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# Queensland

# Prevention, Preparedness, Response and Recovery Disaster Management Guideline

PREPARED BY THE  
Queensland Fire and Emergency Services

January 2018



**Queensland**  
Government

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## AUTHORISATION

The Prevention, Preparedness, Response and Recovery Disaster Management Guideline was developed by the Organisational Doctrine Unit on behalf of the Commissioner, Queensland Fire and Emergency Services, in accordance with section 63 of the *Disaster Management Act 2003*.

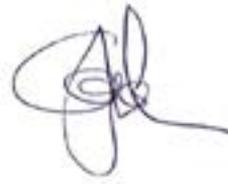
The Prevention, Preparedness, Response and Recovery Disaster Management Guideline supersedes the following:

- Queensland Offers of Assistance Guideline
- Queensland Emergency Alert Guidelines
- Queensland Evacuation Guidelines
- Queensland Tsunami Guidelines
- Queensland District Disaster Management Guidelines
- Public Information and Warnings Sub Plan Guide
- Queensland Public Cyclone Shelter Operations Guidelines
- Queensland Recovery Guidelines

- Mitigating the Adverse Impacts of Cyclones - Evacuation and Shelter
- Queensland Resupply Guidelines
- Standard Emergency Warning Signal Guidelines
- Queensland Local Disaster Management Guidelines.

This document is developed and maintained by the Organisational Doctrine Unit, Queensland Fire and Emergency Services.

This document is hereby authorised by the Commissioner, Queensland Fire and Emergency Services.



**Greg Leach AFSM**

Commissioner, Queensland Fire and Emergency Services



### ACKNOWLEDGEMENTS

The assistance and cooperation of officers from the Local Government Association of Queensland, local governments, Queensland Police Service, Queensland Reconstruction Authority, Department of the Premier and Cabinet and Queensland Fire and Emergency Services who contributed to the development of this guideline is acknowledged and appreciated.

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- New content inclusions incorporating Australian Warning System (AWS) requirements.
- Updated Foreword.
- New content inclusions incorporating Predictive Service Capabilities (s4.4.4); Integration of Emergency Sector Adaptation Plan (EM-SAP) Principles for Climate Change (s1.6, s3.6, s3.6.1, s4.2.2, s8) and new Form DM14 - Notice about deemed approvals under the *Planning Act 2016* (s5.5).
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- Links and Content Update (s3.5, s6.1), Republished June 2018
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## FOREWORD

Queensland is home to vibrant, prosperous and diverse communities. The scale and impact of disaster events requires Queensland to maintain a strong network of disaster management stakeholders that play a critical role in partnering with communities to prevent, prepare, respond to and recover from natural and man made disasters.

The *Disaster Management Act 2003* (the Act) details the Queensland Disaster Management Arrangements (the Arrangements), which provide for a scalable response to disasters through all stages of prevention, preparedness, response and recovery. The Arrangements also outline the roles and responsibilities of key disaster management stakeholders, including disaster management groups, coordination centres and state government agencies.

The Prevention, Preparedness, Response and Recovery Disaster Management Guideline (the Guideline) has been prepared in accordance with the Act and provides a comprehensive approach to disaster management processes, including the responsibilities and considerations for stakeholders at each phase of disaster management. Guideline content is supplemented by Toolkit items, which include manuals, reference guides, forms, templates, maps, diagrams and other related publications which further support stakeholders to understand and fulfil their responsibilities.

To ensure the accuracy and applicability of the Guideline and supplementary Toolkit information, new content is prepared by disaster management experts and consulted broadly within the disaster management sector. The Guideline is considered within the context of continuous improvements and is updated in response to lessons learned following disaster events.

I extend my sincere thanks to everyone involved in the development of the Guideline, including disaster management stakeholders and community leaders across Queensland that continue to partner in a spirit of resilience.

**Greg Leach AFSM**

Commissioner, Queensland Fire and Emergency Services



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# 1 Introduction



## 1.1 Authorising environment

The *Disaster Management Act 2003* (the Act) and the *Disaster Management Regulation 2014* (the Regulation) forms the legislative basis for disaster management within all levels of government and Queensland's disaster management arrangements. As per section 63 of the Act, the Commissioner, Queensland Fire and Emergency Services (QFES) has the authority and accountability for the preparation and management of disaster management guidelines. The authorising environment for disaster management documents is detailed in Figure 1.1 below.

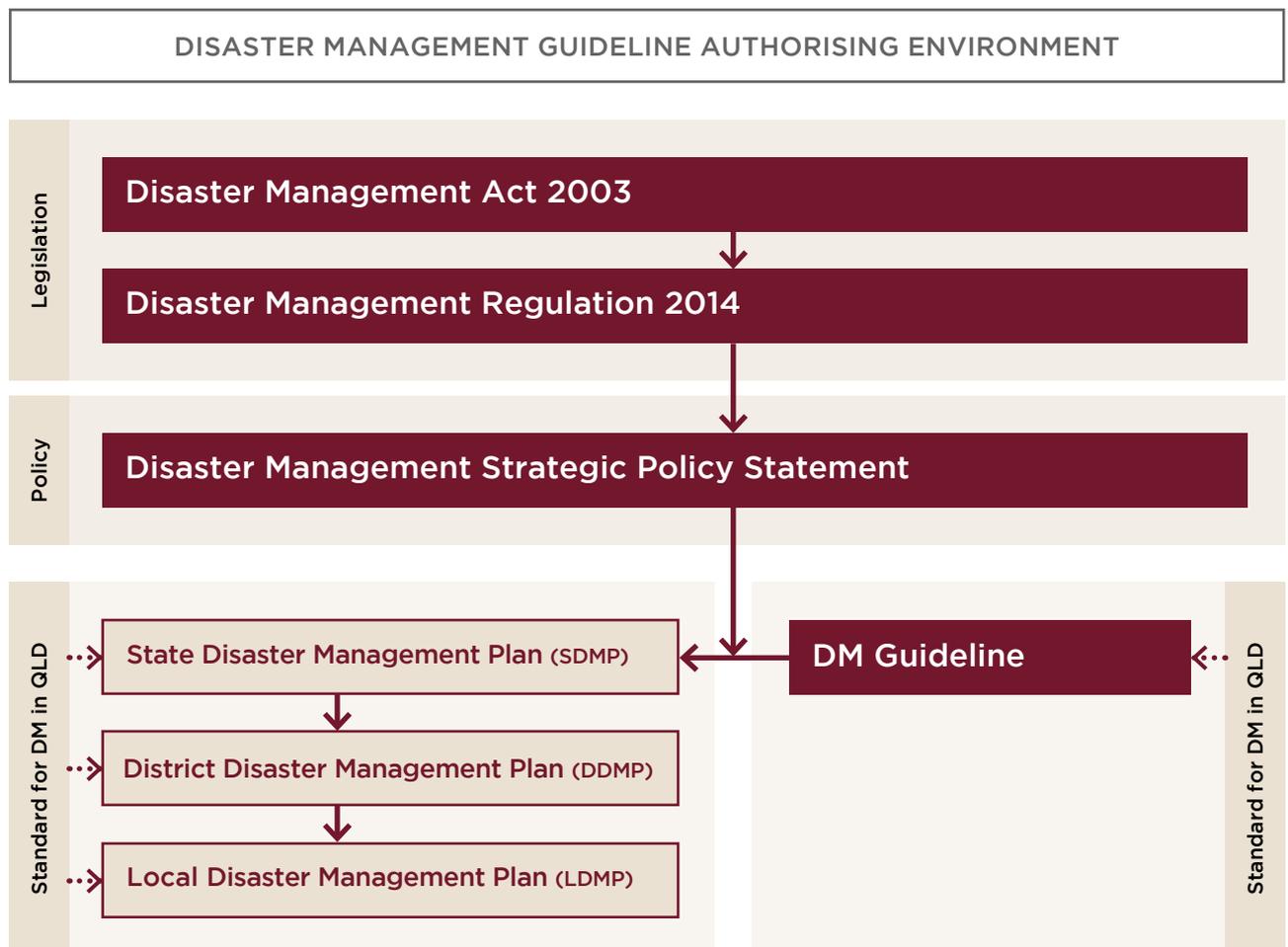


FIGURE 1.1  
Disaster management documents authorising environment

## 1.2 Aim

The aim of the *Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline* (the Guideline) is to provide flexible, good practice suggestions and advice to those responsible for implementing disaster management practices. The Guideline complements legislative responsibilities and provides guidance supporting the implementation of legislation, the Queensland Disaster Management Strategic Policy Statement (SPS), the Queensland State Disaster Management Plan (SDMP), the Standard for Disaster Management in Queensland (the Standard) and other key documents.

As per section 63 of the Act, the Commissioner, QFES (as 'Chief Executive') is responsible for the preparation of guidelines to inform the state group, district groups and local governments within Queensland's disaster management arrangements about matters relating to:

- the preparation of disaster management plans
- the matters to be included in a disaster management plan
- other matters about the operation of a district group or local group the Chief Executive considers appropriate having regard to disaster management for the state

This Guideline is augmented with a suite of non-mandatory toolkit items, including manuals, reference guides, forms, templates, maps, diagrams, handbooks and links to related publications, designed to support stakeholders to fulfil their disaster management responsibilities to the Queensland community. These toolkit items are referenced throughout the document, indicated by the  and can also be accessed from the Queensland Government Disaster Management [website](http://www.disaster.qld.gov.au) ([www.disaster.qld.gov.au](http://www.disaster.qld.gov.au)).



### L.1.028 Chief Executive Administrative Arrangements



Further specific functional responsibilities of the Commissioner, QFES are further detailed in other relevant [toolkits](#).

## 1.3 Guiding principles

All events, whether natural or caused by human activity, should be managed in accordance with the Act, SPS, the Standard, the SDMP and any relevant disaster management guidelines.

Under section 4A of the Act, disaster management in Queensland is based on four principles:

- comprehensive approach
- all hazards approach
- local disaster management capability
- support by the state group and district groups to local governments.

### 1.3.1 Comprehensive approach

The comprehensive approach to disaster management comprises four phases: *prevention, preparedness, response* and *recovery* (PPRR) to ensure a balance between the reduction of risk and the enhancement of community resilience, while ensuring effective response and recovery capabilities.

The four phases of PPRR are not linear nor are they independent of the others. They overlap and support each other as shown in Figure 1.2. For example, recovery activities are likely to begin during the

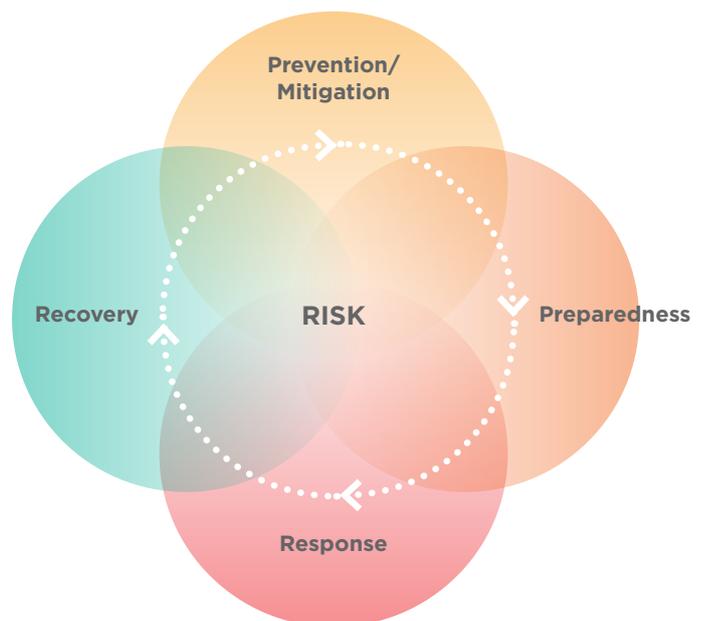


FIGURE 1.2  
The 'comprehensive approach' to disaster management

response phase and mitigation strategies may be considered during the recovery phase.

### 1.3.2 All hazards approach

The all hazards approach assumes that the functions and activities used to manage one event are likely to be applicable to a range of events, whether natural or caused by human activity.

### 1.3.3 Local disaster management capability

Local level capability is recognised as the frontline for disaster management, primarily due to the benefits of localised knowledge and networks. As per section 4A(c) of the Act, local governments are primarily responsible for managing events in their local government areas (LGAs) and this is provided through their Local Disaster Management Group (LDMG).

### 1.3.4 Support by district and state groups

To ensure the LDMG is able to effectively undertake disaster operations, Queensland's disaster management arrangements divides Queensland into 22 disaster districts with each district comprising one or more LGAs (and therefore LDMGs). The Act establishes a District Disaster Management Group (DDMG) for each district, to provide support when required or requested by a LDMG. The Queensland Disaster Management Committee (QDMC) can provide additional support and assistance when required or requested by a DDMG.

## 1.4 Collaboration and interoperability

Disaster management in Queensland requires local, district and state groups, government agencies and non-government organisations (NGOs) to work effectively together under Queensland's disaster management arrangements.

Groups at each level of Queensland's disaster management arrangements (local, district and state) must consider how they can best collaborate, consult, communicate and ensure interoperability with key stakeholders (e.g. community members or groups, essential service providers, agencies, key tourism and transport operators and NGOs).

In accordance with section 48A of the Act, disaster management groups at all levels must consult with essential service providers (e.g. gas, electricity, telecommunications, water and sewage infrastructure) if their Chairperson considers they can help the group perform its functions.

## 1.5 Continuous improvement and innovation

### 1.5.1 Continuous improvement

The practice of continuous improvement involves the regular evaluation, and subsequent improvement, of processes and arrangements to ensure they remain relevant, efficient, effective and flexible. Disaster management stakeholders, researchers, educators, policy makers and the community have a joint responsibility to ensure continuous improvement initiatives are shared across the disaster management sector to promote innovation, efficiency and efficacy.

### 1.5.2 Innovation

Innovation is more than improving existing methods, processes or products; it must also encompass finding the best, fit-for-purpose solutions to achieve identified outcomes.

Disaster management stakeholders are encouraged to seek and explore opportunities for innovative solutions to meet the needs of the Queensland community across all phases of disaster management.

### 1.5.3 Lessons management

Lessons management is a key element of continuous improvement and disaster management stakeholders in Queensland are urged to apply this learning practice. It involves the identification and learning of lessons captured through evaluation activities (including debriefing, monitoring and reviews) occurring before, during and after emergencies. It includes the establishment of a learning culture to support the capturing of observations and insights from monitoring, debriefing and review activities, which are then analysed for trends, risk and lessons. Lessons are then assessed for action, which are in turn implemented and monitored for change and improvement.

It is strongly recommended that the strategy applied by disaster management stakeholders be consistent with The Australian Institute for Disaster Resilience Handbook for Lessons Management.



More information on The Australian Institute for Disaster Resilience Handbook for Lessons Management can be found at their [website](#).

### 1.6 Climate Change

Queensland's climate is changing, and climate adaptation action is essential for the continued prosperity of our communities, our environment and our economy. As stated in the Queensland Climate Adaptation Strategy:

'Climate adaptation refers to actions taken to reduce the negative impacts of climate change, or to take advantage of emerging opportunities. Adaptation involves going above and beyond traditional preparedness for climate variation, natural hazards and disaster events. It requires developing a comprehensive understanding of how a changing climate will affect Queensland, our regions and our communities, and actively working to reduce our exposure to climate risks and to capture any new opportunities. Successful adaptation to climate change is a proactive and long-term process.'

Over the past 10 years, successive Queensland Governments have partnered with businesses and communities to prepare for climate impacts and reduce exposure to climate risks through adaptation work and activities.

A global driver for this collaboration is the widespread ratification by members of the United Nations Framework Convention on Climate Change of the Paris Agreement, which aims to reduce carbon emissions and decarbonise the global economy. The Australian Government ratified the Paris Agreement in November 2016, and in 2022 committed to reducing Australia's emissions by 43 per cent below 2005 levels. The Agreement also addresses adaptation issues such as enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, as well as loss and damage associated with the adverse effects of climate change and extreme weather events.

In 2017, the Queensland Climate Adaptation Strategy (Q-CAS) was released, providing a framework for ensuring an innovative and resilient Queensland that manages the risks and harnesses the opportunities of a changing climate. The Q-CAS is centred around a partnership approach that recognises that climate adaptation is everyone's responsibility, and that a collaborative approach is needed to ensure resilience is embedded in Queensland's diverse economies, landscapes and communities. The Q-CAS is structured around four pathways: People and Knowledge, State Government, Local Governments and Regions and Sectors and Systems. The development of Sector Adaptation Plans are an initial action of the Q-CAS under the Sectors and Systems pathway.

The Emergency Management Sector Adaptation Plan for climate change (EM-SAP) provides a vision for the emergency management sector and a series of principles and priorities to achieve climate adaptation. The EM-SAP supports the emergency management sector to manage the risks associated with a changing climate and to harness the opportunities provided by responding to the challenges. The EM-SAP ensures relevance and the participation of sector stakeholders, encourages sector leadership and promotes adaptation initiatives.



[Queensland Climate Adaptation Strategy \(Q-CAS\)](#)

[Emergency Management Sector Adaptation Plan \(EM-SAP\) for climate change](#)

[Factsheet: Emergency Management Sector Adaptation Plan for Climate Change](#)

[Factsheet: Climate Change in Queensland](#)

[Sector Adaptation Plans](#)

[Queensland Emergency Risk Management Framework](#)

# 2 Roles and responsibilities



## 2.1 Disaster management in Queensland

Queensland's disaster management arrangements are characterised by and implemented through strong partnerships between government, government-owned corporations, NGOs, commerce and industry sectors and the local community.

The arrangements recognise and promote collaboration to ensure comprehensive disaster management through the effective coordination of disaster risk planning, services, information and resources.

Queensland's disaster management arrangements comprise a four tiered system: three levels of government – local, state and federal – and an additional state government tier between local and state levels known as disaster districts. These disaster districts enable a more efficient and effective operational service delivery in support of local communities and address the size, complexity and diversity of Queensland.

### 2.1.1 Disaster management structures

Queensland's disaster management arrangements enable a progressive escalation of support and assistance through the four tiers as required as shown in Figure 2.1. These arrangements comprise several key management and coordination structures for achieving effective disaster management in Queensland.

The management and coordination structures are:

- **Disaster management groups** that operate at local, district and state levels and are responsible for the planning, organisation, coordination and implementation of all measures to mitigate/prevent, prepare for, respond to and recover from disaster events.
- **Coordination centres** at local, district and state levels that support disaster management groups in coordinating information, resources and services necessary for disaster operations.
- **Disaster management plans**, developed to ensure appropriate disaster prevention, preparedness, response and recovery at local, district and state levels.
- **Functional lead agencies** through which the disaster management functions and responsibilities of the state government are managed and coordinated.
- **Hazard specific primary agencies**, responsible for the management and coordination of combating specific hazards.
- **Specific-purpose committees**, either permanent or temporary, established under the authority of disaster management groups for specific purposes relating to disaster management.

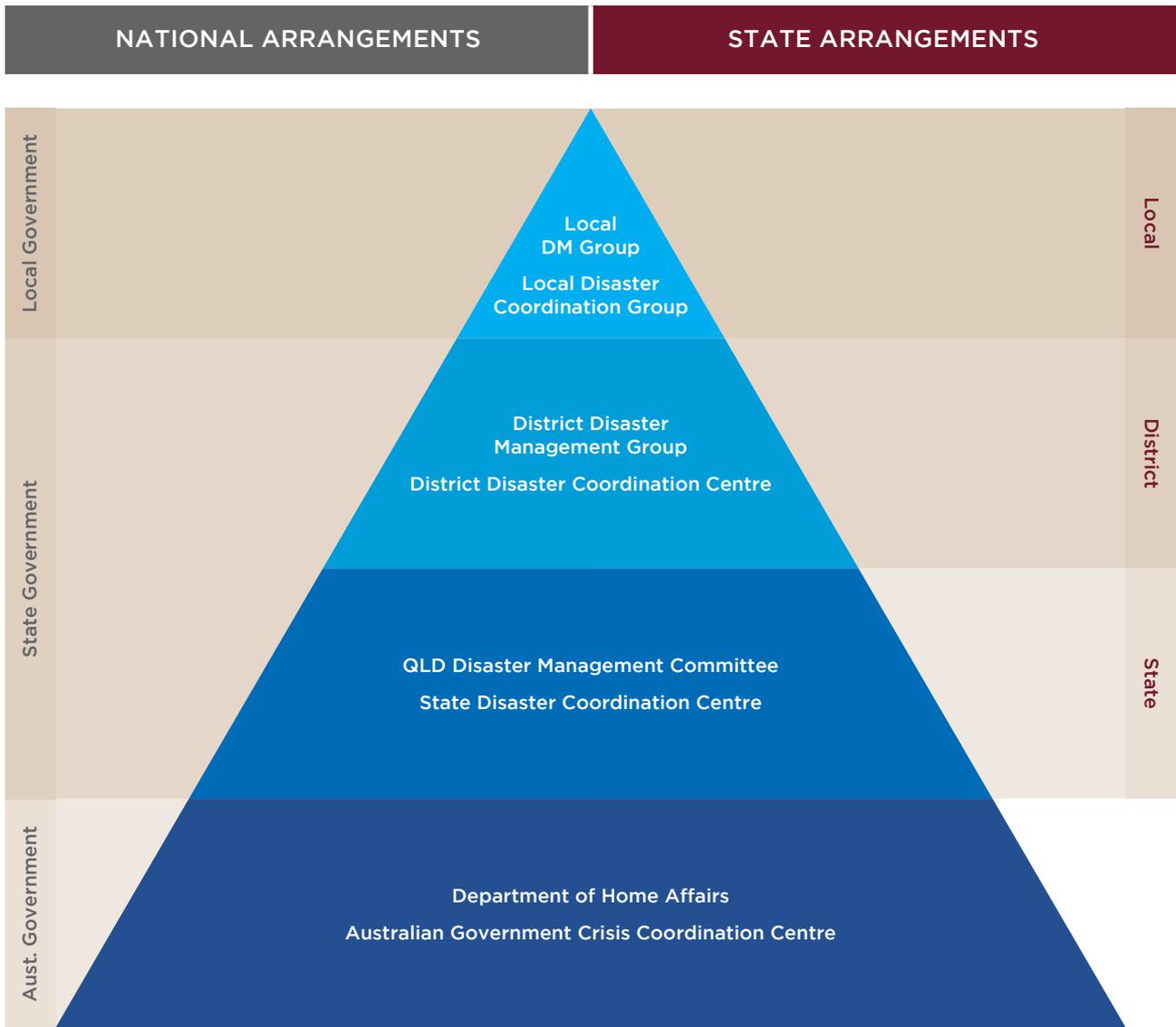


FIGURE 2.1  
Queensland's Disaster Management Arrangements

## 2.1.2 Disaster management process

Local governments – through their respective LDMGs – have primary responsibility to manage a disaster at the community level. Accordingly, they are responsible for the development and implementation of their Local Disaster Management Plan (LDMP).

If local governments identify gaps in their capacity or capability to manage a potential disaster and require additional resources to manage an event, they can request support from their DDMG. This allows for the rapid mobilisation of resources at a local, regional or district level.

If district resources are inadequate or inappropriate, requests for assistance can be passed to the state via the State Disaster Coordination Centre (SDCC).

If state resources prove inadequate or inappropriate, Australian Government support can be sought through the Department of Home Affairs.

## 2.1.3 Directions about functions

The Act provides that written directions may be given to disaster management groups about the performance of their functions.

The QDMC Chairperson, the Premier of Queensland, may give written direction to a DDMG about the performance of the DDMG's functions to ensure those functions are performed appropriately. Before giving the direction, the Chairperson must consult with the District Disaster Coordinator (DDC) of the DDMG. It is the responsibility of the DDMG to comply with the direction.

The DDC of a DDMG may give an LDMG from within the district a written direction to ensure the performance of the LDMG's functions after consultation with the Chairperson of the LDMG. It is the responsibility of the LDMG to comply with the direction.

## 2.2 Queensland Disaster Management Training Framework

Disaster management training is an essential means for agencies to develop and maintain their disaster management capabilities and capacity. Training and education is important in ensuring all agencies within Queensland's disaster management arrangements can seamlessly integrate, cooperate and contribute to effective and coordinated disaster operations.

Section 16A of the Act provides a legislative requirement for the Commissioner, QFES to ensure that persons involved in disaster operations are appropriately trained to maintain or enhance capability under Queensland's disaster management arrangements. 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 (QDMTF).

The QDMTF outlines the core training courses and inductions relevant to the key disaster management stakeholders to support the effective performance of their role.

Each disaster management group should regularly assess training needs and develop a training program in consultation with their regional QFES Emergency Management Coordinator (EMC).



### H.1.027 Queensland Disaster Management Training Framework

## 2.3 Local level – Local Government

Queensland is divided into 77 LGAs and one town authority. Local governments are primarily responsible for managing disaster events in their LGAs. They are ideally placed to provide specific disaster management at the community level given their knowledge and understanding of local social, environmental and economic issues. They achieve coordinated and effective strategies to manage potential vulnerabilities and respond to disasters through their LDMG.



### MAP.1.050 Queensland Local Government Areas and Districts Map

### 2.3.1 Responsibilities of local governments

Responsibilities of local governments are detailed in sections 29, 30, 33, 34, 35, 37, 57, 59 and 60 of the Act and section 5 and 10 of the Regulation.

### 2.3.2 Functions of local governments

Section 80 of the Act outlines the functions of a local government in disaster management.

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

- council representatives
- local emergency services – Queensland Police Service (QPS), Queensland Ambulance Service, QFES
- representatives of functional lead agencies
- NGOs such as welfare organisations or community groups
- a Local Recovery Coordinator (LRC) may also be appointed.

- Appointments under the Act can be made to a person or by position (see section 24A of the Acts Interpretation Act 1954). It is strongly recommended that appointments be made by position as this 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 and the new incumbent will need to undertake training under the QDMTF.



#### D.1.038 Local Disaster Management Groups List

### 2.3.3 Local Disaster Management Group

LDMGs are established by local governments to support and coordinate disaster management activities for their respective LGAs.

Local group members are appointed under section 33 of the Act. LDMG members should have the necessary expertise or experience and delegated authority to assist with a comprehensive, all hazards, all agencies approach to disaster management.

Where a person or position undertakes a dual function as an LDMG and a DDMG member, appointing a deputy to both positions is recommended.

In addition to the legislated members of the group, LDMGs may appoint members or advisors to ensure adequate capability and capacity for specialist functions of disaster management.



For more information regarding LDMG responsibilities, business and meetings refer to Toolkit items listed at the end of Section 2.3.5 of this Chapter.

#### 2.3.3.1 LOCAL DISASTER MANAGEMENT GROUP MEMBERSHIP

The mayor, or another councillor of the local government, is appointed as the Chairperson of the LDMG. Membership of the LDMG is outlined in the Regulation and generally comprises of:

- Chairperson, must be a councillor
- Deputy Chairperson
- Local Disaster Coordinator (LDC)
- person nominated by the Commissioner, QFES
- other persons, which should include:

#### 2.1.1.1 FUNCTIONS OF LOCAL DISASTER MANAGEMENT GROUPS

The functions of an LDMG are outlined in section 30 of the Act.

#### 2.1.1.2 RESPONSIBILITIES OF LOCAL DISASTER MANAGEMENT GROUPS

In addition to the legislated functions, it is recommended LDMGs consider:

- Establishing terms of reference to guide activities.

Creating permanent or temporary sub-groups, as required to assist the group with its business. Examples of sub-groups include:

- Local Recovery Group (LRG)

- an evacuation project team
- a cyclone shelter operations management group
- a sub-group formed to deal with a particular issue relating to that LGA.

When this occurs:

- it is recommended that terms of reference are implemented to give clear guidance on the establishment, role and function, required outcomes and conduct of business of the sub-group
- it is also recommended that any decisions made or actions taken by or on behalf of these sub-groups be endorsed by the LDMG.

Appointing a secretariat to carry out the administrative business duties and official records management on behalf of the group.

Establishing a Local Disaster Coordination Centre (LDCC) to operationalise LDMG decisions and plan and implement strategies and activities on behalf of the LDMG during disaster operations. It is recommended that centres 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
- pass information and requests for assistance to the District Disaster Coordination Centre (DDCC).



**For more information refer to Chapter 4, section 4.4.2: Disaster coordination centres.**

Meeting at least once each six months at the times and places decided by the LDMG Chairperson. These meetings must meet quorum requirements as outlined in section 13 of the Regulation.

Completing a status report at the end of each financial year and provide the completed report to the relevant DDC for inclusion, where relevant, in the DDMG and QDMC annual reports. LDMGs may contact their QFES EMC for advice and assistance in the completion of the annual status report.

Ensuring recovery arrangements are, in consultation with the community, prepared for, planned for and implemented to support the relevant LGA.

### 2.3.4 Local Disaster Coordinator

As per section 35 of the Act, a LDC is appointed by the LDMG Chairperson to manage disaster operations for the LGA. The functions of the LDC are outlined in section 36 of the Act.

### 2.3.5 Local Recovery Coordinator

The LDMG may determine it is necessary to appoint a LRC to coordinate recovery at the local level.

The LRC is appointed by the LDMG Chairperson, after consultation with the State Recovery Policy and Planning Coordinator (SRPPC) and the State Recovery Coordinator (SRC), if appointed. The appointment of the LRC may be pre-emptive in anticipation of expected disaster impacts.

It is recommended the person appointed as the LRC, where possible, is not the same person appointed as the LDC. If appointed, the LRC and LDC should liaise regularly during disaster operations.



#### M.1.030 Local Disaster Management Group Responsibilities Manual

#### T.1.031 Notice of Permanent Appointment of LDMG Chair Person Template

#### T.1.032 Notice of Change to LDMG Member Template

#### T.1.033 Agency Nomination of LDMG Member Template

#### T.1.034 Notice of Appointment of LDMG Member Template

#### T.1.035 Notice of Temporary Appointment of LDMG Executive Member (other than LDC) Template

#### T.1.037 Notice of Appointment of Local Disaster Coordinator Template

#### T.1.266 Notice of Local Government Appointment to DDMG Template

#### M.1.052 Disaster Management Groups Business and Meetings Manual

- [T.1.053 Ministerial Approval to Combine LDMG Template](#)
- [T.1.055 Generic LDMG Terms of Reference Template](#)
- [T.1.056 LDMG Meeting Attendance Sheet Template](#)
- [T.1.057 Register of LDMG Contact Details Template](#)
- [T.1.071 LDMG Member Contact Details Template](#)
- [T.1.058 LDMG Progressive Record of Attendance Template](#)
- [T.1.059 LDMG Meeting Minutes Template](#)
- [T.1.060 LDMG Flying Minute Endorsement Template](#)
- [T.1.062 LDMG Briefing Paper Template](#)
- [T.1.063 LDMG Meeting Checklist Template](#)
- [T.1.064 LDMG Sample Meeting Agenda Template](#)
- [T.1.065 LDMG Resolution Statement Template](#)
- [T.1.068 LDMG Resolution Register Template](#)
- [T.1.069 LDMG Correspondence Register Template](#)
- [T.1.061 LDMG Member Status Report Template](#)
- [T.1.070 LDMG Annual Disaster Management Status Report Template](#)
- [L.1.019 Recordkeeping Guidance](#)

## 2.4 District level

Under Queensland's disaster management arrangements, the state is divided into 22 disaster districts. Each district comprises one or more LGAs.

Each disaster district performs the function of providing coordinated state government support when required and requested by local governments through their LDMGs.

The Act establishes a DDMG for each disaster district. DDMGs are responsible to the state government, through the QDMC, for all aspects of disaster management capabilities and capacity for their district.



### MAP.1.050 Queensland Local Government Areas and Districts Map

### D.1.051 District Disaster Management Groups List

## 2.4.1 District Disaster Management Groups

DDMGs provide whole of government planning and coordination capacity to support local governments in disaster operations and disaster management.



**For more information regarding DDMG responsibilities, business and meetings refer to Toolkit items listed at the end of section 2.4.5.3 of this Chapter.**

### 2.4.1.1 TEMPORARY DISTRICT DISASTER MANAGEMENT GROUPS

Under section 28A of the Act, if a disaster event is likely to happen, is happening or has happened in two or more adjoining disaster districts, the QDMC Chairperson may, after consulting with the Commissioner, QPS, establish a temporary DDMG. The temporary DDMG is responsible for the management of the disaster for the affected districts, as directed by the QDMC Chairperson.

## 2.4.2 District Disaster Management Group membership

DDMGs are led by a Chairperson, who is also the DDC, appointed by the Commissioner, QPS. DDMGs are comprised predominantly of representatives of state government agencies responsible for the hazards and functions of disaster management outlined in the SDMP and representatives from local government within the district. DDMGs coordinate district level whole of government support and provide resource gap assistance to disaster affected communities, when requested by LDMGs.

DDMG members are appointed in accordance with sections 24, 25 and 27 of the Act.

DDMG representatives should have the necessary expertise or experience in assisting with a comprehensive, all hazards, all agencies approach to disaster management. They must actively participate in the DDMG to ensure its legislative functions are fulfilled, including performing functional lead agency roles across a district when appropriate.

Membership may be formed based on the individual needs of the DDMG and reviewed annually and should include:

- Chairperson/DDC
- Deputy Chairperson
- Executive Officer (XO)
- representatives of each relevant local government in the disaster district
- representatives of state government agencies
- other members as deemed applicable, such as individuals, representatives of government owned corporations, essential services and NGOs, as identified in the DDMP.



**Further information about the appointment and responsibilities of the Chairperson, Deputy Chairperson and XO can be found in Chapter 2, section 2.4.5: Roles within District Disaster Management Groups.**



**Full membership details, appointment requirements and responsibilities of these positions are provided in the toolkit**

### 2.4.3 Functions of District Disaster Management Groups

The functions of a DDMG are outlined in section 23 of the Act.

#### 2.4.3.1 FUNCTIONS OF A TEMPORARY DISTRICT DISASTER MANAGEMENT GROUP

The functions, establishment and membership of temporary DDMGs are outlined in sections 28A, 28B, 28C, 28D, 28E and 28F of the Act.

#### 2.4.3.2 FUNCTIONAL COMMITTEES

It is recommended that DDMGs establish functional committees to address specific issues associated with the delivery of disaster management functions within their particular district, based on requirements of the district and the functional lead agency.

Examples of possible committees include human and social recovery committees.

When functional committees are established, DDMGs are strongly encouraged to consider committee membership and the requirements for development of a supporting functional plan. Again, the requirements of the responsible state government agency will also need to be considered.



**Information regarding the functional lead agencies responsible for each of the functions of disaster management is outlined in the SDMP which is available on the Queensland Government's Disaster Management website.**

#### 2.4.3.3 OTHER COMMITTEES

DDMGs may need to create permanent or temporary committees to address specific issues within their district. Examples are:

- District Recovery Committee
- Exercise Management Committee.

The creation of a committee should be passed as a DDMG meeting resolution. Terms of reference are required to give clear guidance on the committee's establishment, functions and role, required outcomes and conduct of business.

#### 2.4.3.4 REPORTING REQUIREMENTS

A committee, whether permanent or temporary, must provide regular written status reports at each DDMG meeting.

### 2.4.4 Responsibilities of District Disaster Management Groups

In addition to the legislated functions, DDMGs have the following responsibilities:

- Establish terms of reference to guide activities.
- Prepare the DDMG Annual Report for inclusion in the QDMC Annual Report.
- Appoint a secretariat to carry out the administrative business duties and official records management on behalf of the group.
- Establish and review communications with the relevant district and local groups.

- Establish DDCCs to support the DDMG in providing state level support to local government. The DDCC implements decisions of the DDC and DDMG and coordinates state and Australian government resources in support of LDMGs. DDCCs should have the capability to:
  - receive and manage information from LDCCs and the SDCC
  - identify tasks where extra resources are needed
  - pass information and requests for assistance between the LDCC and the SDCC.
- Ensure that recovery arrangements are prepared for, planned for, and implemented to support the LDMGs within their district.

### 2.4.5 Roles within District Disaster Management Groups

#### 2.4.5.1 CHAIRPERSON/DISTRICT DISASTER COORDINATOR

In accordance with section 25(1) (a) of the Act, the Commissioner, QPS appoints the Chairpersons – by position – for each disaster district.

The DDMG Chairperson is also the DDC, in accordance with section 25A of the Act.

- **The organisational position not the individual person is the appointee to the role of DDC. Accordingly, when an individual is acting in the appointed organisational position, he/she then is the DDC for the period he/she is acting in the organisational position.**



**For more information regarding the declaring of a disaster situation refer to Chapter 5 Section 5.5.**

Responsibilities of the Chairperson/DDC are outlined in sections 26 and 26A of the Act.

A DDC may declare a disaster subject to the approval by the Minister for Fire and Emergency Services and the completion of the approved form and notice of declaration. A declaration of a disaster situation can be made verbally if the DDC is satisfied it is necessary to exercise declared disaster powers under section 64(1)(b) of the Act before an approved form can be

obtained and completed. However, the declaration must be recorded on the approved form as soon as possible.

The DDC should be mindful of any emergency situation declarations under the *Public Safety Preservation Act 1986* and should liaise with the person acting as forward commander when declaring a disaster situation under the Act.

During a disaster situation, the DDC and other declared disaster officers are provided with additional powers under sections 77-78 of the Act, including the power to direct evacuation.

#### 2.4.5.2 DEPUTY CHAIRPERSON

In accordance with section 25(1) of the Act, the Commissioner, QPS appoints Deputy Chairpersons – by position – for each disaster district.

The Deputy Chairperson is to preside at DDMG meetings in the absence of the Chairperson and it may be appropriate for the Deputy Chairperson to be delegated the responsibilities of the DDC in the absence of the DDC.

#### 2.4.5.3 EXECUTIVE OFFICER OF A DISTRICT DISASTER MANAGEMENT GROUP

In accordance with section 27 of the Act the Commissioner, QPS appoints – by position – a member of the police service as XO of each DDMG.

A person holding that position must have the appropriate expertise or experience to perform the functions of XO in accordance with section 28 of the Act.

- **The organisational position not the individual person is the appointee to the role of DDMG XO. Accordingly, when an individual is acting in the appointed organisational position, he/she then is the XO for the period he/she is acting in the organisational position.**



M.1.040 District Disaster Management Group Responsibilities Manual

F.1.041 DM13 Authorisation to Appoint a Deputy Form

T.1.043 DDMG Government Department Appointment Notification Template

T.1.045 DDMG Local Government Appointment Notification Template

T.1.046 Notification of Change to DDMG Member Template

T.1.047 Notification of Current DDMG Chairperson/ Deputy Chairperson Template

T.1.048 Notification of Current DDMG Executive Officer Template

D.1.263 State Government Member Appointment Process

D.1.262 DDMG Member Appointment Process

M.1.052 Disaster Management Groups Business and Meetings Manual

T.1.072 DDMG Flying Minute Template

T.1.073 DDMG Meeting Minutes Template

T.1.074 DDMG Meeting Brief Template

T.1.075 DDMG Attendance Sheet Template

T.1.076 DDMG Progressive Meeting Attendance Sheet Template

T.1.077 DDMG Correspondence Register Template

T.1.078 DDMG Member Status Report Template

T.1.079 DDMG Agenda Template

T.1.080 DDMG Noting Brief Template

T.1.081 DDMG Resolution Statement Template

T.1.082 DDMG Extraordinary Meeting Agenda Template

T.1.083 DDMG Member Contact Details Template

T.1.084 DDMG LDMP Legislative Checklist

T.1.085 Register of DDMG Contact Details

T.1.086 DDMG DDMP Legislative Checklist

T.1.087 DDMG Ordinary Meeting Checklist

T.1.089 DDMG Generic Terms of Reference Template

T.1.091 DDMG Annual Report Template

L.1.019 Recordkeeping Guidance

T.1.042 DDMG Establishment of a Temporary Disaster District Group Membership Template

## 2.5 State level – Queensland Government

Strategic leadership at the state level is provided through the QDMC.

Disaster response coordination, including coordinated and efficient deployment of state government resources, is provided through the State Disaster Coordination Group (SDCG) and the SDCC.

### 2.5.1 Queensland Disaster Management Committee

The QDMC provides senior strategic leadership in relation to disaster management across all four phases – *prevention, preparedness, response and recovery* – in Queensland and facilitates communication between the Premier, relevant Ministers and Directors-General before, during and after disasters.

#### 2.5.1.1 FUNCTIONS OF THE QUEENSLAND DISASTER MANAGEMENT COMMITTEE

The functions of the QDMC are outlined in section 18 of the Act.

#### 2.5.1.2 QUEENSLAND DISASTER MANAGEMENT COMMITTEE MEMBERSHIP

Membership of the QDMC is outlined in the Regulation and generally comprises persons prescribed by the Regulation and other persons invited by the Chairperson of the QDMC.

#### 2.5.1.3 FUNCTIONS OF THE QUEENSLAND DISASTER MANAGEMENT COMMITTEE CHAIRPERSON AND DEPUTY CHAIRPERSON

The QDMC is chaired by the Premier. The functions of the Chairperson of the QDMC are:

- manage and coordinate the business of the QDMC
- ensure, as far as practicable, that the QDMC performs its functions
- request Commonwealth Government non-financial assistance.

The Minister who is recognised as the deputy for the Premier is the Deputy Chairperson of the QDMC. The Deputy Chairperson is to act as Chairperson during a vacancy in the office of the Chairperson or during all periods of absence or inability to perform the functions of the office.

### 2.5.1.4 EXECUTIVE OFFICER, QUEENSLAND DISASTER MANAGEMENT COMMITTEE

The XO of the QDMC is appointed by the Commissioner, QPS to provide support to the QDMC, as directed by the QDMC Chairperson, to help the committee perform its functions including:

- providing executive support at meetings of the QDMC
- calling meetings of the QDMC
- any other executive support the Chairperson considers necessary.

### 2.5.1.5 QUEENSLAND DISASTER MANAGEMENT COMMITTEE REPORTING

In accordance with section 44 of the Act, the QDMC is required to provide a written report regarding disaster management for the state as soon as practicable after the end of each financial year and to publish that report on an appropriate public website.

In preparing its Annual Report, the QDMC is to incorporate issues arising from reports provided by each of the disaster management groups as well as by other state committees.



**QDMC Annual Reports are available on the Queensland Government's Disaster Management website.**

## 2.5.2 Premier of Queensland

The Premier may declare a disaster situation for the state or part of the state.

## 2.5.3 Minister for Fire and Emergency Services

The Minister for Fire and Emergency Services, as the Minister administering the Act, may declare a disaster situation for the state or part of the state.

## 2.5.4 State Disaster Coordinator

Under section 21B(1) of the Act, the Chairperson of the QDMC must appoint a person as the State Disaster Coordinator (SDC) to coordinate disaster operations for the group.

### 2.5.4.1 FUNCTIONS OF THE STATE DISASTER COORDINATOR

The functions of the SDC are outlined in section 21C of the Act.

## 2.5.5 State Disaster Coordination Group

The SDCG supports the SDC in areas such as coordinating disaster response operations for the QDMC and ensuring, as far as reasonably practicable, that any strategic decisions by the QDMC about disaster response operations are implemented.

## 2.5.6 State Disaster Coordination Centre

The SDCC supports the SDC through the coordination of a state level operational response capability during disaster operations. The SDCC also ensures information about an event and associated disaster operations is disseminated to all levels, including the Australian Government.

The SDCC is a permanent facility located at the Emergency Services Complex at Kedron, Brisbane.

The centre operates as the Watch Desk when not activated, and is staffed and maintained in a state of operational readiness by QFES. The QPS Disaster Management Unit and a Bureau of Meteorology (BoM) senior forecaster are permanently situated at the centre. QPS takes operational command of the SDCC upon activation.

During a disaster event, permanent staffing is supplemented by QPS, QFES, Public Safety Business Agency and other state government personnel as well as liaison officers from other state government

agencies in accordance with the Queensland Public Service Commission's "Directive 10/14 – Critical Incident Response and Recovery".

The SDCC is also supported by NGOs and the Department of Defence during operations. The level of support is determined by the scale of the event as outlined in the indicative levels of activation for response arrangements in the SDMP.

### 2.5.7 Watch Desk

The Watch Desk provides a 24/7 emergency management capability for the Queensland Government and other disaster management stakeholders through monitoring, collecting, collating and analysing a wide range of emergency management information from diverse sources to notify, inform and warn key stakeholders. The Watch Desk role also includes the coordination of State Emergency Service (SES) tasks and acts as the single point of dissemination of Emergency Alert (EA) campaigns in Queensland.



#### RG.1.092 SDCC Watch Desk Reference Guide

### 2.5.8 Emergency Management Coordinator

To assist the Commissioner, QFES in achieving the state wide obligations of section 16A (b), (c) and (d) in the Act, QFES EMCs are in place to support local government and LDMGs. A person holding that position must have the appropriate expertise or experience to perform the functions of an EMC.

EMCs are responsible for engaging with local governments, agencies, authorities, communities and community groups to build local disaster management capability and capacity. This is primarily achieved by incorporating risk management principles and practices in the delivery of emergency management planning, review and assessments, the development and maintenance of disaster management plans delivery of the QDMTF and other emergency management training to relevant stakeholders.



#### RG.1.093 Emergency Management Coordinators Reference Guide

### 2.5.9 Disaster management functional lead agencies

The SDMP provides information on the functional lead agency for each disaster management function. Planning assistance can be sourced, if required, through members from these agencies on local and district groups.



The lead agencies and their responsibilities are detailed in Appendix C of the SDMP, which is available at the Queensland Government's Disaster Management website.

### 2.5.10 Leadership Board Sub-committee (Recovery)

The Leadership Board Sub-committee (Recovery) oversees the implementation of state disaster specific recovery plans and develops strategies to manage risks that may affect recovery operations.

#### 2.5.10.1 FUNCTIONS OF THE LEADERSHIP BOARD SUB-COMMITTEE (RECOVERY)

The Leadership Board Sub-committee:

- provides oversight on the planning and implementation of the state's whole of community recovery activities regarding the disaster, across the functional lines of recovery, as detailed in the disaster specific recovery plans
- provides the mechanism to manage and coordinate the recovery activities of Functional Recovery Groups (FRGs), including cross-cutting issues
- identifies issues for resilience and recovery and canvases policy solutions across the FRGs that are not in the state level recovery plan
- pre-empts and raises emerging issues highlighted by the FRGs and/or the SRC and escalates to the Leadership Board and/or QDMC through the SRPPC for action, as required
- provides assurance and monitoring of recovery efforts for the impacts of the disaster

- reports on recovery activities to the QDMC
- ensures FRGs contribute actively to the development of the recovery plan in partnership with the Queensland Reconstruction Authority (QRA).

### 2.5.11 State Recovery Policy and Planning Coordinator

The Chief Executive Officer of the QRA is the SRPPC, as appointed by the Premier.

#### 2.5.11.1 FUNCTIONS OF THE STATE RECOVERY POLICY AND PLANNING COORDINATOR

The SRPPC:

- fulfils the role of the standing SRC
- engages collaboratively with all stakeholders to ensure recovery activities provide the best outcomes for the people of Queensland in terms of timeliness, quality of service and advice to government
- ensures better preparedness of government entities and the community for recovery operations
- leads recovery planning, policy and recovery capability development to ensure effective recovery operations and coordination
- oversees the effective delivery of relief and immediate recovery operations until a SRC is appointed
- facilitates the provision of local recovery planning and operations support when requested by the impacted LDMGs/LRGs
- ensures continual improvements in disaster recovery policies, procedures and planning
- oversees state level preparedness for recovery operations
- manages and resources a newly appointed SRC and is available for consultation with the SRC/Deputy SRCs throughout the duration of their appointment
- attends QDMC and SDCG meetings, and liaises with the SDC in the lead up to a disaster (if possible) and during disaster response operations
- works with the SDC to ensure a smooth transition from response operations to recovery operations
- works with stakeholders to collaboratively implement the delivery of resilience building measures and ongoing resilience continuous improvement

- ensures a review of disaster recovery operations is conducted after an event.

### 2.5.12 State Recovery Coordinator

The appointment of a SRC is legislated under section 21D of the Act. This appointment must be in writing and may only be terminated in writing by the QDMC Chairperson.

Following severe and/or widespread events, multiple recovery coordinators may be appointed for a disaster event if, after consulting with the SRPPC, the QDMC Chairperson is satisfied the appointments are necessary.

#### 2.5.12.1 FUNCTIONS OF THE STATE RECOVERY COORDINATOR

The functions of the SRC are outlined in section 21E of the Act.



#### L.1.094 State Recovery Coordinator Guide

### 2.5.13 Functional Recovery Groups

Effective recovery from a disaster requires an integrated, multi-disciplinary approach to multiple factors including needs analysis, consequence management, community engagement, planning and service delivery. The FRGs provide a platform to coordinate the efforts by all agencies involved in a recovery operation.

#### 2.5.13.1 MEMBERSHIP

At the state level, FRGs:

- are chaired by the Directors-General of those agencies with lead functional recovery responsibilities:
  - Human and Social – Director-General, Department of Communities, Disability Services and Seniors
  - Economic – Director-General, Department of State Development, Manufacturing, Infrastructure and Planning
  - Environment – Director-General, Department of Environment and Science

- Building – Director-General, Department of Housing and Public Works
- Roads and Transport – Director-General, Department of Transport and Main Roads
- include representatives from state and local governments, the not-for-profit sector, utilities sector and the private sector (membership is flexible and dynamic to support recovery operations specific to a disaster, based on impact and needs assessments).

#### 2.5.13.2 FUNCTIONS

The functions of FRGs are:

- advise stakeholders and recovery partners at all levels when FRGs have activated
- develop a reporting structure with the Local and District Recovery Groups and actively share information including meeting minutes/reports
- lead and coordinate the planning (based on community identified recovery needs) and implementation of lead agency functions across the functional lines of recovery
- contribute to the development of event specific state recovery plans
- report through the Leadership Board, or the Leadership Board Sub - committee (Recovery) when established, to the QDMC Chairperson or delegated Minister
- report to or participate in the LRGs and provide assistance in the development and implementation of Local Recovery Plans, when required. This participation may be undertaken through a district level delegate from the functional lead agency.



#### RG.1.234 Local or District Recovery Group Structure Reference Guide

## 2.6 Relationships between disaster management groups

### 2.6.1 Relationship between the Local and District Disaster Management Groups

DDMGs support LDMGs by providing a whole of government planning and coordination capability for disaster management.

This includes:

- deciding on how to best allocate state resources in the support of local governments undertaking disaster management activities
- regularly reviewing and assessing disaster management by LDMGs in the district.

Section 47 of the Act enables the DDC of a DDMG to give a LDMG a written direction about the performance of the LDMG's functions (this direction may be given verbally when it is not practical to give a written direction). The DDC must consult with the Chairperson of the local group before giving the direction.

During operations the LDMG may approach the DDMG:

- for requests for assistance
- to recommend that a directed evacuation is required based on situation awareness

Typically this contact is a formal request from the LDCC to the DDCC.

### 2.6.2 Relationship between the District Disaster Management Group and the Queensland Disaster Management Committee

The QDMC provides disaster management strategic policy and direction to DDMGs and LDMGs to ensure relevant, best practice and coordinated disaster planning, disaster mitigation, response and recovery activities are conducted at all levels within the disaster management arrangements. Formally, this direction occurs primarily through the SPS, the SDMP and disaster management guidelines.

Section 46 of the Act enables the Chairperson of the QDMC to give a DDMG a written direction about the performance of the DDMG's functions (this direction may be given verbally when it is not practical to give written direction). The QDMC must consult with the DDC of the district group before giving the direction.

The DDMG reports its normal business activities to the QDMC on an annual basis through the DDMG Annual Report.

During disaster operations, the QDMC will provide strategic direction through the SDC for disaster response operations and the SRC, if they are appointed, for disaster recovery operations.

During operations the DDMG may approach the QDMC for:

- requests for assistance (RFAs)
- ministerial approval of a declaration of a disaster situation.

Typically this contact is a formal request from the DDC to the SDC.

### 2.7 Inspector-General Emergency Management

Part 1A of the Act, establishes the Inspector-General Emergency Management (IGEM) and Office of the IGEM. The priority for the Office of the IGEM is to facilitate improvements to Queensland's disaster management arrangements to enable confidence in the system and enhance public safety outcomes. The functions of the Office of the IGEM are detailed in section 16C of the Act.

The Emergency Management Assurance Framework (EMAF), developed by the Office of the IGEM in partnership with disaster management practitioners, provides the foundation for guiding and supporting the continuous improvement of entities' programs across all phases of disaster management. The EMAF also provides the structure and mechanism for reviewing and assessing the effectiveness of disaster management arrangements.

The EMAF is comprised of Principles, the Standard for Disaster Management in Queensland (the Standard) and Assurance Activities.

### 2.7.1 Assurance activities

Assurance activities are undertaken to assess performance against the Standard, legislation, policy, good practice guidelines and entity performance indicators to provide a level of assurance of disaster management effectiveness. Assurance activities are structured into three tiers reflecting different levels of independence, depth, scope and rigour. These tiers provide the basis for monitoring and assessing individual and collective performance across disaster management.



#### L.1.005 Emergency Management Assurance Framework

### 2.8 National level – Australian Government

At the Australian Government level, the Department of Home Affairs, through Emergency Management Australia, is the responsible agency for coordinating assistance to states and territories. This responsibility is met through the Crisis Coordination Centre (CCC).

The Department of Home Affairs:

- delivers programs and policies that maintain and strengthen Australia's national security and emergency management procedures
- continues to establish, fund and support several capability development activities, often in partnership with the states and territories (the goal of capability development is to enhance national emergency management capabilities through the identification of gaps and the development then implementation of Australian Government initiatives to address these gaps)
- maintains response plans to provide Australian Government non-financial assistance to states and territories in response to an emergency.

#### 2.8.1 Australian Government Crisis Coordination Centre

The CCC is the Australian Government's all hazards, 24/7 facility with representatives from multiple federal departments, including the BoM and Geoscience Australia.

The centre provides the whole of government picture to decision makers during times of crisis, whether it is a natural disaster or security incident. The CCC coordinates physical Australian Government assistance during disasters and emergencies and also manages the **National Security Hotline**, the single point of contact for the public to report suspicious activity.



# 3 Prevention



In accordance with the guiding principles of the Act, preventative measures reduce the likelihood of a disaster event occurring or the severity of an event should it eventuate.

Prevention is defined as *regulatory and physical measures to ensure that emergencies are prevented, or their effects mitigated* and mitigation is defined as *measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and environment*.<sup>1</sup>

The implementation of proactive, targeted prevention and mitigation strategies designed to address likely risk factors, the vulnerability of the population and reduce or eliminate the possible impact of disasters ultimately ensures safer, more resilient and sustainable communities.

The preparedness and resilience of communities involves all individuals sharing responsibility. Disaster resilience is significantly increased by proactive planning and preparation for the protection of life, property and the environment through an awareness of hazards, associated risks and local disaster management arrangements.

## 3.1 Resilience

The frequency and intensity of natural disasters has increased in recent years, with further increases predicted into the future. Queensland is the most disaster impacted state in Australia. By necessity, Queenslanders are renowned for their resilience and ability to adapt, with a strong community spirit that supports those in need to withstand and recover from disasters.

In the context of disaster management, it is suitable to refer to resilience as:

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A system or community's ability to rapidly accommodate and recover from the impacts of hazards, restore essential structures and desired functionality, and adapt to new circumstances.

### **Queensland Strategy for Disaster Resilience 2022 - 2027**

Disaster resilient communities are those that work together to understand and manage their risks. Disaster resilience is a shared responsibility of all sectors, including all levels of government, business, NGOs and individuals.

The Queensland Strategy for Disaster Resilience is the guiding instrument for realising the vision to make Queensland the most disaster resilient state in Australia and is underpinned by four key objectives:

<sup>1</sup> Australian Emergency Management Glossary, Manual 3, Australian Institute of Disaster Resilience

- Queenslanders understand their disaster risk
- strengthened disaster risk management
- Queenslanders are invested in disaster risk reduction
- continuous improvement in disaster preparedness.



#### L.1.100 National Strategy for Disaster Resilience

#### L.1.098 Queensland Strategy for Disaster Resilience

## 3.2 Disaster risk management

Local and district groups and the state group within Queensland's disaster management arrangements hold responsibility for managing disaster risk, for all hazards, across the four phases of a comprehensive approach: prevention, preparedness, response and recovery. This is in accordance with the main objects and principles of the Act.

Risk management is a proactive process that forms the basis for disaster management planning and helps those who hold disaster management responsibilities to provide effective, relevant and informed services to communities.

To ensure effective disaster risk management, groups at all levels are encouraged to:

- undertake risk assessment and management using an approved, recognised methodology that considers all reasonably foreseeable hazards, both natural and human-made
- support risk assessment and management with scientific data, the use of geospatial information systems, and analysis of historical and/or projected impacts to identify area specific exposures and vulnerabilities
- identify residual risk (the risk that remains in unmanaged form, even if controls are in place) from their risk management process and reach agreement between the levels of Queensland's disaster management arrangements to either accept, mitigate or transfer that risk
- clearly document and make publicly available hazard identification and risk assessments to stakeholders and community members, and review them regularly
- use risk assessments to inform mitigation, preparedness, continuity, response and recovery planning processes and documentation.

### 3.2.1 Understanding disaster risk

The United Nations, through the Sendai Framework for Disaster Risk Reduction 2015-2030, notes that understanding disaster risk is the first priority toward disaster risk reduction.

Hazard identification, the analysis of exposure and vulnerability and the subsequent identification of risk through this process is the cornerstone of understanding disaster risk and forms the basis for effective risk-based planning.

It is advisable that the identification of risk be regularly reviewed to ensure:

- the most current information is used to identify exposures and vulnerabilities
- there is a clear line of sight from the identified vulnerabilities to the risks the vulnerabilities specifically create to the plans that have been developed to directly mitigate the risks.

The Queensland Emergency Risk Management Framework (QERMF) was developed to enable such a literal process at all levels of Queensland's disaster management arrangements.

### 3.3 Prevention, mitigation and disaster risk reduction

Prevention and mitigation strategies should work towards reducing the financial and social costs to communities over time, improving the built environment, and reducing the impact on, and damage to, the environment.

Investment in disaster risk prevention and reduction enhances the economic, social, health and cultural resilience of people, communities, countries and their assets, as well as the environment.

The effective prevention of disaster events includes multiple strategies to reduce or remove the impact of hazards and increase the resilience of the community. Disaster managers at all levels of Queensland's disaster management arrangements are responsible for using a proven risk management process to identify prevention and mitigation options.

All mitigation measures are important as they save lives and reduce the cost of response to and recovery of the community.

In Queensland, multiple publications prepared by state government agencies for local governments, businesses and individuals assist and enhance planning and the development of prevention and mitigation strategies to reduce disaster risk.



**L.1.105 State Planning Policy 2017**

**L.1.106 Queensland Betterment Fund**

**L.1.108 Rebuilding a stronger, more resilient Queensland**

**L.1.109 Planning for stronger more resilient floodplains**

**L.1.110 Sendai Framework for Disaster Risk Reduction**

**L.1.111 Local Government Grants and Subsidies Program**

**L.1.112 Works for Queensland Program**

**L.1.267 Strategic Policy Framework for Riverine Flood Risk Management and Community Resilience**

### 3.4 Mitigation and improvement strategies

The development of mitigation strategies should flow from the risk management process with clear links to functional lead agencies, as identified in the SDMP, to ensure each risk and strategy is coordinated and managed by the responsible agency.

Prevention and mitigation strategies should be based on the risk assessment and can be considered in relation to:

- land use planning and building codes
- essential infrastructure
- structural works
- landscape and environment.

Examples of mitigation strategies include:

- hazard specific control activities such as flood levees or bushfire mitigation strategies
- design improvements to infrastructure or services
- land use planning and design decisions that avoid developments and community infrastructure in areas prone to hazards
- community awareness campaigns to increase knowledge of how to prepare for disaster events
- community education programs to build knowledge of the appropriate actions to prepare for and respond to a disaster event
- capital works such as levee bank construction to reduce the impacts of flooding
- resilience activities including partnership building and engagement between sectors
- annual programs (e.g. vegetation management around essential services and essential infrastructure such as power lines).

The concept of betterment, often considered predominantly within post-disaster recovery and reconstruction, should also form a key consideration pre-disaster through proactive mitigation strategies which aim to enhance and harden infrastructure to a more disaster resilient standard.



For more information refer to [Chapter 7: Financial Arrangements](#).

#### 3.4.1 Land use planning and building codes

Land use planning can be an effective method to reduce the impact of natural hazards and, where possible, avoid risk to life, property and environmental systems from natural hazards.

The State Planning Policy (SPP) is a key component of Queensland's planning system. The SPP expresses the state's interests in land use planning and development, including the avoidance or mitigation of the risks associated with natural hazards. Promoting this avoidance or mitigation through plan making and development decisions of state and local government can significantly reduce the likelihood and severity of impacts of certain natural hazards including flood, bushfire, landslide, storm tide inundation and coastal erosion.

Regulatory frameworks for buildings (e.g. Acts, Regulations, Codes) ensure buildings and infrastructure are designed and constructed to standards that minimise the likelihood of injury during a disaster event.

Most levels of government implement requirements that control land use planning and building design and construction and reduce risks from natural hazards.



[L.1.113 Planning Act 2016](#)

[L.1.268 Building Act 1975](#)

[L.1.114 National Construction Code](#)

[L.1.115 Queensland Development Code](#)

[L.1.105 State Planning Policy 2017](#)

### L.1.116 Local Government Planning Instruments

### L.1.117 Planning Safer Communities Land Use Planning for Natural Hazards – Manual 7

## 3.4.2 Essential infrastructure

A community's social and economic wellbeing relies upon the continuity of essential services provided by critical infrastructure. This critical infrastructure supports the most basic needs: safe drinking water, food, reliable transport, accessible public health services, energy for homes and industry, access to banking, finance and government services, and communications networks to connect us socially and in business.

Critical infrastructure includes those physical facilities, supply chains, systems, assets, information technologies and communication networks which, if destroyed, degraded or rendered unavailable for an extended period, would significantly affect the social or economic wellbeing of the community.

The importance of the reliability of this infrastructure highlights the need to build and strengthen its resilience. The United Nations Office for Disaster Risk Reduction (UNISDR) describes resilience as *the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions*.

Mitigating the effects of disaster events and ensuring the reliability of essential services and infrastructure requires a variety of strategies including compliance with building planning regulations, land use planning and an all hazards approach to risk identification and management.

Strong networks between infrastructure owner/operators, local and state government agencies and communities are key for critical infrastructure resilience.



### L.1.117 Planning Safer Communities Land Use Planning for Natural Hazards – Manual 7

### L.1.118 Critical Infrastructure Resilience Strategy Plan

### L.1.256 Critical Infrastructure Emergency Risk Management and Assurance Handbook

## 3.4.3 Structural works

Structural disaster mitigation strategies involve the application of engineered solutions as disaster mitigation strategies including physical structures which are constructed or modified to reduce or eliminate disaster impacts.

Structural works to mitigate natural hazards can include but are not limited to levees, rock walls, drainage works, improved road infrastructure and flood mitigation dams. Where structural mitigation strategies are implemented, asset owners need to consider funding to support ongoing operation and maintenance. The community should also be educated on the limits of structural mitigation works and the appropriate action required should breaches occur.

The application of structural works as a form of mitigation is not necessarily the most cost-effective approach and may transfer the problem. Therefore structural works form one option in a suite of mitigation strategies including natural landscape and environmental approaches.



### L.1.004 State Disaster Management Plan 2017

### L.1.119 Queensland Flood Mapping Program, Flood mapping implementation kit

**L.1.120 Natural assets for flood and cyclone resilience**

**L.1.267 Strategic Policy Framework for Riverine Flood Risk Management and Community Resilience**

**3.4.4 Landscape and environment**

The appropriate management and protection of landscapes and the environment is important. All organisations, including governments at all levels, must consider the effects of development relative to the landscape and environment.

Climate change predictions should be considered when planning for mitigation of natural hazards. Climate change is predicted to influence the magnitude, frequency and severity of natural disaster events

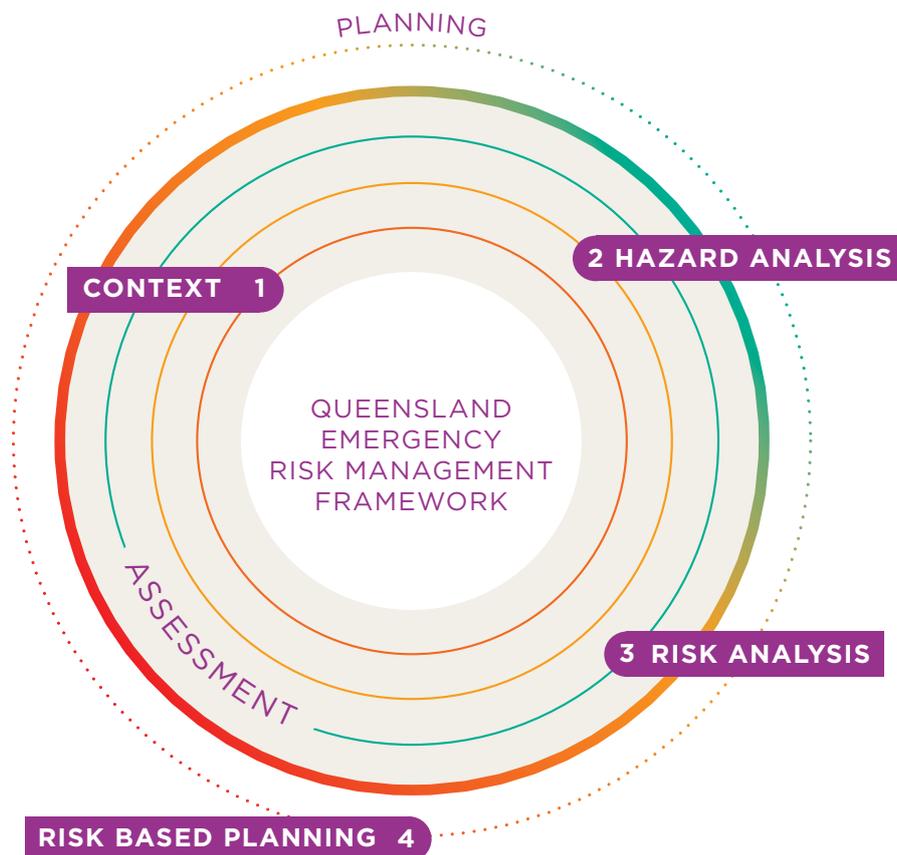
including increasing sea levels, intensity of cyclones and storms and other changes to weather patterns. In Queensland, low lying coastal areas and associated coastal environments and landscapes will be most vulnerable to the impacts of these hazards.

Assessment of coastal based development is undertaken to ensure development protects and conserves coastal resources. This also enhances the resilience of coastal communities.



**L.1.105 State Planning Policy 2017**

**L.1.004 State Disaster Management Plan 2017**



**1. Context**

- Natural Environment
- Built Environment
- Community

**2. Hazard Analysis**

- Manifestation
- Exposed elements
- Risk identification

**3. Risk Analysis**

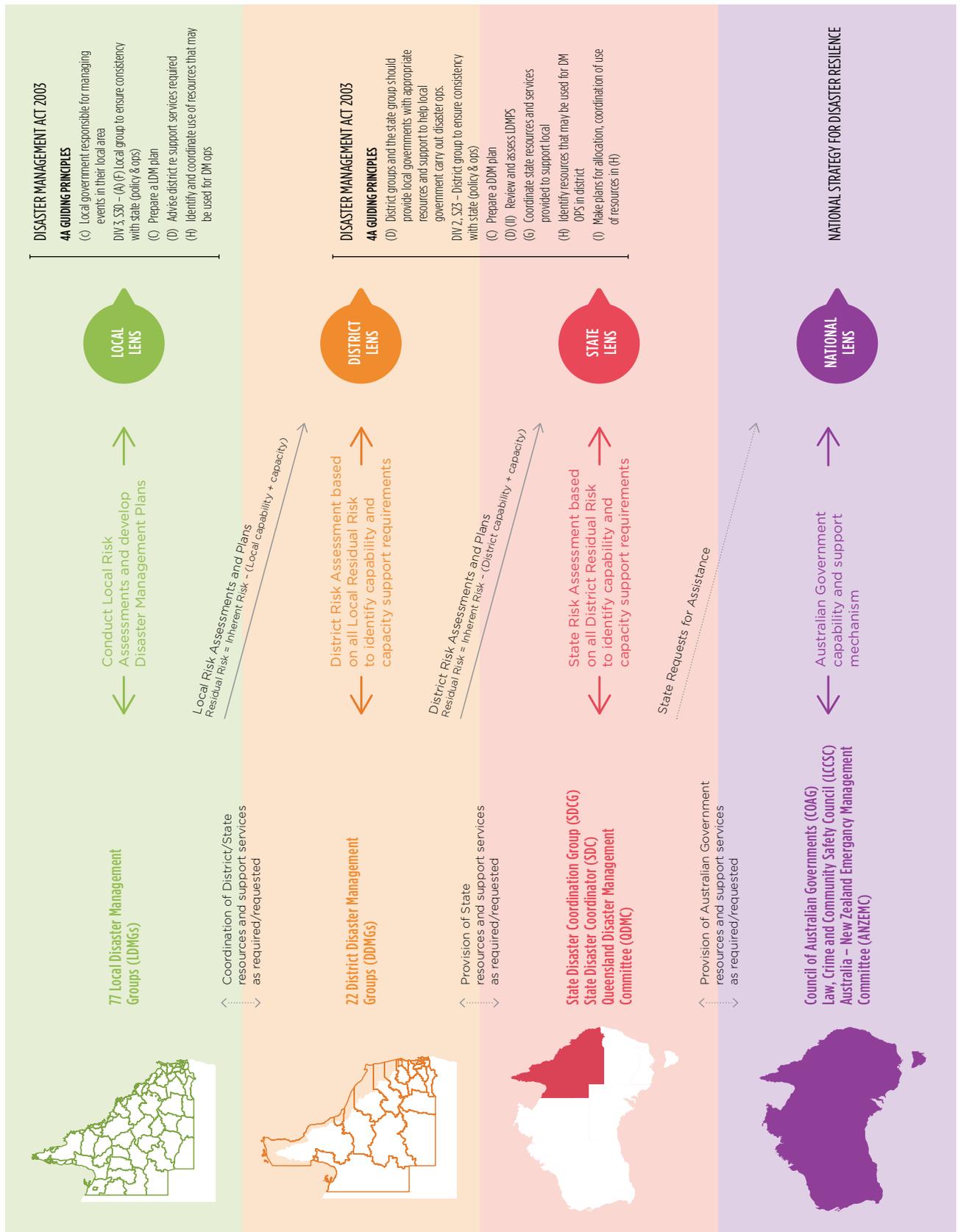
- $L \times V \times C$
- Assign level of risk
- Gap analysis

**4. Risk Based Planning**

- Review existing plans
- Develop future plans

FIGURE 3.1  
Queensland Emergency Risk Management Framework

FIGURE 3.2  
Risk Based Planning Equation



L.1.120 Natural assets for flood and cyclone resilience

L.1.113 Planning Act 2016

### 3.5 Queensland Emergency Risk Management Framework

The QERMF was endorsed by the QDMC as Queensland’s approach to disaster risk management in August 2017 and complements existing and widely recognised risk management standards. Disaster management stakeholders are encouraged to use this approach in conducting their risk assessments.

The QERMF provides a risk assessment methodology that can be used within disaster management planning at all levels of Queensland’s disaster management arrangements. The process applies a standardised and internationally recognised approach to the prioritisation, mitigation and management of risk. This includes the consistent identification and passage of residual risk between levels of Queensland’s disaster management arrangements to directly inform planning and resource allocation and to promote active communication, cooperation and coordination.

The successful foundation for disaster risk management lies in clearly identifying and understanding the level of exposure and vulnerability to a community and its

assets against particular hazards. Accepted definitions of these three key concepts are:

- **Hazard** – a source of potential harm or a situation with a potential to cause loss.<sup>2</sup>
- **Exposure** – the elements within a given area that have been, or could be, subject to the impact of a particular hazard. Exposure is also sometimes referred to as the ‘elements at risk’.<sup>3</sup>
- **Vulnerability** – the characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.

The QERMF approach integrates a range of assessment elements to assist in risk-based planning by:

- evaluating the effect of a hazard manifesting, based on the assessment of the severity of exposure and the level of vulnerability<sup>3</sup>
- informing risk prioritisation, treatment, resource allocation and planning, and measuring this against the capability and capacity to manage the identified vulnerabilities.

The model shown in Figure 3.1 presents the four clear steps to ensuring the identification, analysis and management of risk. Once the strategies have been identified, planned or put into place, it is important then to consider the residual risk.

2 Australian Emergency Management Institute, 2015

3 United Nations Office for Disaster Risk Reduction

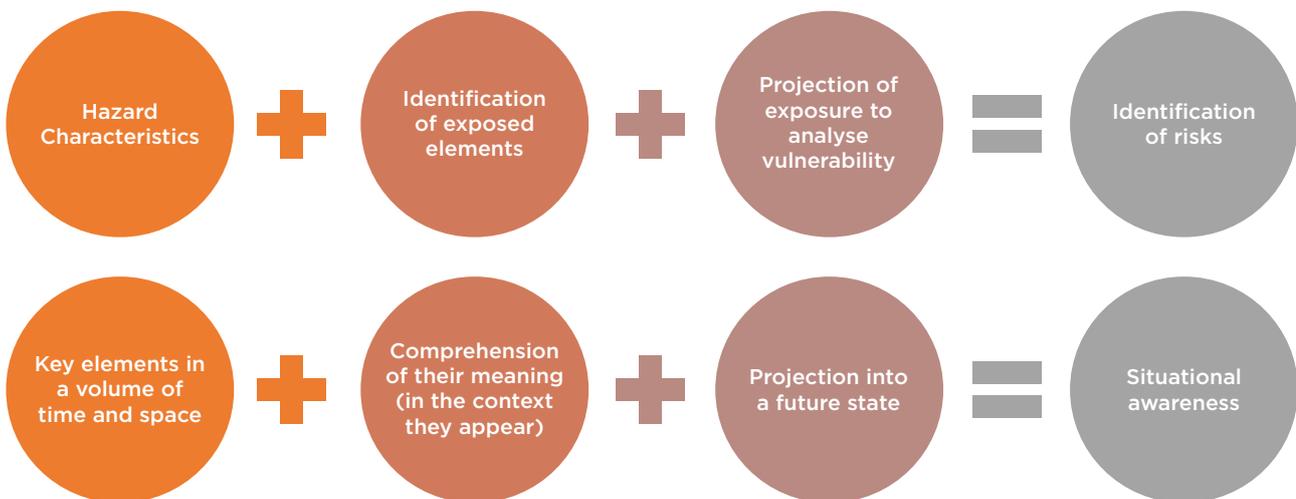


FIGURE 3.3 Identify Risk and Situational Awareness Processes

### 3.5.1 Residual risk and risk-based planning

One of the key features of the QERMF within Queensland's disaster management arrangements is the passage of residual risk from local governments to disaster districts to the state. This is shown in Figure 3.2.

As per the Act, local governments are responsible for disaster planning and operations within their area, with support provided from the district, state and national levels as requested.

The provision of support to local governments – and planning for it – depends on a clear understanding of what aspects of risk mitigation may be beyond their capability (ability to achieve a specific and desired effect either in preparation or response) and capacity (how long the capability can effectively be sustained).

Active, clear communication of residual risk becomes pivotal when multiple LGAs are affected by the same or similar risks and/or event and require support in a compressed timeframe, as this has implications for the prioritisation and mobilisation of limited resources.

The QERMF informs risk-based planning by shaping the focus of risk management to a fit-for-purpose approach to manage identified risk. To achieve this, the process ensures four key outcomes:

- shifts risk assessment and management from a 'one size fits all' approach to a tailored methodology that prioritises local characteristics
- embeds risk identification, assessment and management in proven, consistent, science-based methodologies that can be applied consistently across local, district and state levels
- allows clarity and transparency in communication and decision-making at all levels of Queensland's disaster management arrangements
- improves the identification of an area's capability and capacity to manage the disaster risks within that area, thereby informing resource planning for Queensland's disaster management arrangements.

This in turn will create multiple benefits, including:

- improved risk governance through the strengthening of transparency and accountability in the acceptance, mitigation and/or transfer of residual risk between and across the three levels of Queensland's disaster management arrangements

- specific areas can prioritise their resources, based on localised assessed risks
- robust, scientifically-based risk assessments can be used for applications for resources and funding towards mitigation strategies and betterment projects
- all levels of government and community will have greater assurance through and confidence in scientifically underpinned risk-based planning
- stakeholders will have improved confidence in state level coordination and support across all levels of Queensland's disaster management arrangements, supported by state government guidance and prioritisation of risk
- disaster management networks will be strengthened and better aligned.

A full risk assessment or a review of existing risk assessments should form part of annual disaster management planning and reviews.

### 3.5.2 Alignment between the QERMF and situational awareness

QERMF risk assessments use scientific hazard data, mapping and modelling combined with local knowledge to identify exposures, vulnerabilities and risk when specific hazards manifest. This includes historical analysis as well as climate science projections to cover the spectrum of *most likely* to *credible worst case* scenarios using geospatial intelligence.

The risk-based plans and geospatial intelligence developed in accordance with the QERMF assessments amount to what is referred to in planning methodology as deliberate planning (discussed further in Chapter 4, section 4.3: Planning).

The information contained within QERMF risk assessments is directly useful for pre-impact analysis in the face of an impending and/or imminent disaster event. The characteristics and hazard data of the event itself, including the exposures, vulnerabilities and risks previously identified in assessments, can be compared and contrasted against the manifesting event to proactively develop situation awareness and identify critical focal points to monitor. Situation awareness plays a critical role in planning and decision making, particularly in complex and dynamic environments.

Situation awareness is defined as: *the perception of key elements in the environment within a volume of time*

and space, the comprehension of their meaning and the projection of their status into the near future.

The assessment process leading to situation awareness allows decision makers to:

- identify and focus on the most important elements of a current or emerging event
- understand why those elements are so important in the particular area of interest
- project their status into the future to predict what may happen in order to plan, prioritise and take decision action if required.

The QERMF assessments and geospatial intelligence when shared across all levels of QDMA enable situation awareness to be more rapidly acquired. This is due to the key elements, exposures and potential vulnerabilities of the area of interest already being identified which can lead to a reduction in the requests for – and the subsequent workload in providing – broad information requests from state to local levels during disaster events.

Links between the three key steps in identifying risk and the three steps involved in developing situational awareness are shown in Figure 3.3.

### 3.5.3 QERMF risk-based planning and resilience

The QERMF risk-based planning methodology directly contributes to the implementation of the Queensland Strategy for Disaster Resilience and aligns with its four guiding principles:

- shared responsibility
- an integrated risk-based approach
- evidence-based decision making
- continual learning



#### Statewide Natural Disaster Risk Assessment

#### L.1.098 Queensland Strategy for Disaster Resilience

#### H.1.102 Queensland Emergency Risk Management Framework – Risk Assessment Process Handbook

## 3.6 Climate Risk

Climate change refers to any significant change in the measures of climate lasting for several decades or longer, such as temperature, rainfall or wind patterns. It is different from weather, which is short-term and variable. Climate change is attributed to numerous natural and human-induced factors. Climate modelling indicates that climate change is likely to have transformative impacts across Queensland's disaster management system, with impacts relevant across varied industries, demographics and ecosystems.

Queensland's climate is already changing, which has impacted Queensland's society, economy and environment in a myriad of ways. Average temperatures across the state are currently 1°C higher than they were 100 years ago. Recent decades have shown a clear warming trend. Our climate is already highly variable, but climate change is leading to shifts beyond this natural variability, which is exposing Queensland to an increase in disaster related risks.

Potential risks arising from climate change vary across the State. The 2021/22 State Disaster Risk Report highlights the key projected climate change trends for Queensland, including:

- Higher temperatures
- Hotter and more frequent hot days
- Harsher fire weather
- Significant changes in rainfall including large reductions in rainfall in some parts of the State, and more intense downpours in others
- Less frequent but more intense tropical cyclones, that can extend further south than commonly observed in the historical record
- A rising sea level, including more frequent sea extremes
- A warmer and more acidic sea.

These effects of climate change pose direct risks to quality of life, the economy and the environment in Queensland. Climate change also creates risks for Government assets (infrastructure and investments); staff health and retention; ability to provide services; and current and future policies and financial position (revenue and costs).

Future climate projections and potential impacts per region can be found on the Queensland Government's climate change science resources page, the Queensland Future Climate Dashboard and within the 2021/22 State Disaster Risk Report.

### 3.6.1 Climate Change Adaptation

Climate risk reduction activities undertaken at all levels of Queensland's disaster management arrangements can be designed and implemented within a framework of climate change adaptation

The objectives and implementation of disaster risk reduction and climate change adaptation are closely aligned.<sup>1</sup> However, a major challenge in combining disaster risk reduction and climate change adaptation is that they occur on different scales.<sup>2</sup> The effects of disaster events tend to be localised to a particular place, and so disaster risk reduction occurs at a local level. Meanwhile, climate change adaptation is informed by data at the state, national and international levels, and driven by policy direction at higher levels. There are also differences in timescales, with disaster events requiring more immediate action, and adaptation for climate change is based on a longer-term future timeframe. This can prove challenging where focus tends to be on the more immediate problem – the disaster event and not the longer-term change in climate. Alignment of disaster risk reduction and climate change adaptation activities can also be hindered in contexts with unclear governance arrangements<sup>3</sup>, and a lack of funding.<sup>4</sup>

In Queensland, these issues can begin to be addressed through alignment of disaster risk reduction activities with state-level climate change adaptation policies, under the framework of state development. Consideration of broader sustainability and climate change adaptation goals needs to be undertaken when planning, designing and executing disaster risk reduction activities, to avoid the risk of maladaptation over the longer term.<sup>5</sup> Policies such as the State Planning Policy,<sup>6</sup> and building policies such as the National Construction Code for example, can provide a practical guide for marrying the two approaches, as well as broader development frameworks such as the Sustainable Development Goals.<sup>7</sup>

Queensland's disaster management arrangements, through disaster management groups at the local and district level, can act as a mechanism for ensuring that disaster risk reduction activities that are informed by disaster risk assessments are undertaken to contribute to the goals of the Q-CAS. Designing disaster risk reduction activities in line with Q-CAS will ensure that activities address both current and future disaster and climate risks.

The Emergency Management sector, across both government agencies and non-government organisations, recognise the importance of disaster risk reduction and climate change adaptation through the Emergency Management Sector Adaptation Plan (EM-SAP). The EM-SAP details eight priorities which seek to further engrain climate change into sector strategic investment and disaster management planning at all levels (refer Section 4.2.2, Table 1). Each priority within EM-SAP has a rationale, identified actions, desired outcomes and associated challenges. The eight priorities and identified actions specific to consider during the prevention phase can be found within the EM-SAP



**Factsheet: Emergency Management Sector Adaptation Plan for Climate Change**

**Factsheet: Climate Change in Queensland**

**Emergency Management Sector Adaptation Plan (EM-SAP) for climate change**

1 Mitchell, van Aalst, and Silva Villanueva, "Assessing Progress on Integrating Disaster Risk Reduction and Climate Change Adaptation in Development Processes."

2 Mercer, "Disaster Risk Reduction or Climate Change Adaptation"; Birkmann and Pardoe, "Climate Change Adaptation and Disaster Risk Reduction"; Lei and Wang, "A Preliminary Discussion on the Opportunities and Challenges of Linking Climate Change Adaptation with Disaster Risk Reduction"; Islam et al., "Integrating Disaster Risk Reduction and Climate Change Adaptation."

3 Forino, von Meding, and Brewer, "A Conceptual Governance Framework for Climate Change Adaptation and Disaster Risk Reduction Integration."

4 Islam et al., "Integrating Disaster Risk Reduction and Climate Change Adaptation."

5 Burns and Machado Des Johansson, "Disaster Risk Reduction and Climate Change Adaptation—A Sustainable Development Systems Perspective"; Munang et al., "The Role of Ecosystem Services in Climate Change Adaptation and Disaster Risk Reduction."

6 The State of Queensland, "State Planning Policy"

7 United Nations, "Transforming Our World: The 2030 Agenda for Sustainable Development."



# 4 Preparedness



## 4.1 Preparedness arrangements

Coordinated action is essential when preparing for a disaster. This includes the development of plans or arrangements based on risk assessments and spans the full spectrum of disaster management phases: prevention, preparedness, response and recovery.

Local governments, disaster districts and the state prepare for disasters through a continuous cycle of risk management, planning, coordinating, training, equipping, exercising, evaluating and taking corrective action to ensure the effective coordination and response during disasters. Planning must occur both as core business and during disaster events.

Effective disaster management planning for all hazards is a key element of being prepared. Disaster management planning establishes community networks and arrangements to reduce risks related to disaster preparation, response and recovery. Disaster management plans allow all disaster management stakeholders to understand their roles, responsibilities, capability and capacity when responding to an event.

Key considerations for disaster management planning are detailed in this chapter to ensure:

- understanding of hazard exposures, vulnerabilities and triggers
- community awareness, education, engagement, information and warnings
- collaboration
- information sharing
- interoperability and capability development.

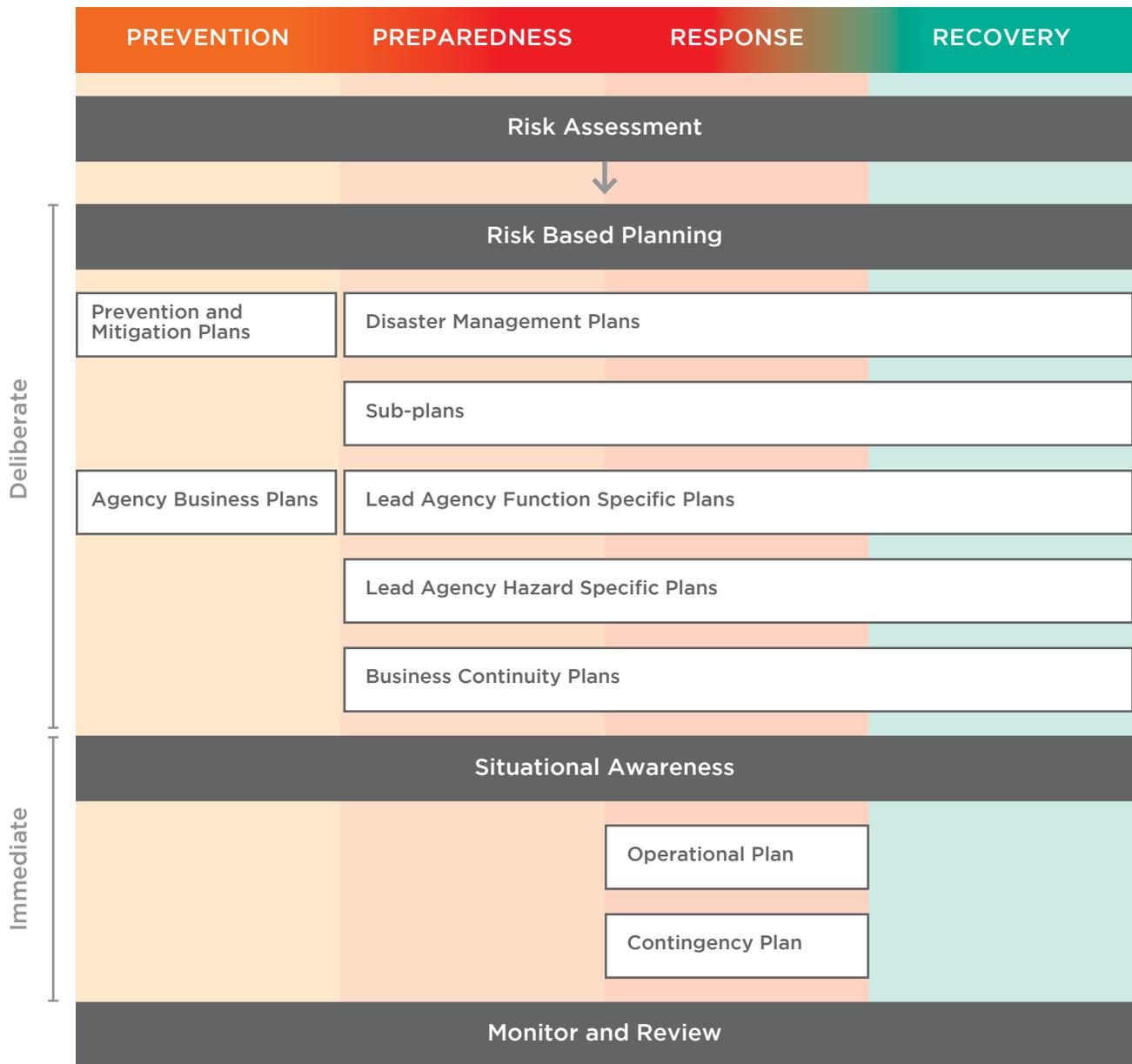


FIGURE 4.1  
The Comprehensive Disaster Management Planning Approach

## 4.2 Plans within the disaster management environment

### 4.2.1 State Disaster Management Plan

The SDMP describes Queensland's disaster management arrangements, through which the guiding principles and objectives of the Act and the Standard are implemented.

All disaster events in Queensland, whether natural or caused by human acts, should be managed in accordance with the SDMP. The plan is consistent with the Standard and this Guideline as per section 50 of the Act and is supported by supplementary hazard-specific plans and functional plans.



**The Queensland Recovery Plan is a Sub-plan to the SDMP.**



**L.1.004 State Disaster Management Plan 2017**

**L.1.261 Queensland Recovery Plan**

### 4.2.2 Emergency Management Sector Adaptation Plan for climate change

The Emergency Management Sector Adaptation Plan (EM-SAP) is a high-level plan to support the sector in managing the risks associated with a changing climate and is the foundation for further collaborative implementation planning with the sector.

Aligned with the principles of the Queensland Climate Adaptation Strategy (Q-CAS), the EM-SAP provides guidance and support to the sector in understanding climate risks and planning for adaptation.



**Queensland Climate Adaptation Strategy (Q-CAS)**

**Emergency Management Sector Adaptation Plan (EM-SAP) for climate change**

**The science of climate change**

**Why is climate change important to the sector.**

**Sector examples of climate adaptation - case studies.**

Consistent with the principles of the Q-CAS, adaptation should address the comprehensive approach to disaster management - prevention, preparedness, response and recovery, be adaptive to local conditions and the community and address acute major events and continuous incremental change. The EM-SAP actions that can be incorporated into preparedness, response and recovery are outlined in the table below.

Table 1. EM-SAP priorities and identified actions across preparedness, response and recovery.

Priority #	Identified Actions	Preparedness	Response	Recovery
Priority 1: Sector led awareness and engagement about climate change	<ul style="list-style-type: none"> <li>Build on existing community education and engagement programs within and outside the sector to include climate change science and associated impacts and create engagement and awareness where they don't exist.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Incorporate or provide access to climate change education and training for the emergency management workforce.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Partner with schools, tertiary institutions and professional peak bodies to incorporate climate adaptation and emergency management as a consistent theme in curriculum and professional development training and education programs.</li> </ul>	✓		
Priority 2: Integration of climate change into sector governance and policy	<ul style="list-style-type: none"> <li>Implement clear and long-term policy on climate adaptation within sector organisations.</li> </ul>	✓	✓	✓
	<ul style="list-style-type: none"> <li>Facilitate integrated planning across the sector and within government for the management of climate change and adaptation activities.</li> </ul>	✓	✓	✓
	<ul style="list-style-type: none"> <li>Influence legislative reform that supports a consistent approach to climate change at all levels of government.</li> </ul>	✓	✓	✓
	<ul style="list-style-type: none"> <li>Examine sector procurement policy to understand future sustainability and adaptability to climate change, and where possible, to drive appropriate change in supply chains.</li> </ul>	✓		
Priority 3: Enhancing the sector 's understanding of climate change risk and its ability to adapt	<ul style="list-style-type: none"> <li>Incorporate climate change consideration into organisational resilience practices, including enterprise risk management, business continuity planning, crisis management, emergency management and security management.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Develop an approach consistent with the 'State Government pathway' that enables a consistent evaluation of climate risk across sector organisations.</li> </ul>	✓	✓	✓
	<ul style="list-style-type: none"> <li>Work with local governments, disaster management groups and natural resource management groups to manage 'natural infrastructure' to reduce harm from natural disaster events.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Deliver the necessary data, tools and information to disaster management groups about climate change.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Examine the feasibility of a review that assesses existing and planned sector facilities and their interdependencies against future climate change projections, with the aim of reducing future climate risk</li> </ul>	✓		

Priority #	Identified Actions	Preparedness	Response	Recovery
Priority 4: Research and development of new of new knowledge and supporting tools	<ul style="list-style-type: none"> <li>Provide support and partnerships for research projects that inform sector climate adaptation, such as those that explore climate change science, application-ready data for activities such as risk assessment, and development of innovative adaptation solutions.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Provide access to data and decision support tools for understanding local-scale climate change risks.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Use advanced technology to support sector activities and decision-making in climate change applications, such as enhancement of personal protective equipment to cater for anticipated climate change, use of remote sensing and imagery, and evolving mitigation options.</li> </ul>	✓	✓	✓
	<ul style="list-style-type: none"> <li>Develop a dynamic suite of guidelines and tools that foster information sharing and provides examples of sector approaches or case studies of better practice for climate adaptation.</li> </ul>	✓		
Priority 5: Allocation of resources to support sector adaptation	<ul style="list-style-type: none"> <li>Influence funding stream alignment within and beyond the sector where possible to allow for climate adaptation initiatives</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Encourage sector organisations to allocate resources for research and development, risk assessment and planning and, capacity and capability enhancement for the purposes of climate adaptation.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Forge partnerships that foster investment in climate adaptation between and beyond sector stakeholders, particularly those that support cost-sharing or sharing of other resources.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Identify opportunities across all levels of government to enhance the coordination of resources targeting climate adaptation.</li> </ul>	✓	✓	✓
Priority 6: Increasing the resilience of infrastructure critical to the sector and community	<ul style="list-style-type: none"> <li>Understand infrastructure interdependencies and vulnerability of the sector, and plan and implement adaptation solutions.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Influence the incorporation of climate scenarios into land-use planning for essential infrastructure and communities.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Foster partnerships and joint planning between the sector and infrastructure operators and owners.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Where possible, ensure sector organisations are involved in land-use and infrastructure planning processes and are resourced to effectively contribute.</li> </ul>	✓		

Priority #	Identified Actions	Preparedness	Response	Recovery
Priority 7: Promoting and enabling community resilience building and self-resilience	<ul style="list-style-type: none"> <li>Continue to advocate for and facilitate activities that foster community resilience.</li> </ul>	✓	✓	✓
	<ul style="list-style-type: none"> <li>Influence land-use and urban planning through incorporation of climate change scenarios and risk information.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Undertake engagement activities that incorporate community self-reliance and resilience-building activities in preparation for, and use during, times of disaster.</li> </ul>	✓	✓	✓
	<ul style="list-style-type: none"> <li>Work closely with other government and non-government organisations to increase the resilience of the community to climate change.</li> </ul>	✓		
Priority 8: Volunteerism, volunteering and workforce management	<ul style="list-style-type: none"> <li>Evaluate the impact of climate change on the availability of volunteers across the sector to continue to deliver goods and services across the state.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Incorporate climate change risks into volunteering and workforce strategies and planning across sector organisations, and in emergency management planning.</li> </ul>	✓		
	<ul style="list-style-type: none"> <li>Foster partnerships between sector organisations, the community and beyond to enhance collaboration and cross-utilisation of the existing and future volunteer and paid workforce.</li> </ul>	✓		

### 4.2.3 District Disaster Management Plan

In accordance with section 53 of the Act, DDMGs must prepare a DDMP for disaster management in the disaster district.

DDMPs detail the arrangements within the disaster district to provide whole of government planning and coordination capability to support local governments in disaster management.

A DDMP should consider the LDMPs in the district to ensure the potential hazards and risks relevant to that area are incorporated. The plan should outline steps to mitigate the potential risks as well as identify appropriate response and recovery strategies.

### 4.2.4 Local Disaster Management Plan

In accordance with section 57 of the Act, local governments must prepare an LDMP for disaster management in their LGA.

The development of a LDMP should be based on a comprehensive, all hazards approach to disaster management which incorporates all aspects of PPRR and specific provisions under sections 57 and 58 of the Act. It should outline steps to mitigate the potential risks as well as identify appropriate response and recovery strategies.

### 4.2.5 Sub-plans

Sub-plans sit within the LDMPs or DDMPs. They address specific vulnerabilities to the area, identified during the risk assessment. Sub-plans could include:

- Communication plan
- Resupply plan
- Evacuation plan
- Transport plan
- Recovery plan.

### 4.2.6 Business Continuity Plan

Business continuity planning (BCP) enhances community resilience by ensuring disaster management stakeholders (government, NGOs and businesses)

can continue their core business following any critical incident or disruption.

The process of BCP assists organisations to:

- stabilise disruptive effects to service delivery during events
- identify, prevent and manage risks
- adopt an all hazards approach
- expedite response and recovery if an incident or crisis occurs.

Groups are strongly encouraged to undertake BCP to form part of the LDMPs and DDMPs to ensure the group can continue to operate during a disaster event to provide coordination and emergency support to the local community.



**L.1.269 Joint Australian/New Zealand Standard for business continuity – managing disruption-related risk AS/NZ 5050:2010**

### 4.2.7 Functional plans

A functional plan is developed by lead agencies to address specific planning requirements attached to each function. Although the functional lead agency has primary responsibility, arrangements for the coordination of relevant organisations that play a supporting role are also to be outlined in these plans.



**The lead agencies and their responsibilities are detailed in Appendix C of the SDMP, which is available at the Queensland Government's Disaster Management website.**

### 4.2.8 Hazard specific plans

A hazard specific plan is developed by a state government agency with assigned lead responsibility to address a particular hazard under the SDMP. An example of a hazard specific plan is an emergency action plan for refrerrable dams.

Local and district disaster groups should be aware of these hazard specific plans as it informs and assists in their planning.



The lead agencies and their responsibilities are detailed in Appendix C of the SDMP is available at the Queensland Government's Disaster Management website.

### 4.2.9 Operational plans

An operational plan is a response plan which outlines a problem/concern/vulnerability and identifies the appropriate actions (what? who? how? when?) to address the situation. Groups are encouraged to prepare an operational plan which sits within the disaster management plan and is developed after conducting a risk assessment.

### 4.2.10 Contingency plans

A contingency plan is developed to assist with managing a gap in capability to ensure services are maintained. Contingency planning can be undertaken as deliberate planning or immediate planning (discussed further in section 4.3) as it groups are encouraged to do this planning to address gaps on an as needs basis.

### 4.2.11 Education and engagement planning

Critical elements of effective disaster management include educating, raising awareness and engaging with the community to create collaboration, cooperation and understanding among all stakeholders.

Community programs focus on creating resilient communities that understand the risks of potential disasters, are well prepared financially, physically, socially and mentally to minimise impacts, recover quickly and emerge stronger than their pre-disaster state.

As part of their risk management process, LDMGs and DDMGs are encouraged to identify community education, awareness and engagement as treatments for mitigating risks and increasing resilience and transition these elements into an integrated and comprehensive community education and awareness program.

Communication planning involves identifying opportunities for consistent messaging, joint programs and commonalities, in conjunction with the relevant stakeholders such as neighbouring LDMGs, DDMGs, NGOs or state level initiatives which may be leveraged locally (e.g. the Get Ready Queensland program).

The Australian Institute for Disaster Resilience's Guidelines for the Development of Community Education, Awareness and Engagement Programs provides an excellent overview of the six key principles of effective programs:

- 'localise' programs and activities where possible
- develop a program theory model for programs and activities that will provide a template for detailed planning and implementation, a 'roadmap' for evaluation and a permanent record of the thinking that occurred during program development
- develop a small suite of programs and/or activities that focus on achieving different intermediate steps (processes) along the pathway from 'risk awareness' to 'preparedness' (planning, physical preparation, psychological preparation) and that are integrated into a general plan for enhancing natural hazard preparedness in a locality or region
- where appropriate, consider an integrated approach to planning, program development and research
- conduct and report frequent evaluations of programs and activities to continually enhance the evidence base for what works in particular contexts in community safety approaches
- seek to optimise the balance between 'central' policy positions, agency-operational requirements and specialist expertise on the one hand and community participation in planning, decision making, preparation and response activities on the other.



### L.1.160 Guidelines for the Development of Communication Education, Awareness and Engagement Programs – Manual 45

## 4.3 Planning

Planning involves clearly identifying:

- the desired end state and the objectives to be achieved
- how the plan is to be executed
- the resources required.

Effective planning is essential for a community to successfully prepare for, respond to and subsequently recover from a disaster event. Risk assessments,

risk-based planning and resilience are closely integrated through the planning process.

Planning provides a means for addressing complex problems in a manageable way. The most effective plans are clear, concise and direct.

Good planning involves projecting forward to influence events before they occur rather than attempting to respond as events unfold. It actively avoids or mitigates issues before they arise by involving relevant stakeholders and creating shared partnerships during the development phase.

Planning falls into two broad categories: deliberate and immediate.

- **Deliberate planning** – ideally conducted after a process of analysis, with planning commencing with scoping and framing such as depicted within section 4.3.1 Planning process. Deliberate planning projects well into the future to influence events either before they occur or to prevent them from occurring and to also realise objectives towards specific goals. This type of planning is generally:

- broad
- flexible
- scalable
- risk-based.

In terms of Queensland's disaster management planning, the level of detail required in a deliberate plan will depend on the complexity of the risks analysed within the QERMF risk assessment (which in turn is based on the analysis of hazards and events likely to happen in the relevant area).

Deliberate planning requires assumptions about the future based on history and projections, such as the effect of climate adaptation.

Deliberate planning addresses key risks by describing:

- purpose of the plan
- roles and responsibilities
- coordination of tasks
- priorities for the relevant area based on identified risks
- trigger and escalation points to enact sub-plans
- resources required
- communication, consultation and collaboration required
- timelines.

Local, District or State Disaster Management Plans and sub-plans are the outcome of deliberate planning processes.

A beneficial outcome of deliberate planning in disaster management is the identification of residual risk – the risk that remains unmanaged, even when effective risk reduction measures are in place. This engenders an informed planning process throughout all tiers of Queensland's disaster management arrangements and ensures a more effective response and allocation of resources in the event of a disaster.

- **Immediate planning** – is event driven and based upon the development of situation awareness. Immediate planning will identify the most likely through to credible worst case scenarios by assessing actual or impending event characteristics and projecting the potential impacts and consequences (e.g. the path of a severe tropical cyclone is forecast to cross the Queensland coast in a particular location – pre-impact analysis using geospatial intelligence will inform the assessment of the situation and identify immediate planning requirements).

Immediate planning rests on close monitoring of an emerging situation with the focus on developing a timely response.

### 4.3.1 Planning process

The planning process enables agreements between individuals, agencies and community representatives to meet communities' needs during disasters. The plan becomes an accessible record of the commitments made to perform certain actions and to allocate physical and human resources. The steps involved in planning are outlined below.

#### 4.3.1.1 SCOPING AND FRAMING

Scoping and framing enables planners to clearly and simply articulate complex problems by documenting:

- the purpose or reason for planning
- a broad description of how the problem may be resolved
- the desired future or 'end' state, often articulated as "what does 'right' look like?"

Scoping produces a broad overview of the situation, the initial identification and estimation of risks and any specific environmental considerations. It is also referred to as the problem space.

Framing is most important when dealing with large, geographically dispersed events. In short, it is a method for focusing on specific issues within a larger problem space.

Undertaking a QERMF risk assessment directly informs the scoping and framing components of disaster planning for a particular locality or district.

The process ensures the clear identification of the context, hazards, exposures and vulnerabilities within the area being assessed. This informs the risks to be addressed through the development of plans, such as a Local Disaster Management Plan (LDMP).

A collaborative approach among stakeholders – not necessarily just members of LDMGs or DDMGs – during the scoping and framing stage greatly assists with addressing identified vulnerabilities. For example, local owners and operators of critical infrastructure and representatives of community groups and community leaders would be excellent sources of knowledge for planning.

### 4.3.1.2 COURSE OF ACTION DEVELOPMENT

Multiple courses of action or a single effective solution may be identified depending on time, risk and or resource constraints. A range of factors including the need for phases, sequencing and synchronisation may be required, particularly if the solution covers a significant geographical area, involves coordination of multiple stakeholders as well as acquisition or deployment of logistical support.

Courses of action should always be critically appraised for:

- feasibility
- effectiveness and efficiency
- acceptability
- timeliness and risk.

The development of a course of action should consider:

- What needs to be done? What is or may be exposed, vulnerable and at highest risk? This drives priority of action.
- What can be done? (feasibility):

- possible courses of action – what capability is available that will prevent or resolve the problem/s and what is the capacity of that capability?
- evaluate and select the preferred course/s of action – what is the best option after considering all circumstances (considering acceptability, timeliness and the risk in undertaking that action).

Developing a plan – a plan is created after selecting the best option and determining how it can be done in the available time and space and resource availability (effectiveness and efficiency).

Approving the plan – once a plan is developed, it must be approved. The approval will depend on the level the plan was created (local or district) and will need to be shared with appropriate stakeholders through Queensland's disaster management arrangements, so that support and resourcing requirements are known and enacted.

Enacting or executing the plan – once the plan has been approved by the relevant authorising person or group, the strategy or plan must be implemented.



### M.1.137 Risk Based Planning Manual

### H.1.102 Queensland Emergency Risk Management Framework – Risk Assessment Process Handbook

### L.1.209 Vulnerable Sections of Society Report

### L.1.208 People with vulnerabilities in disasters: A framework for an effective local response

## 4.3.2 Effective risk-based planning

For Queensland disaster management, risk-based planning occurs through the completion of a QERMF risk assessment.

Key considerations for each step of the QERMF process are outlined below. In addition to these, planners also should include the following considerations:

- comprehensive approach (plan across PPRR)
- integrated approach – all agency
- all hazards focus
- locally led.

#### 4.3.2.1 HAZARD IDENTIFICATION

The hazard analysis identifies most likely and credible worst case scenarios as well as hazards specific to the assessed area. This ensures a realistic and relevant approach tailored to the characteristics of the specific area. Hazard identification is achieved through evaluating relevant hazard data to the area being assessed.

#### 4.3.2.2 IDENTIFYING STAKEHOLDER GROUPS

Inviting and uniting relevant stakeholders (including industry stakeholders and community representatives) to conduct both risk assessments and planning activities is imperative to creating successful strategies for responding to identified vulnerabilities. All levels of Queensland's disaster management arrangements – local, district and state – should do this.

#### 4.3.2.3 RISK ASSESSMENT

A risk assessment identifies vulnerabilities and the capability and capacity for managing them, evaluates the effectiveness of existing controls, and identifies gaps in systems, processes, plans or capability.

A risk assessment also assists in determining specific stakeholders' capabilities and capacities to address identified vulnerabilities relating to their assets or responsibilities. This allows LDMGs and DDMGs to identify any gaps, delineate responsibilities between them and specific stakeholders, champion localised risk sharing arrangements and clearly articulate any residual risk requiring action.

#### 4.3.2.4 COMMUNICATING RESIDUAL RISK

Communicating gaps in capability and capacity within Queensland's disaster management arrangements, enables each level of the arrangements to plan appropriately in support of the identified risks.



**For more information regarding the declaring of a disaster situation refer to Chapter 3 section 3.5.**

#### 4.3.2.5 DEVELOPING PLANS

By adopting the risk-based planning approach in the QERMF, plans become fit-for-purpose and efficiently and effectively address the identified issues.

#### 4.3.2.6 COMMUNITY EDUCATION

Effective plans identify community awareness and resilience programs as part of the risk assessment. This assists with informing further planning strategies such as community education programs relating to specific hazards or plans.

#### 4.3.2.7 TRAINING

Training is also a key component within the planning process, particularly for those with roles and responsibilities in enacting a specific plan.



**For more information regarding the training refer to Chapter 2 section 2.2.**

#### 4.3.2.8 EXERCISE

The development and enactment of scenarios to evaluate the effectiveness of plans is key to good governance and assurance.

Analysing plan effectiveness – both in times of exercise and post-incident response – enhances planning outcomes and enables the implementation of lessons identified.

Accordingly, plans must be adjusted where necessary. Flexibility and agility in planning, rather than rigidity, ensures plans remain relevant, realistic and risk-based.



**L.1.272 Managing Exercises – Handbook 3**

## 4.4 Planning considerations

### 4.4.1 Activation and triggers

Timely activation, across all levels of Queensland's disaster management arrangements, is critical to an effective disaster response. Disaster management arrangements in Queensland are activated using an escalation model based on the four levels – Alert, Lean Forward, Stand Up and Stand Down. Disaster management groups' journey through this escalation phase is not necessarily sequential. Rather, it responds to the changing characteristics of the location and event.

Activation does not mean disaster management groups must be convened but that they must be kept informed about the risks associated with the potential, evolving disaster event.



#### RG.1.157 Disaster Management Group Activation Triggers Reference Guide

When planning for activations and triggers, consider the following:

- Activation and trigger procedures are informed by the risk assessment process based on the likelihood of potential hazards or disaster events affecting the local area.
- Activation procedures should be included in disaster management plans at all levels and it is recommended they articulate:
  - agreed and documented levels of activation and escalation procedures that include trigger points and required actions during pre-emptive operations and Lean Forward and Stand Up phases
  - established and documented responsibility to monitor the indicators of disasters, including ensuring timely activation is achieved.
- Ensure training, as appropriate to the role or function as outlined in the QDMTF, is undertaken by all members and other persons who hold responsibilities for situational awareness activities.
- Activation and trigger procedures are informed by the identification of risk, the likelihood and consequences of the risk, are appropriate to the purpose, role and function of the entity in question and then timed and nuanced to meet the needs of relevant communities.

## 4.4.2 Disaster Coordination Centres

Disaster coordination centres bring together organisations to ensure effective disaster management before, during and after an event. The primary functions of disaster coordination centres revolve around three key activities:

- forward planning
- resource management
- information management.

Specifically, functions include:

- 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 disaster coordinator
- advice of additional resources required for the local government to the DDMG
- coordination of allocated state and Australian government resources in support of local government response
- provision of prompt and relevant information across local, district and state levels concerning any disaster events.



**For more information regarding the activation and operations of disaster coordination centres refer to Chapter 5 section 5.4.**

When planning for disaster coordination centres, consider the following:

- Determine resource capacity and capability requirements and gaps based on risk, including any facilities, information, people, material, equipment and service needs necessary for the effective operation of the coordination centre during a disaster.
- Prior to an event, undertake analysis of disruption related risk and a business impact assessment (BIA) to establish, agree to and document BCP arrangements for the centre.

- Referring to the risk assessment and BIA prior to an event:
  - identify and ensure arrangements are in place for appropriate resource capability and capacity to effectively operate the coordination centre
  - establish, agree to and document resource capability requirements to confirm the skills and knowledge required for roles within the disaster management group training program, aligned to and informed by the QDMTF
  - establish, agree to and document sound financial management and accountability processes and procedures to be followed in the centre
  - establish, agree to and document state government agencies' and disaster management groups' roles and responsibilities within the coordination centre, across all phases and at all levels of activation within the SDMP and disaster management sub-plans
  - establish, agree to and document state government agencies' and disaster management groups' processes and standard operating procedures which guide the coordination of disaster operations and activities within the coordination centre, across all phases and at all levels of activation within the SDMP and disaster management sub-plans
  - agree to a system or process for managing the resources required to staff the coordination centre (e.g. surge capacity, staff rostering/rotation and fatigue considerations) to ensure resource capacity limits of the disaster coordination centre are known and communicated to relevant groups
  - ensure a system or procedure for receiving and distributing information between disaster management groups and entities for coordinating and sharing information (such as decision making, tasking, communications and requests) across all phases and at all levels
  - ensure Agency Liaison Officers' core business processes and procedures include the support of disaster operations within disaster coordination centres to maintain effective and efficient delivery of responsibilities (such as functional lead agency responsibilities described in the SDMP)
    - ensure arrangements are established for the deployment, reception, registration, briefing, tasking, coordination, supervision and debriefing of coordination centre staff deployed to support resource capacity and capability
    - identify an approach for communicating with coordination centre resources, including a communication plan which includes information for the individuals and organisations who play a role within the coordination centre (e.g. disaster management plan, risk assessment, processes or procedures)
    - ensure training, as appropriate to the role or function as outlined in the QDMTF, is undertaken by all identified people and LDMG members who hold responsibilities within the disaster coordination centre.
- Activate the centre in line with documented processes and procedures for activation triggers documented within the disaster management plan.
- Undertake immediate planning to enact the relevant plan, procedures and processes for response.
- Consider maintaining the use of coordination centre staff until full transition to recovery is achieved.
- Identify a process where the efforts of coordination centre staff are recorded, acknowledged and communicated.
- Review the engagement and management of coordination centre staff to identify lessons identified and development needs to build greater resilience in future.

#### 4.4.2.1 LOCAL DISASTER COORDINATION CENTRES

LDCCs are either permanent or temporary facilities within each LGA, or combined LGA, established to support the LDMG during disasters.

LDCCs operationalise LDMG decisions, as well as plan and implement strategies and activities on behalf of the LDMG during disaster operations.

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

#### 4.4.2.2 DISTRICT DISASTER COORDINATION CENTRES

A DDCC is established to support the DDMG in the provision of state level support to affected local governments within that district.

The DDCC coordinates the collection and prompt dissemination of relevant information to and from LDCCs and the SDCC about disaster events occurring within their disaster district. The DDCC implements decisions of the DDC and DDMG and coordinates state and Australian Government resources in support of LDMGs and disaster affected communities in their district.

#### 4.4.2.3 STATE DISASTER COORDINATION CENTRE

The SDCC is a permanent facility located at the Emergency Services Complex at Kedron, Brisbane.

The SDCC operates as a 24/7 Watch Desk when not activated for a disaster, and is staffed and maintained in a state of operational readiness by QFES.

The SDCC supports the SDC by coordinating the state level operational response capability during disaster operations. The SDCC ensures that information is disseminated to all levels in Queensland's disaster management arrangements, including the Australian Government.

### 4.4.3 Financial arrangements

Disaster management groups must plan financial services to support frontline response operations and ensure the appropriate management of financial arrangements.



**For more information regarding the financial planning refer to Chapter 5 section 5.9.**

Each support agency is responsible for providing its own financial services and support to its response operations in the field. When planning financial management and expenditure, consider the following:

- Use the risk management process to first ascertain mitigation across all phases of operation and then identify funding requirements to enable those mitigation strategies.

- Identify and capture funding programs available to support the financial expenditure related to disaster operations and ensure the requirements for evidencing claims are built into financial management processes and procedures.
- Ensure local governments' and other responding agencies' internal financial management processes and procedures support a disaster event and enable eventual financial claiming process to recoup funds.
- Transition agency specific mitigation actions to agency business plans to ensure the appropriate resourcing and funding of their commitments across all phases of disaster management.
- Agree on, document and embed event-related financial management processes and procedures to ensure expenditure is appropriately endorsed, captured and claimed by agencies and groups from the onset of operations (e.g. the type and limit of expenditure permitted, relevant agency's procurement policy, requirements detailed in funding programs).
- Establish and document capability in the plan to monitor agreed financial management processes and procedures and ensure expenditure is appropriately endorsed, captured and claimed by agencies and groups from the onset of operations.
- Ensure agreed financial expenditure is appropriately endorsed and immediately captured by agencies and groups from the onset of disaster operations.
- Ensure agreed financial expenditure is claimed against the appropriate arrangements where applicable, such as the Natural Disaster Relief and Recovery Arrangements (NDRRA) or State Disaster Relief Arrangements (SDRA) if activated.

### 4.4.4 Predictive capabilities

A range of technical information is available to decision makers within the disaster management system. This information supports decision making, particularly during the response phase, and informs the development of public information and warnings. Spatial data, maps and web-based mapping applications are typically available at operational level in Councils and State Government Agencies. Other information available to decision makers includes predictive modelling for a range of hazards, in particular bushfire and flooding. This modelling assists decision makers by providing an indication of the direction and extent of the hazard that is or may impact an area.

Where LDMGs do not have access to locally produced modelling products, this information is available from the State Disaster Coordination Centre to disaster management groups via the request for assistance process.

The technical information provided through these applications enables the development of public information and warnings. For example, all current public warnings in relation to bushfire are available through the Queensland Fire and Emergency Services website.

These warnings are visually represented through the overlay of polygons on current risk areas and include warning types and action statements in accordance with the Australian Warning System (AWS).

#### 4.4.5 Communications and systems for public information and warnings

All disaster management groups play an important role in notifying and disseminating information to members of their respective groups and the wider community.

The agency responsible for issuing official warnings depends on the hazard. For example, QFES is responsible for issuing bushfire warnings, the BoM is responsible for issuing cyclone, storm and flood warnings and Queensland Health is responsible for issuing warnings about public health and heatwave health. These agencies are also to ensure the warnings are provided to other relevant response agencies and for ensuring the community is aware of the meaning of the warnings and their accompanying safety messages.

Each disaster management group should have an established notification and dissemination process prepared, documented within its plan and able to be implemented, which considers and addresses the time restrictions of rapid onset events like severe weather events.

Groups should also ensure the effective collection, monitoring, management and dissemination of accurate, useful and timely information and warnings to the public prior to, during and after disaster events to:

- educate and inform relevant stakeholders and community members of disaster management information, warning methods and products
- inform the relevant stakeholders and community members of an impending or current hazard

- promote appropriate prevention, preparedness, response and recovery actions.

The process of disseminating information and warnings does not depend on the activation of a disaster management group. Rather, it is the standard responsibility of disaster management groups.



#### L.1.161 Emergency Warnings: Choosing Your Words

##### 4.4.5.1 LOCAL COMMUNICATIONS

Local governments may use local early warning systems and communication channels to issue information to provide advance warning of severe weather or other public safety events to help prepare and protect people and property.

Early warning systems are opt-in systems providing information and warnings on registered or physical locations.

Providing timely and accurate information about an imminent hazard gives people the opportunity to prepare by taking action to reduce the level of risk for themselves and others. Further, the ability to communicate directly with communities – and therefore keep them informed – increases their resilience. When planning for local communication channels, consider the following:

- Identify a scale of notification and suitable communication channels to ensure accurate, reliable, relevant and timely information is provided to people, groups and communities as required.
- Identify the most effective communication channels available to reach stakeholders and community members in selected areas (e.g. SMS on mobiles, email, landline, fax, web, social media, broadcast media).
- Determine the most appropriate communication channels based on the characteristics of the population (e.g. size, structure, distribution, age) to ensure appropriate methods are used.
- Identify the capacity and capability needed to manage the processes for local information provision.

- To assist in the delivery of information, groups may consider:
  - resourcing requirements outside of group activations and disaster events
  - using interpreter services
  - using community engagement experts.
- Use 'opt-in' early warning services and systems to provide location based severe weather and incident advice.
- Assess the effectiveness of communication channels to ensure they are appropriate for the needs of the area (e.g. a system used in South-East Queensland may not be suitable for Far Northern Queensland due to remote communities with limited reception and/or internet access).
- Agree on and document in the disaster management plan, roles, responsibilities and processes for using various communication channels.
- Ensure training, as appropriate to the role or function as outlined in the QDMTF, is undertaken by all identified people and LDMG members who hold responsibilities for local notification systems.
- Identify, agree on and document in the disaster management plan, alternative processes where 'opt-in' early warning services and systems are not suitable.
- Exercise information and warning procedures, including testing community understanding of content, perception of authority and response.
- Capture the lessons identified from exercises to ensure the continuous improvement of the plan, the system and the messages to ultimately increase community resilience.
- Consider the distribution of information and warnings to communicate actions to be taken during prevention, preparedness, response and recovery phases.
- Ensure communication requirements are informed by the identification of risk, the likelihood and consequences of that risk, appropriately timed and nuanced to achieve the purpose of that communication and to meet the needs of the targeted audience.

- Monitor and review information and warning processes to include lessons identified from events and ensure continuous improvement to increase community resilience.

### 4.4.5.2 STANDARD EMERGENCY WARNING SYSTEM

In 1999, all Australian states and territories agreed a Standard Emergency Warning Signal (SEWS) would be used to assist in the delivery of public warnings and messages for major emergency events.

SEWS is a wailing siren sound used as an alert signal to be played on public media to draw attention to the emergency warning. The signal is sounded immediately before the emergency warning message in potentially affected areas.

Responsibility for the management of SEWS in Queensland rests with the Commissioner QFES in coordination with the Regional Director of the BoM for meteorological purposes.

When planning for the use of SEWS, consider community education, awareness and engagement programs to ensure the importance of SEWS is understood, including actions to be undertaken, by the wider community.



#### M.1.171 The Standard Emergency Warning Signal Manual

### 4.4.5.3 EMERGENCY ALERT

EA is a national telephone warning system used to send voice messages to landlines and text messages to mobile phones within a defined area about likely or actual emergencies. EA provides a non-opt out capability to maximise coverage.

The management and administration of EA in Queensland is the responsibility of QFES, however other agencies can request the use of the system. EA is used as one element in a suite of channels for providing community information and issuing warnings.

The use of EA is guided by applying the EA decision-making criteria (provided in the toolkit) to emerging events to ensure that appropriate, accurate, timely and relevant community safety messages relating to a major imminent emergency or disaster are urgently distributed to those who need to receive them.



**For more information regarding Emergency Alert and additional community safety information refer to the [Emergency Alert website](#).**

When planning for the use of EA, consider the following:

- Undertake an analysis of identified risks which may require an Emergency Alert campaign based on the likelihood of potential hazards or disaster operations affecting the local area.
  - Identify, agree to and document the process, roles and responsibilities for the authorised use of EA within the disaster management plan.
  - Develop pre-prepared polygons and messages to be stored on the QFES EA Portal, based on the risk assessment process, which will prompt appropriate community response and action. The message must be:
    - simple, interesting and brief
    - suited to the needs of the community
    - worded in accordance with advice from the relevant lead agencies
    - used in the appropriate templates.
  - Identify, agree to and document opportunities for a collaborative approach with relevant stakeholders. As an example, in locations where hazards and community characteristics are similar across multiple LGAs, the relevant LDMGs in conjunction with their DDMG/s should develop a centralised, joint strategy for information dissemination and evacuation direction routes.
  - Establish and document responsibility for situational awareness in the disaster management plan to ensure the correct monitoring of key indicators, timely decision making and appropriate escalation procedures.
  - Consider the likely community behaviour and perceptions, and operational requirements once an EA campaign has started, particularly the time and resources required for authorities to establish activities on which the community will rely. For example, if people are requested to self-evacuate, where should they go and what facilities and resources will be required when they arrive.
- Incorporate the use of EA into community education, awareness and engagement programs, and communication plans well before any event to ensure all stakeholders, including the wider community, understand the importance of the message and that subsequent action may be required.
  - Exercise EA processes, including testing the community's understanding of content, perception of authority and response.
  - Capture the lessons identified from exercises to ensure the continuous improvement of the plan, the system and the messages to ultimately increase community resilience.
  - Ensure communication requirements are informed by the identification of risk, the likelihood and consequences of that risk, appropriately timed and nuanced to achieve the purpose of that communication and to meet the needs of the targeted audience.
  - Undertake immediate planning to enact the relevant plan, procedures and processes for response (e.g. Evacuation Sub-plan, Public Information and Warnings Sub-plan).
  - Align communication requirements with the recovery operations affecting the local area.
  - Capture the lessons identified from exercises to ensure the continuous improvement of the plan, the system and the messages to ultimately increase community resilience.



#### **M.1.174 Emergency Alert Manual**

#### **D1.176 - Emergency Alert Process Map**

#### **F.1.177 Emergency Alert Request Form**

#### **F.1.177 Emergency Alert: Request Form (DOCX, 42 KB)**

4.4.5.4 TSUNAMI NOTIFICATIONS

The BoM developed and issued the Queensland Tsunami Notification Protocol in 2009. The Joint Australian Tsunami Warning Centre (JATWC), operated by BoM and Geoscience Australia, issues warnings for tsunamis in Australia. Tsunami bulletins, watches, warnings, cancellations and event summaries are part of a suite of warnings for severe weather events and hazards issued by the BoM.

The JATWC notifies the BoM’s Queensland regional office by telephone before issuing a tsunami warning and, in turn, the BoM’s Queensland regional office confirms receipt of the warning by the SDCC by telephone.

Those who receive the message, at all levels of Queensland’s disaster management arrangements, should ensure the community is aware of the meaning of the warning notification and accompanying safety message.



For more information regarding weather warning information refer to the [BoM website](#).



M.1.183 Queensland Tsunami Notification Manual

D.1.184 Queensland Tsunami Notification Responsibilities Diagram

When planning for tsunami notifications, consider the following:

- Undertake analysis of identified exposure to elements within the community which may be vulnerable to a tsunami, based on the likelihood of the potential hazard affecting the local area.
- Identify, agree to and document processes, roles and responsibilities for distributing warning messages via multiple mediums, taking into account complementary existing tsunami warning systems operated by other agencies (e.g. tsunami warning systems from BoM and the SDCC, the use of EA, media and local warning systems).
- Identify, agree to and document within a communications plan the most appropriate channels for providing timely information to stakeholders and community members. This includes pre-scripted messages based on established JATWC messages

to be delivered by local leaders (usually the Mayor or other designated LDMG representative).

- In conjunction with state government agencies and relevant disaster management groups, ensure processes and standard operating procedures which guide the coordination of the tsunami warning are seamless and consistent. Provide key contacts within LGAs to be advised by the state government agencies in the event of a tsunami warning.
- Consider the likely community behaviour and perceptions, and operational requirements once a tsunami warning or EA campaign has started, particularly the time and resources required for authorities to establish activities on which the community will rely. For example, if people are requested to self-evacuate, where should they go and what facilities and resources will be required when they arrive?
- Document community education, awareness and engagement programs to ensure a broad understanding of tsunami warnings and actions to take on the receipt of warnings.
- Ensure details of recipients remain up-to-date and any changes are provided to the BoM and the SDCC, and other agencies with responsibilities for the transmission of warnings.
- Test the system at least annually.
- Ensure communication requirements are informed by the identification of risk, the likelihood and consequences of that risk, appropriately timed and nuanced to achieve the purpose of that communication and to meet the needs of the targeted audience.

4.4.5.5 MEDIA MANAGEMENT

Each disaster management group is strongly encouraged to develop a media strategy as part of its disaster management plan that:

- is flexible for application in any given event (all hazards)
- identifies key messages to inform the community including:
  - reinforcing the LDMG’s role in coordinating support to the affected community
  - reinforcing the DDMG’s role in coordinating whole of government support to LDMGs (and the affected community)

- identifies preferred spokespersons for factual information (e.g. evacuation measures, road closures)
- is consistent with the Crisis Communication Network arrangements outlined in the Queensland Government Arrangements for Coordinating Public Information in a Crisis.

Arrangements regarding community awareness, public information and warnings including media management during disaster operations are to be considered for inclusion in *LDMPs* and *DDMPs*.



#### H.1.159 Queensland Government: arrangements for coordinating public information in a crisis

### 4.4.6 Evacuation and sheltering arrangements

Evacuation is a hazard mitigation strategy and a risk reduction activity that lessens the effects of a disaster on a community. It involves the movement of people to a safer location and their subsequent safe return. Evacuation planning is essential to ensure it is implemented as effectively as possible.

Evacuation may be undertaken in the following ways:

- Self-evacuation – this is the self-initiated movement of people to safer places prior to, or in the absence of, official advice or warnings to evacuate. Some people may choose to leave early even in the absence of a hazard but based on a forecast. Safer places may include sheltering with family or friends who may live in a safer building or location. Self-evacuees manage their own withdrawal, including transportation arrangements. People are encouraged to evacuate early if they intend to evacuate.
- Voluntary evacuation – also known as recommended evacuation is where an evacuation advice has been issued, with people strongly encouraged to consider enacting their evacuation plans. Voluntary evacuees also manage their own withdrawal.
- Directed evacuation – also known as compulsory evacuation is where a relevant government agency has exercised a legislated power that requires people to evacuate. A directed evacuation under the Act requires the declaration of a disaster situation. A DDC may declare a disaster situation which requires the approval of the Minister for Fire and Emergency Services and must be made in accordance with

section 65 of the Act. During a disaster situation, the DDC and Declared Disaster Officers are provided with additional powers under sections 77-78 of the Act. These powers may be required to give effect to a directed evacuation. A LDC, as part of the LDMG, may make a recommendation to a DDC that a directed evacuation is required, based on their situational awareness in preparation for an imminent disaster. However, as the LDMG/LDC has no legislative power to effect a directed evacuation, the responsibility for authorising a directed evacuation remains with the DDC. When an evacuation is directed, general advice and direction will be provided in relation to timings, places of shelter, location and preferred evacuation routes.

- **Wide ranging evacuation and direction powers are provided to the police under the Public Safety Preservation Act 1986, to control a declared situation.**

An evacuation involves five stages, shown in Figure 4.2.

#### Decision to evacuate

Decision makers analyse event intelligence and assess the necessity to evacuate people exposed to a range of hazards.

#### Warning

Disaster event conditions and appropriate actions required are conveyed to the public.

#### Withdrawal

Exposed people are moved from a dangerous or potentially dangerous area to a safer location.

#### Shelter

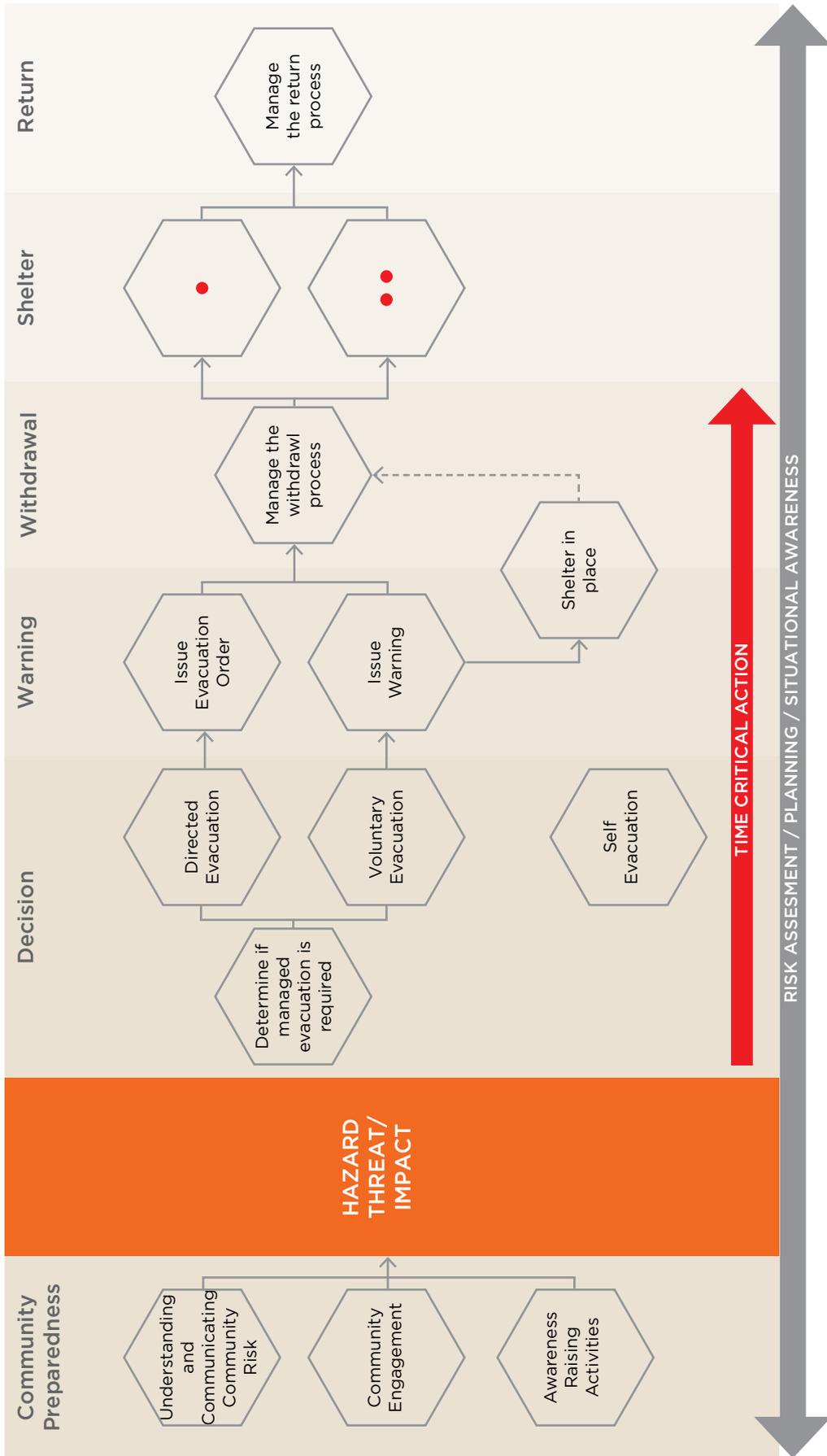
Refuge and basic needs for evacuees are provided in evacuation facilities and safer locations.

#### Return

The disaster area is assessed and managed, with a planned return of evacuees.

FIGURE 4.2  
The five stages of an evacuation

Planning at each of these stages is crucial. Specific planning considerations are detailed further in this chapter.



- Neighbourhood safer places
- Assembly Points

- Public Cyclone Shelter
- Place of Refuge
- Evacuation Centre

FIGURE 4.3  
Queensland Evacuation Process

Figure 4.3 illustrates the spectrum of the evacuation process. An evacuation is not considered to be complete until all five stages have been implemented.

International experience indicates mass evacuation can cause anxiety and stress and lead to panic and loss of life. It is for this reason that it is recommended plans be developed based on *credible worst case scenario*, taking into consideration the scale of the event through immediate planning. An evacuation well-planned and communicated prior to the occurrence of an event will minimise risks to both the community and disaster management personnel.

Evacuation facilities and safer locations describe a variety of sites and buildings which may need to be established to accommodate people during an evacuation. Categories of evacuation facilities comprise:

- Shelter in place – if evacuation is not directed, residents are encouraged to seek refuge in their own homes or with family who may live in a safer building or location.
- Evacuation centre – located beyond a hazard to provide temporary accommodation, food and water until it is safe for evacuees to return to their homes or alternative accommodation.
- Public cyclone shelter – a building designed, constructed and maintained in accordance with government requirements and provides protection to evacuees during a cyclone.
- Place of refuge – a building assessed as suitable to provide protection to evacuees during a cyclone, but is not a public cyclone shelter. These are typically opened when the capacities of other evacuation facilities have been exceeded.
- Neighbourhood safe places – buildings or open spaces where people may gather as a last resort to seek shelter from bushfire.
- Assembly points – a temporary designated location specifically selected as a point which is not anticipated to be adversely affected by the hazard.

Although not an evacuation facility, Recovery Hubs are established to provide a range of services to facilitate recovery including welfare, support, financial and emotional recovery services. Recovery Hubs are typically managed by the Department of Communities, Disability Services and Seniors. Planning should include options for locations for these hubs.

Disaster management groups plan and coordinate their evacuation procedures to ensure efficient movement of people from an unsafe or potentially unsafe location to a safer location and their eventual return home. When planning an evacuation, consider the following:

- Local governments, in close consultation with their LDMGs, should analyse the identified exposure to elements within the community which may trigger the requirement for evacuation, based on the likelihood of these potential hazards affecting the local area (e.g. tsunami, cyclone, bushfire).
- Determine the most appropriate evacuation requirements based on the characteristics of the population (e.g. size, structure, distribution, age) to ensure an appropriate method is used.
- Identify the capacity and capability needed to manage evacuation processes, including resourcing requirements (e.g. interpreter services).
- Local governments, in close consultation with the LDMGs, should conduct evacuation planning prior to the onset of an event using their local knowledge, experience, community understanding and existing community relationships.
- Involve all identified key local, district and state stakeholders in evacuation planning and clearly identify, agree to and document the processes and roles and responsibilities of those involved.
- Develop an Evacuation Sub-plan which addresses:
  - Scale – planning should be geared to the consequences of the reasonable worst case scenario within the local area considering the scale from small to mass evacuation, with a firm understanding of the potential number of people involved.
  - Type of evacuation facility – the variety of buildings and sites to accommodate evacuees in response to a disaster event. There is a requirement to be clear on the types of evacuation facilities – detailed previously in section 4.4.5 – in the planning process.
  - Stages – evacuation sub-plans should follow the five stages of evacuation, as discussed previously: decision to evacuate, warning, withdrawal, shelter and return.

- Time – evacuation may be required before a disaster event impacts as a defensive measure, or post-impact as a result of the aftermath of the event, such as loss of services or severe damage to building structures.
- Notice – depending on the nature of the event an evacuation may be immediate with little or no warning and limited preparation time or pre-warned allowing adequate time for preparation.
- Compulsion – some individuals within the community may decide to self-evacuate prior to any direction from authorities. When evacuation is recommended by authorities, it is undertaken as voluntary evacuation where exposed persons are recommended to commence evacuation voluntarily. Authorities may also direct evacuation, where exposed persons are directed under legislative authority to evacuate an area exposed to the impact of a hazard.
- **As the LDMG/LDC has no legislative power to effect a directed evacuation, the responsibility for authorising a directed evacuation remains with the DDC.**
- Consider the likely community behaviour and perceptions, including the compulsion to self-evacuate and the needs of those who wish to self-evacuate but are unable to do so. Also consider the operational requirements once the decision to evacuate has been made, particularly the time and resources required for authorities to establish activities on which the community will rely. For example, if people are recommended to evacuate, where should they go and what facilities and resources will be required when they arrive?
- Incorporate evacuation requirements into community education, awareness and engagement programs, and communication plans well before any event to ensure all stakeholders, including the wider community, understand the actions they need to take (e.g. evacuation zones should be easy to understand, identified and planned prior to the onset of any event to ensure they are clear to residents, transient populations and anyone new to the community).
- Identify, agree to and document opportunities for consistent messaging and the joint delivery of programs in conjunction with relevant stakeholders. As an example, in locations where hazards and community characteristics are similar across multiple local government and media broadcast areas, the relevant LDMGs in conjunction with their DDMG/s could develop a centralised, joint strategy for information dissemination and evacuation routes.
- Agree to a process for managing the resources required for an evacuation to identify any capacity limits and ensure adequate support will be available (e.g. a DDMG should use information provided by an LDMG to inform its own planning process and where appropriate, inform the QDMC of any need for additional support).
- Identify, agree to and document, in consultation with the relevant DDMG, the requirements to activate elements of the Evacuation Sub-plan to receive evacuees from other LGAs or districts.
- Where there is a possibility that returning will not occur in the short term, the Recovery Sub-plan should include strategies for managing displaced people and enabling their return as soon as practicable.



#### M.1.190 Evacuation and Sheltering Arrangements Manual

#### L.1.191 Food Safety in Evacuation Centres

#### H.1.193 Queensland Evacuation Centre Planning Toolkit

#### H.1.259 Queensland Evacuation Centre Management Handbook

#### L.1.255 National Planning Principles for Animals in Disasters

#### M1.188 Public Cyclone Shelter Manual

#### M.1.189 Tropical Cyclone Storm Tide Warning Response System Handbook

#### Places of Refuge: Cyclones - Guidance on the site selection of buildings

#### Technical Guidance Document - Assessment of buildings as Place of Refuge for Cyclones

- Develop and agree to a communication plan with all relevant stakeholders and support agencies to increase consistency, enhance community partnerships and minimise the potential for confusion and time delays during an event that requires evacuation.
- Capture the lessons identified from exercises to ensure the continuous improvement of the plan, the system and the messages to ultimately increase community resilience.
- Document and schedule exercising of the Evacuation Sub-plan including testing of the community's understanding of content, perception of authority and response.
- Evacuation requirements are informed by the identification of risk, the likelihood and consequences of that risk, appropriately timed and nuanced to achieve the purpose of the evacuation and to meet the needs of the targeted communities.
- Undertake immediate planning to enact the relevant plan, procedures and processes for response (e.g. Evacuation Sub-plan, Public Information and Warnings Sub-plan).
- Undertake immediate planning, in consultation with the relevant groups, to provide appropriate recovery services to facilitate immediate, short term and longer term temporary accommodation solutions for displaced community members and incoming relief and recovery workforce.

#### 4.4.7 Logistics

Meeting the resource needs of a disaster affected community requires a systemic approach supported by a risk management process, business continuity plan and partnerships with key stakeholders – such as suppliers – during the planning phase.

The function of logistics during a disaster event is the detailed organisation, provision, movement and management of resources required in disaster operations, in other words 'having the right thing, at the right place, at the right time.'

Logistics activities can be broadly broken into three phases:

- before the event
- during the event
- after the event.

Disaster management groups are strongly encouraged to plan their logistics to effectively 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.

Common logistics categories in Queensland include:

- managing requests for assistance (including offers of assistance)
- emergency supply
- council to council arrangements
- resupply operations.

When planning logistics, consider:

- Use the risk assessment of identified hazard exposures to elements to identify the need for appropriate logistical support, based on the likelihood of the potential hazard affecting the local area, as well as community need.
- Identify the capacity and capability necessary to manage and coordinate the receipt and delivery of the appropriate supplies, including requests for material assistance as well as requested and resources which may arrive en-masse to the affected area (e.g. SES deployed resources or spontaneous volunteers).
- Identify, agree to and document processes, roles and responsibilities within a Logistics Sub-plan to manage the request, receipt and delivery of the appropriate resources, materials and supplies within the disaster affected area.
- It is recommended logistic sub-plans include arrangements for:
  - Emergency supply – a local emergency supply register which may include aviation providers, bedding suppliers, construction contractors, chemical/cleaning specialists, food stocks/stores, general hardware, hire equipment, refrigeration/ice, transport providers, waste management and water suppliers).
  - Resupply – procedures for the resupply of isolated communities, isolated rural properties and stranded persons, as well as ensuring retailers and the wider community are aware of their responsibilities for periods of isolation (e.g. stocking up on sufficient foods, medicines, water, fodder stockpiles, fuel) with the long term aim of increasing resilience.

- Offers of and requests for assistance – the ability to coordinate, support and facilitate those requests (e.g. the booking of travel and accommodation for volunteers).
- In conjunction with relevant state government agencies and disaster management groups, ensure processes and standard operating procedures for the logistics function are seamless and consistent.
- Logistics sub-plans should incorporate the latest NDRRA and SDRA advice to assist decision making for emergency supply and resupply funding eligibility.
- Local supplier contacts who can assist in providing goods and services available to the group should be provided to the DDMG.
- Departments and agencies that require materials or resources for disaster operations must identify the availability of those resources within their core business, document their own internal acquisition/supply processes and support resource capability, and use these before requesting support through Queensland's disaster management arrangements.
- Ensure training, as appropriate to the role or function as outlined in the QDMTF, is undertaken by all identified people and LDMG members who hold responsibilities within the disaster coordination centre.
- Document community education, awareness and engagement programs to promote the importance of individual and community responsibilities for planning for and preparing adequate resources for a disaster.
- Exercise logistics operations including testing of the community's understanding of their responsibility, perception of authority and response.
- Exercise lessons identified are captured to ensure continuous improvement of the plan, the system and robust, fit-for-purpose logistics arrangements are in place to support community need.
- Identify resource needs using an informed analysis of community needs.



### RG.1.196 Request for Assistance Reference Guide

#### 4.4.7.1 EMERGENCY SUPPLY

Emergency supply is the acquisition and management of emergency supplies and services in support of disaster operations. The emergency supply process is generally conducted through the existing Request for Assistance (RFA) process.

Successful emergency supply stems from a combination of effective disaster plans, current supplier registers and an understanding of process at all levels of Queensland's disaster management arrangements to expedite requests.

#### 4.4.7.2 RESUPPLY OPERATIONS

The size and geographic diversity of Queensland, the dispersion of its communities and the nature of the potential hazards makes it probable that many communities will be temporarily isolated at times by the effects of those hazards.

No two resupply operations are identical and LDMGs are encouraged to document in their disaster management plan the specific requirements of the community and the logistical considerations in conducting resupply operations for their LGA.

Resupply operations are not intended to ensure retailers can continue to trade nor are they a substitute for individual and retailer preparation and preparedness. Resupply operations are expensive and logistically challenging and must be considered as a last resort.

There are three distinct types of resupply operations traditionally undertaken in Queensland:

- resupply of isolated communities
- isolated rural property resupply
- resupply of stranded persons.



#### M.1.205 Resupply Manual

#### F.1.206 Resupply Request Form

#### 4.4.7.3 COUNCIL TO COUNCIL ARRANGEMENTS

The Council to Council Support Program (C2C) responds to the needs of councils affected by natural disasters and acknowledges the desire of unaffected councils to support their colleagues during these events.

During a disaster event, local councils may seek assistance from other local councils to provide personnel or physical resources (e.g. machinery, signs, bedding, vector control teams).

The C2C program is a streamlined method for providing assistance from one local government group to another within Queensland's disaster management arrangements.

Local requests for C2C support are made through the RFA process to the DDC via the LDMG.



**For more information regarding the RFA process refer to Chapter 5 section 5.8.**

#### 4.4.8 Offers of assistance

Following disaster events, the public – in Queensland, across Australia and on some occasions overseas – generously offers assistance to affected individuals and communities in the form of financial donations, volunteering, and goods and services.

These offers of assistance provide significant support to those affected by a disaster event and aids local businesses and the wider community to recover. It is highly beneficial to have a plan for offers of assistance prior to a disaster event to maximise the associated benefits.

Offers of assistance are categorised under one of the following:

- Financial donations – may be offered spontaneously or in response to an appeal and are used to provide immediate financial relief and assistance.
- Volunteers – individuals, groups or organisations that offer to assist a disaster affected community.
- Goods and services – solicited or unsolicited goods and services offered by members of the public, community, businesses, organisations and corporate entities to support individuals and communities following disaster events.
- Corporate donations may include money, volunteers and goods and services.

##### 4.4.8.1 FINANCIAL DONATIONS

Financial donations may be offered spontaneously, or in response to an appeal. Early and consistent public messaging is crucial to ensure spontaneous donations are directed appropriately.

A disaster management group may choose to manage financial donations internally or outsource the responsibility to another entity. Either way, it must ensure there are sufficient resources to maintain proper governance processes.

It is beneficial to have identified and established the preferred arrangements regarding offers of assistance well before a disaster event occurs. When planning for financial donations, consider the following:

- Determine how financial donations are going to be managed, either within a government agency or disaster management group or outsourced to, for example, a NGO.
- Determine any resource capacity and capability gaps to ensure appropriate (e.g. legal, ethical) management of financial donations.
- Identify and document the chosen arrangements for managing financial donations.
- Ensure sufficient resources exist for the management of financial donations. This may include agreements with NGOs before the event.
- Undertake a review of previous management of financial donations and ensure any identified recommendations are incorporated in disaster management plans.
- Develop standard operating procedures for the management of financial donations (e.g. record keeping, receipts, communication, winding up funds, service level agreement requirements if outsourcing).
- Advise relevant stakeholders, including LDMGs and DDMGs, of the preferred approach for the management of financial donations.
- Monitor financial donation arrangements and processes.
- Implement or continue consistent public messaging using appropriate channels to make financial donations.

- Monitor the administration of donations and ensure the distribution of funds undertaken in a timely manner.
- Review the management of financial donations to identify possible improvements.

### 4.4.8.2 VOLUNTEERS

Community members are renowned for becoming first responders in a disaster event.

This is known as *emergent community response and recovery* or *community mobilisation* and usually consists of friends, families and neighbours volunteering to help themselves and others through their interpersonal relationships and their socioeconomic connections.

This scenario of ‘people helping people’ who know and trust each other does not require formal coordination processes. Accordingly, this guideline does not further consider the management of this cohort.

- **People involved in community mobilisation do require clear communication about the disaster event and support services available along with the rest of the community.**

Community mobilisation aside, two primary types of volunteers offer their time and skills during an event:

- Trained volunteers – individuals formally affiliated with an emergency service organisation or NGO (e.g. QFES SES and Rural Fire Service, Salvation Army and service clubs) and act under their respective organisations’ direction and authority.
- Spontaneous volunteers – individuals or groups who are not skilled or trained to perform specific roles in disasters and are often not affiliated with an emergency or community organisation but are motivated to help.

Volunteers are the responsibility of the organisation for which they volunteer.

Following a disaster, an influx of spontaneous volunteers may arrive unsolicited at the scene of a disaster or approach organisations they wish to help. Volunteers often want to assist immediately but may not be aware of, or try to work around, existing local disaster management arrangements. They may not be prepared (or insured) for the risks, conditions or environmental dangers.

Planning will greatly assist with the coordination of activities associated with engaging, recruiting, training, supervising and ensuring spontaneous volunteers are properly registered, insured, safe and provide the required support to the community in a way that builds community resilience.

When considering offers from spontaneous volunteers, it is essential to assess the human and social, cultural, economic and environmental impact this may have on local community recovery, resilience building, the administrative and logistical requirements, the costs associated with managing spontaneous volunteers and coordination of the offers. Further, it is imperative that volunteering organisations put affected people’s needs first and ensure their activities do not harm or hinder.

LDMGs should establish relationships, procedures and memoranda of understanding with volunteering organisations, ideally before a disaster event, to help assess the need for volunteers.

Communication strategies for the engagement of these volunteers, including clear referral pathways for registering to help, must be developed.

LDMGs and councils should also develop and plan a method or process for effectively registering and managing data from volunteers. It is advisable this responsibility is outsourced to a nominated service delivery entity or NGO to manage the offers from volunteers. This agency can provide good practice guidance and support, and effectively plan, train and advise on volunteer registration and data management.

Requests received at the state level will be referred to the LDMG or nominated service delivery entity. When planning for volunteers, consider the following:

- Determine any capacity and capability gaps based on risk (including any legal issues associated with spontaneous volunteers e.g. safety, liability and insurance matters).
- Determine the capacity and capability necessary for managing and coordinating spontaneous volunteers based on risk.
- Determine the practicality of using spontaneous volunteers and in what circumstances their use would be considered.
- Determine and document the approach for managing and coordinating spontaneous volunteers, including a robust communication strategy (which includes information for offering assistance). This may require a disaster management group

or a member of a disaster management group (e.g. a local government) to take responsibility for spontaneous volunteers, or outsourcing to a nominated service delivery entity.

- Incorporate spontaneous volunteer arrangements into disaster management sub-plans and include this as part of a broader exercise program.
- Identify and document management arrangements for spontaneous volunteers, including:
  - requiring and conducting screen checks (e.g. safety, liability and insurance matters)
  - receiving, registering, briefing, tasking, coordination, supervision and debriefing of spontaneous volunteers
  - volunteer engagement
  - communications on the likelihood of spontaneous volunteers being needed or accepted
  - collaborating with relevant state government agencies, community groups, NGOs and nominated service delivery agencies
  - identifying NGOs that can support disaster management groups.
- Implement or continue consistent public messaging.
- Implement the preparedness arrangements and ensure governance arrangements are in place.
- Consider maintaining the use of volunteers for recovery efforts.
- Identify a process where offers and efforts of spontaneous volunteers are recorded, acknowledged and communicated.
- As part of the LDMG seasonal event review, review the engagement, use and management of volunteers to identify lessons identified and to build greater resilience for future disasters.

#### 4.4.8.3 DONATIONS OF GOODS AND SERVICES

When soliciting or considering offers of goods and services, multiple issues should be considered including:

- the potential economic impact on local business recovery
- administrative and logistical requirements

- costs for managing and coordinating the offer
- quality requirements on offered goods to restrict the volume of unsuitable items
- risks associated with offers of partial services (e.g. sometimes offers for the use of machinery are made with an expectation that operational costs such as fuel will be recovered by the owner).

Offers of goods and services can be self-managed by an LDMG or outsourced to a nominated service delivery entity, such as GIVIT.

When planning for donations of goods and services, consider the following:

- Determine how donations of goods and services are going to be managed, either internally within a government agency or disaster management group or outsourced to a nominated service delivery entity.
- Determine resource capacity and capability gaps based on risk to ensure appropriate (legal, economic, ethical) management of donations of goods and services.
- Determine and document the resources necessary for managing and coordinating offers of goods and services (internally or outsourced) to ensure those resources will be available when a disaster occurs.
- Determine mechanisms and document processes in which offers of goods and services will be pledged, vetted and matched, including contingency strategies if disaster management group, government agency or NGO capabilities are exhausted by the volume of donations.
- Develop standard operating procedures for the management of offers of goods and services such as receipt, delivery, storage and disposal of unused or unwanted goods.
- Monitor administration, quality and distribution of offers of goods and services (internally or outsourced) to ensure they are done in a timely and equitable manner.
- Implement or continue consistent public messaging using appropriate channels.
- Review the management of goods and services to identify possible improvements.

#### 4.4.8.4 CORPORATE DONATIONS

Corporate offers of assistance may comprise any or all of types of offers of assistance and are usually larger in size. All corporate offers of goods and services should be referred to GIVIT. Corporate offers should not be accepted by a government agency when:

- the offering entity has breached the *Integrity Act 2009* in the previous five years (other than in exceptional circumstances)
- accepting the offer may compromise the integrity of the accepting agency or organisation or reduce public confidence in the disaster response or recovery operation. These requirements do not apply when the corporate offer is made to an NGO. When uncertainty exists about accepting an offer, the offeror should be referred to an NGO.



**For more information regarding Offers of Assistance refer to Chapter 7.**

When planning for corporate donations, consider the following:

- Determine how corporate donations will be managed.
- Determine the resource capacity and capability gaps based on risk for ensuring appropriate (legal, ethical, economical) management of corporate donations.
- Identify and document arrangements and processes for vetting and referring corporate offers.
- Determine and document the resources necessary for managing and coordinating corporate offers (internally or outsourced).
- Develop standard operating procedures for managing and coordinating corporate donations such as information sharing and storing and managing data.
- Ensure the administration, distribution and referral of corporate donations (internally or outsourced) are done in a timely manner.
- Implement or continue consistent public messaging using appropriate channels.
- Review the management of corporate donations to identify possible improvements.



#### P.1.201 Offers of Assistance Policy

#### M.1.202 Managing Offers of Assistance Manual

#### L.1.204 GIVIT Disaster and Emergency Recovery Service.

#### L.1.271 Communities Responding to Disasters: Planning for Spontaneous Volunteers – Handbook 12

#### L.1.203 National Guidelines for Managing Donated Goods

### 4.4.9 Recovery

The need for recovery may arise from a range of disasters, often providing an opportunity to rebuild a stronger, more resilient community.

Planning for recovery is integral to preparing for emergencies; it is not simply a post-disaster consideration. Recovery begins with planning for and responding to a disaster and continues until after the affected community is able to manage on its own.

The recovery process often begins during the response to an event and may continue long term. Recovery requires collaboration between all levels of Queensland's disaster management arrangements, business, NGOs and the community.

When planning for recovery, consider the following:

- Determine resource capacity and capability gaps based on risk to ensure the appropriate planning and coordination of recovery functions.
- Identify and document arrangements and strategies to coordinate recovery operations at local, district and state levels, including the establishment of recovery groups.
- Determine and document the resources necessary to achieve functional responsibilities for recovery at the local and district levels.
- Develop and maintain recovery plans at local, district and state levels, including operational plans.
- Monitor the activation, administration and operations of functional recovery groups and recovery arrangements and strategies.



# 5 Response



## 5.1 Response arrangements

The Act defines disaster response as *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.*

The aim of response operations is to save lives, protect property and make an affected area safe. Accordingly, response is the operationalisation and implementation of plans and processes, and the organisation of activities to respond to an event and its aftermath.

### 5.1.1 Disaster operations

Disaster response and disaster recovery are key components of disaster operations.

Disaster operations is defined in section 15 of the Act as *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 the event.*

The correlation between disaster response and recovery phases, levels of activation and stages of operations is illustrated below in Figure 5.1.

#### 5.1.1.1 DISASTER RESPONSE

In accordance with section 4A of the Act, local governments are primarily responsible for responding to disaster events in their LGA with district and state levels providing appropriate resources and support.

#### 5.1.1.2 DISASTER RECOVERY

The need for recovery may arise from a range of disaster events, including natural and non-natural disasters such as floods, cyclones, bushfires, acts of terrorism and major health emergencies, as well as animal and plant diseases. Chapter 6: Recovery details this phase of disaster management.

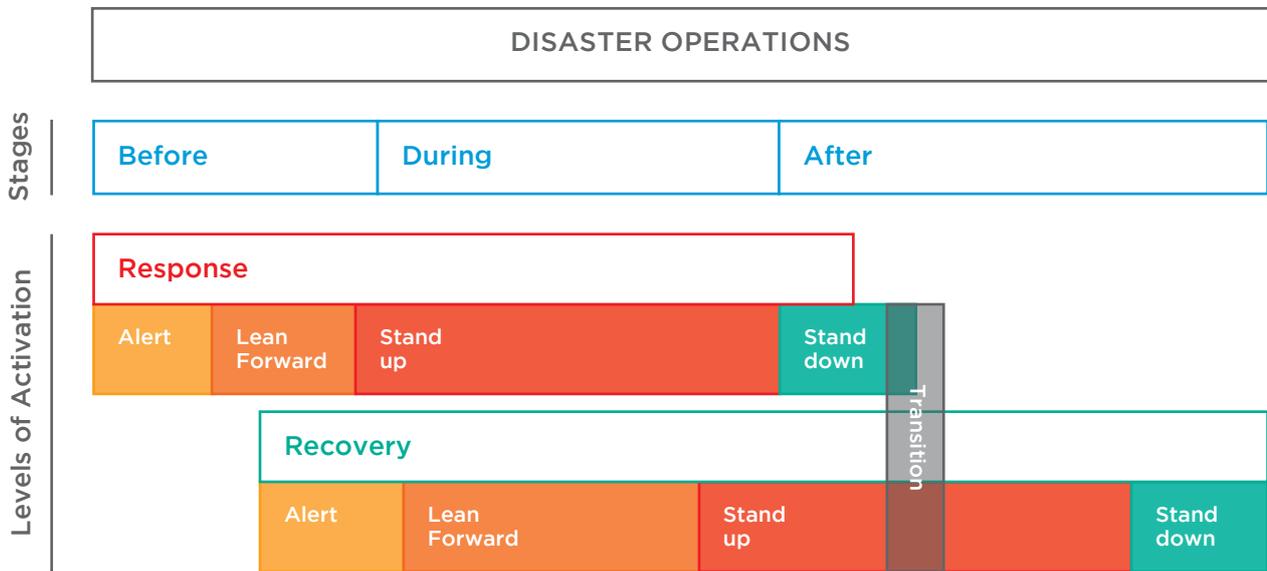


FIGURE 5.1 The above Diagram shows the correlation between disaster response and recovery phases, levels of activation and stages of operations during a disaster operation.

## 5.2 Activations and triggers of response arrangements

While local governments are primarily responsible for managing events in their area, the early and pre-emptive activation of support and resources from district and state levels ensures an integrated, active and effective response to disaster affected communities. This is particularly relevant for hazard specific arrangements and large scale disasters which may overwhelm local resources.

Activation of response arrangements occurs when there is a need to:

- monitor potential hazards or disaster operations
- support or coordinate disaster operations being conducted by a designated lead agency
- coordinate resources in support of disaster and recovery operations at local or district level
- coordinate state-wide disaster response and recovery activities.

Activation does not necessarily mean disaster management groups must be convened but may entail providing information to members of those groups about the risks associated with a pending hazard impact.

The decision to activate disaster management arrangements, including the disaster management groups and/or disaster coordination centres, depends on multiple factors including the perceived level of impact to the community.

Activation of response arrangements should occur in accordance with the activation processes detailed in the relevant plan.

### 5.2.1 Activation of local response

Timely activation of the LDMG is critical for an effective response to a disaster event. The decision to activate depends on several factors including the perceived level of impact to the community.

### 5.2.2 Activation of district response

The DDC is responsible for activating the DDMG. This would generally occur following consultation with one or more of the following:

- the Chairperson of an affected LDMG
- a member of the DDMG
- the Chairperson of the QDMC.

The DDC should determine when, and to what extent, the DDMG should activate and may bypass initial levels of activation where appropriate to the event.

- **The activation of the DDMG does not rely or depend on the declaration of a disaster situation or the activation of disaster financial assistance arrangements.**



For more information regarding declared disaster situations refer to section 5.5 of this chapter.

### 5.2.3 Activation of state response

Activations may escalate up from an LDMG through Queensland's disaster management arrangements (e.g. where the LDMG requires additional resources and support) and also escalate down from the QDMC where the disaster event has a broader implication across the state (e.g. cyclone impact zone from Cairns to Rockhampton or flooding from a cyclone impacting majority of the state).

- **The activation of the QDMC does not rely or depend on the declaration of a disaster situation or the activation of disaster financial assistance arrangements.**

### 5.2.4 Activation of the Australian response

The Department of Home Affairs, through Emergency Management Australia, is the responsible agency for coordinating assistance to states and territories, through the provision of non-financial assistance or defence assistance.

#### 5.2.4.1 ACTIVATION OF AUSTRALIAN GOVERNMENT NON-FINANCIAL ASSISTANCE

The Australian Government Disaster Response Plan, known as COMDISPLAN, governs federal non-financial assistance to Australian states and territories in an emergency or disaster.

When the total resources (government, community and commercial) of an affected state or territory cannot reasonably cope with the needs of the disaster or emergency, the nominated official – in Queensland this is the XO, QDMC – can seek non-financial assistance from the Australian Government under this plan.

Provision of this assistance requires authorisation from the Minister responsible for emergency management.

State and territory governments are responsible for coordinating and planning the response to and recovery from a disaster within their borders. The Australian Government accepts responsibility and prepares plans for providing Australian Government non-financial assistance in response to such requests.

#### 5.2.4.2 DEFENCE ASSISTANCE TO THE CIVIL COMMUNITY

Sometimes locally based Australian Government resources may be deployed in support of local authorities for limited periods without the need to activate the COMDISPLAN. This may include the provision of Defence Assistance to the Civil Community (DACC) Category 1, which is activated for a set period under local arrangements.

The principle applied to the provision of emergency DACC is that the Australian Government may make its resources (including defence assets) available in situations where state and territory authorities do not have the capacity or capability to manage a disaster or emergency.

The three categories of DACC assistance utilised within disaster operations are:

- Category 1 – Local Emergency Assistance
- Category 2 – Significant Emergency Assistance
- Category 3 – Emergency Recovery Assistance



[RG.1.210 Defence Assistance to the Civil Community \(DACC Categories\) Reference Guide](#)

### 5.3 Hazard specific activations

Where a disaster event requires the activation of hazard specific arrangements based on the lead agency's legislated and/or technical capability and authority, the broader disaster management arrangements may be activated to provide coordinated support to the hazard specific arrangements (e.g. electricity emergency, am safety incident).



For more information regarding lead agency responsibilities refer to the [State Disaster Management Plan 2017 Appendix C](#).

## 5.4 Disaster coordination centres

The effective management of any disaster or emergency requires strong cooperation, coordination, consultation, collaboration and shared responsibility between individuals, agencies and the community, all committed to showing support, trust and teamwork. Disaster coordination centres ensure disaster operations are coordinated in the most expedient and efficient manner. Disaster coordination centres support disaster management groups at every level of Queensland's disaster management arrangements – local, district, state and Commonwealth.

### 5.4.1 Local Disaster Coordination Centre

The LDCC is managed by the local government, staffed by local government employees and supported by agency liaison officers from government and NGOs as appropriate to the local area. The LDCC should have the capability to manage and coordinate resources, information and reporting, and pass RFAs to the DDCC.

### 5.4.2 District Disaster Coordination Centres

QPS manages the DDCC. The centre is typically staffed by QPS employees and supported by agency liaison officers from state government agencies and appropriate NGOs. The DDCC coordinates the provision of:

- state government support to LDMGs
- resources between LDMGs within the district
- information to the SDCC and LDCCs.

### 5.4.3 State Disaster Coordination Centres

The SDCC supports the QDMC, SDCG and SDC through the coordination of the state level operational response during disaster operations. The SDCC also ensures information about an event and associated disaster operations is disseminated to all levels in Queensland's disaster management arrangements.

During disaster response operations, the SDCC is the interface with the Australian Government and other states and territories, coordinating requests for support to DDMGs and through them to LDMGs.

Other state level coordination centres may also be activated to provide information and situational awareness to the SDCC. For example the Queensland Health State Health Emergency Coordination Centre (SHECC) provides situational awareness on behalf of all Queensland Health facilities.

### 5.4.4 Australian Government Crisis Coordination Centre

The Australian Government CCC coordinates the Australian Government's whole of government response to major emergencies, and the disaster management policy and operations between Queensland and the Australian Government.

## 5.5 Declaration of a disaster situation

Sections 64, 65, 66, 67, 67A, 68, 69, 70, 71, 72, 72A and 73 of the Act give the legislative authority for declaring a disaster situation, notice of declaration, duration, extension and ending the disaster situation. The declaration of a disaster situation provides additional powers to nominated officers as per sections 75, 76, 77, 78 and 79 of the Act.

A disaster situation will normally only be declared by the DDC, Minister for Fire and Emergency Services or Premier when it is necessary to exercise those additional powers to prevent or minimise:

- loss of human life
- illness or injury to humans
- property loss or damage
- damage to the environment.
- **It is not necessary to declare a disaster situation to activate the disaster management arrangements or to obtain financial assistance through established disaster relief schemes.**



F.1.213 Form DM1 – Direction about the exercise of powers under other Acts during disaster situations

F.1.214 Form DM2 – Declaration of a disaster situation – district level

F.1.215 Form DM3A – Extension of a disaster situation – district level

F.1.216 Form DM3B – Extension of a disaster situation

F.1.217 Form DM4 – Request to end a disaster situation – district level

F.1.218 Form DM5 – Declaration of a disaster situation – state level

F.1.219 Form DM6A – Extension of a disaster situation – state level

F.1.220 Form DM6B – Extension of a disaster situation – state level

F.1.221 Form DM7 – Request to end a disaster situation – state level

F.1.222 Form DM8A – Authorisation for an individual to exercise declared disaster powers

F.1.223 Form DM8B – Authorisation for a category or class of persons to exercise declared disaster powers

F.1.224 Form DM9 – Authorisation of Declared Disaster Officers to remove, dismantle, demolish or destroy a building or other structure in a disaster situation

F.1.225 Form DM10 – Notice of a direction about property

F.1.226 Form DM11 – Authorisation of persons to exercise rescue powers

F.1.227 Form DM12 – Application for Compensation

F.1.286 Form DM14 - Notice about deemed approvals under Planning Act 2016

## 5.6 Public information and warnings

Public information and warnings play a significant role in empowering people to make life-saving decisions before and during an event. While closely linked, the terms 'public information' and 'warnings' are distinct roles/actions and should not be used interchangeably.

Public information refers to 'information provided to the public immediately before, during and after an emergency to reduce the potential impact of an emergency or hazard'.

Public information during the response phase of a disaster management operation provides the community with awareness of hazards and information about events and recommended actions, such as local evacuation arrangements and specific measures available for vulnerable groups (e.g. the elderly, ill and people with a disability).

Traditional media, including radio, television and print, is used for public information in most events, however local governments and emergency service agencies should also use social media, local warning systems, websites and other channels to provide information to stakeholders and the community.

Warnings are specific 'point-in-time information about a hazard that is impacting or is expected to impact communities'.

The BoM is responsible for issuing meteorological warnings such as severe weather warnings, tropical cyclone advice, and tsunami warnings. Local governments should constantly monitor these messages to ensure situational awareness. Warnings about incidents such as biosecurity threats, chemical spills, dams and water releases are issued by the relevant functional lead agency.

The notification and dissemination of information and warnings does not rely on the activation of a disaster management group. Rather, they should be the automatic responsibility of disaster management agencies, regardless of the status of activation of a disaster management group.

The Watch Desk – the 24/7 disaster monitoring unit in the SDCC – is key in disseminating warnings from BoM to agencies across all levels of Queensland's disaster management arrangements. Additionally, the Watch Desk is responsible for disseminating non-opt-in warnings via the EA system.



D.1.184 Queensland Tsunami Notification Responsibilities Diagram

D.1.176 Emergency Alert: Process Map

### 5.6.1 Local notification systems

Local governments are responsible for the management and operation of local notification systems and communication channels. Public information and community awareness activities should continue before, during and after an event in line with existing local government processes for local notification systems. These processes, products and public information strategies should be monitored for continuous improvement post the disaster event.

### 5.6.2 Emergency Alert system

The LDC, DDC, SDC or delegated officer of the referable dam owner (as listed in the approved dam emergency action plan), can request, through the QFES advisor on their respective disaster management group, for an EA campaign to be delivered via landline and text messages to potentially affected people. QFES Incident Controllers may also choose to request an EA campaign for a fire or hazardous material incident.

The state supports local governments, dam owners and other agencies using the EA system, where possible, to draft messages and prepare maps of potential alert areas.

QFES Media holds responsibility for advising the media of the publication of an EA campaign. Once an EA has been issued, QFES Media publishes a 'web friendly' version of the message along with details about who requested the message and any relevant links to further information. This information is sent to the media via the QFES Newsroom as well as being uploaded to the Queensland Government Disaster Management website and QFES social media platforms.



For more information regarding Emergency Alert refer to the [Emergency Alert website](#).



M.1.174 Emergency Alert Manual

### 5.6.3 Standard Emergency Warning Signal (SEWS)

As a general rule, the following four factors should be present before broadcasting SEWS:

- potential for loss of life and/or a major threat to a significant number of properties or the environment - usually the threat/impact would be the lead item in local news bulletins
- a significant number of people need to be warned
- a significant impact is expected or is occurring at the time
- one or more phenomena are classified as "destructive".

The SEWS sound precedes each emergency warning message sent from the EA system.

The status and effectiveness of SEWS is maintained by limiting its use to certain significant events:

- wind gusts > 125km/h (e.g. tropical cyclones of category 2 and above or their wintertime equivalents)
- storm tide > 0.5m above highest astronomical tide (HAT) (note that the guidelines allow initiating authorities to exercise a degree of flexibility and discretion if there is a significant threat to areas below 0.5m above HAT)
- large hail > 4cm in diameter (corresponding to > golf ball size)
- tornado
- major flood, flash flood and/or dam failure
- intense rainfall leading to flash floods and/or landslides (1-6 hour rainfall total > 50 year average recurrence interval)
- geohazards including effects of earthquakes and/or tsunami waves > 1m (tide dependent)
- major urban and rural fires
- major pollution, hazardous material or biohazard emergency
- other major emergency situations.

In Queensland, the authority to initiate SEWS is restricted to:

- BoM Regional Director for weather events
- Commissioner, QFES for disaster events and HAZMAT related incidents
- Commissioner, QPS.

When a SEWS warning is issued, the LDC (or nominated delegate) of each local government affected by the warning is to be notified by the initiating authority at the earliest opportunity.

All initiating authorities should notify the QFES State Duty Supervisor or State Duty Officer at the SDCC Watch Desk, who will then contact the relevant local governments.



#### M.1.171 The Standard Emergency Warning Signal Manual

### 5.6.4 Tsunami notifications

The JATWC notifies the BoM's Queensland regional office by telephone before issuing a tsunami warning and, in turn, the BoM's Queensland regional office confirms receipt of the warning by the SDCC by telephone.

Emergency radio and television broadcasts may be preceded by the SEWS if authorised by BoM. LDMGs may use local broadcast media to carry tailored messages to their local communities.

Telephone – using local or agency mass phone dialling message systems – is the most appropriate alert, particularly at night.

Sirens are effective for warnings, particularly for locations near the immediate coastline. Local governments may also use appropriate radio, public address systems and variable messaging signs.



#### M.1.183 Queensland Tsunami Notification Manual

#### D.1.184 Queensland Tsunami Notification Responsibilities Diagram

### 5.6.5 Media management during disaster operations

Consistent information from all levels of Queensland's disaster management arrangements is critical during a disaster event.

To ensure the release of appropriate, reliable and consistent information:

- each disaster management group's spokesperson should be approved by the group's Chairperson
- other key spokespersons should be senior representatives of the agencies involved in the event (e.g. LDC, DDC, XO, SDC or their delegates)
- hold joint media conferences at designated times involving key stakeholders, including the Chairperson of the DDMG and the Mayor of the LDMG where geographically feasible
- coordinate media conferences and announcements to avoid conflicts between state, district or local statements
- all relevant agencies should carefully check statistics before release
- each agency is only to comment on its own areas of responsibility.

### 5.6.6 Australian Warning System

Queensland has adopted the Australian Warning System (AWS) as part of the Queensland Government's response to the Royal Commission into National Natural Disaster Arrangements. The Queensland Government is further committed to implementing the AWS, including guidance and training to local governments and relevant agencies, in response to the Inspector-General of Emergency Management's South-East Queensland Rainfall and Flood Event February-March 2022 Review.

The AWS is the national approach to warnings. It includes:

- consistent warning levels (Advice, Watch and Act, Emergency Warning)
- call to action statements
- icons
- colour scheme.

To achieve consistency and give people clear and targeted information about what to do to stay safe before, during and after an incident or disaster.

The system builds on existing warning frameworks and applies nationally to bushfire, flood, severe storm, cyclone and extreme heat. It is designed to be adaptable and scalable to other hazards in the future.

**AWS Warning Responsibilities**

Hazard	Responsible Agency	Comment
Bushfire	QFES	As the primary hazard agency for bushfire, QFES is responsible for all AWS bushfire warnings in Queensland.
Extreme heat	Queensland Health	As the primary hazard agency for heatwave, Queensland Health is responsible for all AWS extreme heatwave warnings in Queensland.
Flood, storm and cyclone	Local governments  (with State support on request)	Local governments are responsible for all local AWS flood storm and cyclone warnings in Queensland.  <b>Note:</b> 1. Support to local governments to create warnings will be available from the State upon request through the disaster management arrangements. Call 1300 563 484.  2. The State may create, approve and issue local storm, flood and cyclone warnings in critical situations.  3. The State may issue broad warnings (for example, where broad cyclone AWS warnings are required) in consultation with local governments.



For more information regarding Warnings, refer to the [Australian Warning System website](#).

Resources to support responsible agencies with consistent implementation of the AWS in Queensland are available on the [Disaster Management Portal](#). Use of the provided AWS compliant templates is strongly recommended.

### 5.6.7 Differentiating between AWS warnings and Bureau of Meteorology (BoM) Weather Warnings

Under section 6 of the *Meteorology Act 1955* (Cth), the BoM is responsible for weather forecasting and “the issue of warnings of gales, storms and other weather conditions likely to endanger life or property, including weather conditions likely to give rise to floods or bushfires.”

The Bureau’s products provide information about a hazard, whereas the AWS warnings will be issued by relevant hazard management agencies and will focus on providing locally specific action-based advice, and information about the expected impacts in the warning area. AWS warnings are not intended to replace BoM weather warnings, as the two products serve different purposes.

## 5.7 Evacuation

A comprehensive, coordinated and consistent evacuation process is essential as it may be required across more than one LGA. Further, consistent evacuation processes and messages need to be communicated to all residents as well as tourists and other transient populations to minimise confusion and maximise cooperation.

### 5.7.1 Decision to evacuate

Decision makers analyse event specific information and intelligence and make an assessment on the necessity to evacuate exposed persons. An individual can choose to self-evacuate prior to an announcement of either a LDMG coordinated recommended voluntary evacuation or a DDC directed evacuation.

Voluntary evacuation may be coordinated and implemented by the LDMG in close consultation with the DDC. After a disaster has been declared under section 64 or 69 of the Act, the decision to order a directed evacuation lies with the DDC and should be made in consultation with the LDC and based on the Evacuation Sub-plan. The LDMG/LDC has no legislative power to direct an evacuation, however may recommend this action to the DDC.

### 5.7.2 Warning

An evacuation warning is a message that informs and enables individuals and communities to take appropriate action in response to an impending hazard.

The efficacy of evacuation warnings relies on the community having an understanding of the likely hazards and potential impacts relative to them and their community and what actions they will need to take to prepare themselves for evacuation.

This is generally achieved through an ongoing disaster management community education and awareness program coupled with pre-planned warning arrangements including standard dissemination methods and processes, warning messages and key messages.

### 5.7.3 Withdrawal

The process of withdrawal involves the physical and coordinated movement of exposed persons to safer locations. Withdrawal requires careful, comprehensive and coordinated planning to support the movement of all exposed persons in a timely manner and to reduce public anxiety and traffic congestion. More specifically, the strategy for withdrawal comprises:

- evacuation routes (including assembly points and signage)
- traffic management
- transport
- security.

Some community members and groups will require assisted withdrawal. These groups should be identified during the analysis of the exposed population. The process for their withdrawal should be documented in the Evacuation Sub-plan.

A systematic grid system must be used to ensure all properties within the affected community are visited and to facilitate regular progress reports to the LDCC.

### 5.7.4 Shelter

The shelter stage of the evacuation process focuses on the provision of refuge to evacuees within nominated evacuation facility and/or safer location. This stage relates to the receiving, registration and temporary respite or accommodation of evacuees.

The LDMG will identify and activate the most appropriate evacuation facility for shelter relative to the type of event and convey this to the local community within warning messages.

Where a hazard may be threatening to impact on a community and an evacuation is not required, individuals are responsible for deciding whether to shelter in place or find alternative accommodation away from the exposed area. This decision would be based on:

- the current situation (tune into warnings, log onto council website and listen out)
- their specific needs and priorities
- their family and neighbours' needs
- their location.

People who are capable of moving away without assistance are encouraged to relocate outside the exposed area.

- **The community will expect some form of evacuation facility and/or safer location to be provided if they are directed to evacuate from an unsafe area through an evacuation order.**
- **Extreme weather conditions are unpredictable and, when faced with catastrophic circumstances that exceed pre-planned evacuation facilities and/or safer locations, local governments are encouraged to have already identified a contingency plan for additional facilities/locations available at short notice.**

### 5.7.5 Return

The return of evacuees to their homes requires careful planning to ensure the process is well managed and coordinated. This requires preparation prior to the onset of an event.

The evacuation process does not end when the hazard has passed as it is critical that people return home in a safe manner with as much support and assistance as possible. Where return is not immediately possible, recovery services to facilitate short term and longer

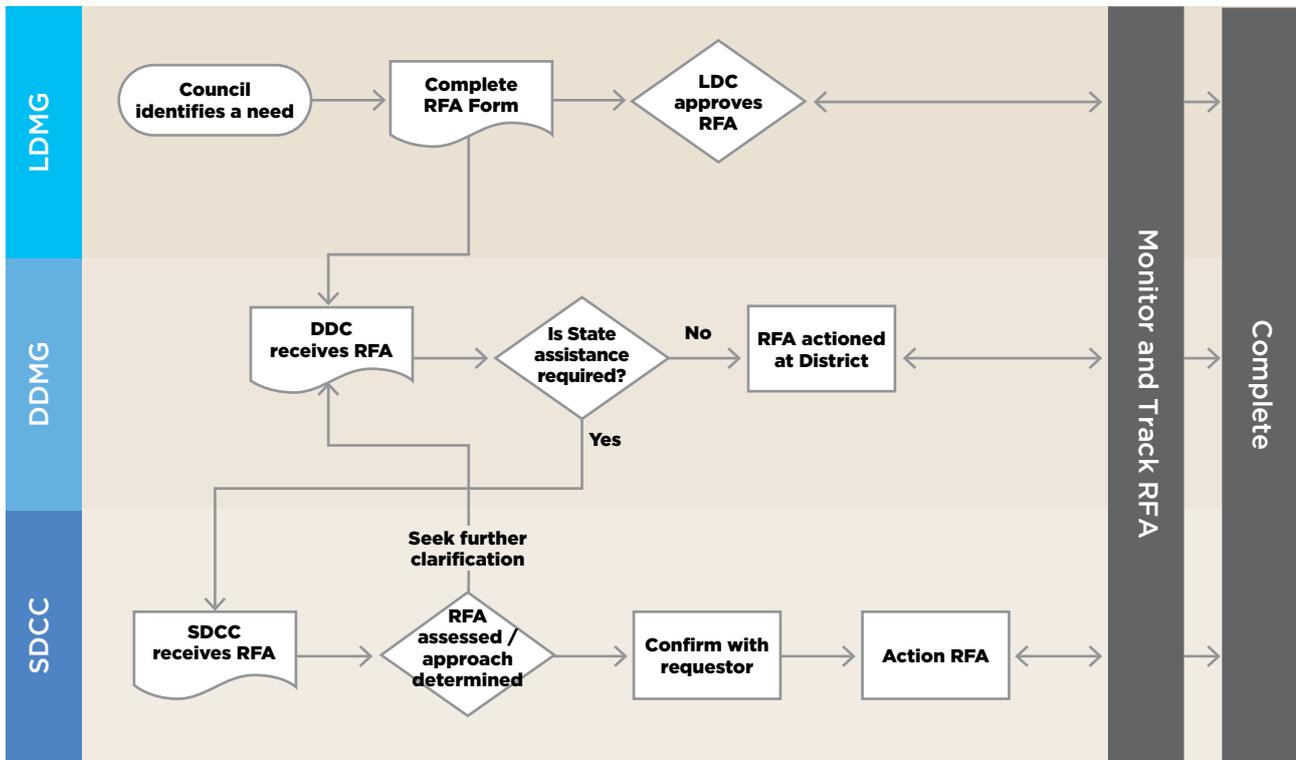


FIGURE 5.2 Managing and monitoring RFA flowchart

term temporary accommodation solutions for displaced community members need to be implemented.

The return process may include:

- return to the area by emergency services and work teams only
- partial return to only some areas of the evacuated area
- temporary return during daylight hours only.



- L.1.191 Food Safety in Evacuation Centres
- H.1.259 Queensland Evacuation Centre Management Handbook
- L.1.255 National Planning Principles for Animals in Disasters
- M1.188 Public Cyclone Shelter Manual
- M.1.189 Tropical Cyclone Storm Tide Warning Response System Handbook

## 5.8 Logistics

When a disaster management group requires logistics support and/or resources to meet operational requirements that are beyond local or district capacity and capability, they must seek assistance through a formal request to the next relevant level (i.e. local to district or district to state).

The group must clearly articulate the resource capability required or the problem and outcome they need using the RFA template. The request must provide sufficient details about description, quantity and delivery time to ensure an efficient and timely response.

State agencies represented on the DDMG are to acquire goods and services through their established departmental acquisition processes, before placing a request with the SDCC for assistance from another agency.

Administrative boundaries may unnecessarily separate resources from impacted communities. Accordingly, disaster management plans should detail all resources located within the area, irrespective of administrative

boundaries. This may include neighbouring DDMGs and non-disaster affected LDMGs.

Any proposed cross boundary arrangements should be acknowledged through the relevant planning processes and documented within the disaster management plan, along with strategies for prioritising the allocation of support and resources.

The state should be advised prior to the cross boundary arrangements being implemented, to assist the state-wide coordination of resources.



#### F.1.198 Request for Assistance Form

### 5.8.1 Managing requests for assistance

The logistics function in the coordination centre at each level of Queensland's disaster management arrangements plays a central role in managing RFAs. To support this function, Liaison Officers are responsible for coordinating RFAs applicable to their agency and providing advice and assistance on their agency's capabilities and resources. When a RFA is received, the following actions are undertaken:

- assess the RFA:
  - determine if it is an appropriate request for the agency or group
  - assess the request to ensure it contains all required information to enable the appropriate actioning of the request
  - seek clarification from the requesting officer if necessary
- monitor the RFA status:
  - monitor and track the request and ensure any issues with its completion are identified and resolved
  - ensure accurate recording and reporting on the completion of requests
- interact with other agencies:
  - RFA may require action by more than one agency

- Liaison Officers (LOs) should work together to coordinate the completion of the RFA

- forward plan:
  - consider future operational requirements which may generate requests for the group or agency
  - undertake contingency planning in anticipation of requests
  - gain information from briefings and meetings
  - consider determining the availability of resources.

Managing and monitoring RFAs ensure the allocation, receipt and return of the resources (if applicable) is appropriate and within established arrangements (e.g. offers of assistance, emergency supply, council to council, evacuation, public cyclone shelter management).

The RFA process is illustrated in Figure 5.3.

### 5.8.2 Emergency supply

Emergency supply is the acquisition and management of emergency supplies and services in support of disaster operations. It is best delivered by a logistics cell or capability at either the Local, District or State Disaster Coordination Centre, depending on the specific situation.

When local and district operations require additional resources during a disaster, QFES, as the functional lead agency for emergency supply, coordinates the acquisition and management of supplies and services, either through the SDCC Watch Desk or by its logistics capability when the SDCC is activated. Emergency supply is generally conducted as an RFA.

- **The escalation of requests from local to district to state should not be a strategy to shift financial risk. Uncertainty at the local level about request or resource eligibility under the NDRRA, should be addressed with the responsible QFES Emergency Management Coordinator or Queensland Reconstruction Authority liaison officer.**
- **Supplies should first be sought locally, using the Local Emergency Supply Register developed as part of the LDMP.**



#### T.1.195 Emergency Suppliers Register Template

### 5.8.3 Council to council arrangements

Local councils may seek assistance from other local councils to provide personnel or physical resources during a disaster event. The RFA process is used for these council to council requests.

This process facilitates the movement of council managed goods and services including council staff to other council areas.

### 5.8.4 Resupply operations

When isolation occurs, the Queensland Government may need to act and initiate resupply operations to provide essential items for impacted communities. Resupply operations are expensive and logistically challenging and must be considered as a last resort.

When local and district operations require additional resources, QFES coordinates the acquisition and management of resupply through the SDCC logistics or Watch Desk.

There are three types of resupply operations undertaken in Queensland:

- resupply of isolated communities
- isolated rural property resupply
- resupply of stranded persons.

#### 5.8.4.1 RESUPPLY OF ISOLATED COMMUNITIES

This operation occurs when people residing in a community have access to retail outlets but those outlets are unable to maintain the level of essential goods required due to normal transport routes being inoperable as a result of a natural disaster event. In this scenario, the state government contributes to the cost of transporting goods by alternate methods.

This operation ensures essential goods are available to the community through the normal retail facilities within that community. This maintains the safety and wellbeing of humans and domestic animals during the period of isolation.

#### 5.8.4.2 RESUPPLY OF ISOLATED RURAL PROPERTIES

Isolated rural properties are groups of individuals isolated from retail facilities due to normal transport routes being inoperable as a result of a natural disaster

event. This may include primary producers, outstations or small communities that have no retail facilities and require resupply. The aim of resupply operations to isolated rural properties is to maintain access to essential goods, including medications.

Isolated rural property owners are responsible for placing and paying for their orders with retailers. The LDCC and DDCC facilitate and meet the cost of transport only. Resupply to isolated rural properties may continue for some time after resupply to isolated communities is no longer required.

LDMGs whose area of responsibility contains rural properties that are subject to isolation should ensure that all rural properties are aware of the resupply process, protocols and contacts.

#### 5.8.4.3 RESUPPLY OF STRANDED PERSONS

This operation provides essential goods to individuals who are isolated from retail facilities due to normal transport routes being inoperable as a result of a natural disaster event and are not at their normal place of residence. This is usually stranded travellers and campers.

The resupply or evacuation of stranded persons is coordinated by the QPS. QPS may also use the resources of the LDCC - if it is activated - in response to a disaster event in the LGA.

QPS determines the most appropriate course of action: whether to resupply stranded individuals or to evacuate them to a safer environment. If the LDCC is not activated, QPS will resupply or evacuate stranded individuals and report through the normal police reporting system.

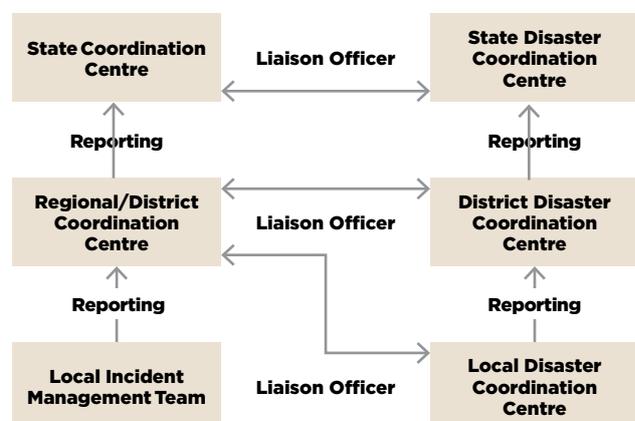


FIGURE 5.3 Reporting Structure



M.1.205 Resupply Manual

F1.206 Local Government Request for SDCC Resupply Form

## 5.9 Financial management

The inherent nature of disaster events typically means finance operations must be conducted within compressed time constraints and other operational pressures, necessitating the use of non-routine procedures.

Despite this, the requirement for sound financial management and accountability does not diminish.

Agencies must ensure they adhere to relevant legislation, policies and procedures.



For more information regarding financial management considerations refer to Chapter 4 section 4.4.3.

### 5.9.1 Disaster financial assistance arrangements

There are multiple financial arrangements which, if activated, can provide financial support to Queensland communities impacted by a disaster event through the reimbursement of eligible expenditure.



For more information regarding these arrangements refer to Chapter 7.

## 5.10 Reporting

### 5.10.1 Operational reporting

Situational awareness at all levels of Queensland's disaster management arrangements enables informed operational decision making. This situational awareness is provided by specific event reporting procedures activated during disaster management operations.

A situational report (sitrep) is brief, updated regularly and outlines the details of the disaster, requirements and the responses undertaken.

LOs are required to report on the status of their agency's involvement in disaster operations by meeting the reporting requirements of both the disaster coordination centre and their agency.

#### 5.10.1.1 LOCAL

During a disaster event, the LDMG, through the operation of the LDCC, is responsible for the preparation and distribution of sitreps. Sitreps capture accurate information from the day's operations including a current and forecast situation.

To do this, LDMG's will need regular and accurate information from operational areas to inform operational responses, forward planning and the contents of the sitrep.

LDMGs will need to allocate appropriate staff in the LDCC to compile the sitrep.

If an event is contained within a LGA and has not progressed to DDCC activation, the DDMG will still have activated to 'Lean Forward' level and the DDC may 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.



T.1.228 Local Disaster Management Group Situation Report Template

#### 5.10.1.2 DISTRICT

The district level has adopted a system of live reporting during a disaster event, recorded directly into the Disaster Incident Event Management System (DIEMS) and therefore no longer produces a standardised sitrep. DIEMS is monitored during activation of the SDCC and relevant information is included in the state level reporting.

The DDCC will need to ensure sitreps are received from activated/affected LDMGs to inform districts' operational response and forward planning. The DDC will determine and advise LDMGs of the frequency of sitreps, relative to the disaster event.

### 5.10.1.3 STATE

During a disaster event, state level reports are prepared and distributed by the SDCC as:

- State update – provides an overall situational awareness to a wide audience (i.e. LDMGs and DDMGs).
- Executive summary – provides a strategic summary to SDC/QDMC, senior executive of QFES and QPS.
- Key messages – produced for use as speaking points by government personnel, Ministers and the Premier.

### 5.10.2 Tasking log

A tasking log to record actions and the responsible agency or officer should be used during a disaster event. 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
- actions taken and contextual comments.

The use of a tasking log helps to ensure, during busy and challenging times, that planned actions have been executed and documented. Tasking logs should be treated as official records and stored and archived appropriately to provide information to any post-event review.

## 5.11 Debrief

A debrief must be organised at the conclusion of response operations for the local, district and state levels. Debriefs can take varying forms and have different purposes.

### 5.11.1 Hot debrief

A hot debrief is conducted immediately after response operations conclude. Participants share learning

points while their response experiences are fresh. For lengthy response operations, multiple hot briefs may be conducted at suitable intervals to identify issues and develop solutions for immediate implementation.

### 5.11.2 Post event debrief

A post-event debrief is conducted days or weeks after a response operation concludes, when participants have had time to reflect on and consider the effectiveness of the operation.

All agencies must have an articulated debrief plan and outline options for employee assistance in line with their respective agency's human resources policies.

## 5.12 Disaster management systems

Collaboration and interoperability are essential foundations for effective disaster management and consideration should be given to establishing systems, procedures and processes that ensure a continuous flow of accurate, critical, up-to-date, and relevant information between key stakeholders across all levels of Queensland's disaster management arrangements using the guidelines, standards and requirements of the Queensland Government's Chief Information Office.

- **Groups should consider the requirements of the Queensland Government Chief Information Office; information access and use guidelines and technical standards to ensure sharing of data and information, as well as the interoperability of computer systems that connect using web services.**



[L.1.128 Queensland Government Chief Information Office](#)

[L.1.129 Information access and use \(IS33\) policy](#)

[L.1.130 Information access and use \(IS33\) guideline](#)

[L.1.131 Determining the ex ante release status of information](#)

[L.1.132 Information governance policy](#)

The key event management systems used in Queensland to provide platforms for information sharing and situational awareness are discussed below.

# 6 Recovery



Community recovery from disasters can be a complex and often lengthy process, with different communities recovering at different rates.

The recovery element of the comprehensive approach to disaster management – prevention, preparedness, response and recovery (PPRR) – can be the most complicated and protracted.

The best outcomes are achieved by ensuring recovery strategies align with community need and are led by the affected community.

This requires a collaborative, coordinated, adaptable and scalable approach where the responsibility for disaster recovery is shared among all sectors of the community including individuals, families, community groups, businesses and all levels of government.

A community-led approach supports the rapid restoration of services essential to human wellbeing and presents an opportunity to build resilience and improve community circumstances and preparedness beyond their pre-disaster status.

Queensland takes an all hazards approach to recovery, as identified in the Act.

## 6.1 Principles

The following principles underpin all recovery planning and operations in Queensland:

- Understanding the **context**:
  - Acknowledge existing strengths and capacity, including past experiences;
  - Appreciate the risks and stressors faced by the community;
  - Be respectful of and sensitive to the culture and diversity of the community;
  - Support those who may be facing vulnerability;
  - Recognise the importance of the environment to people and to their recovery;
  - Be acknowledged as requiring a long term, sustained effort as needed by the community; and
  - Acknowledge the impact upon the community may extend beyond the geographical boundaries where the disaster occurred.
- Recognising **complexity**:
  - Disasters lead to a range of effects and impacts that require a variety of approaches; they can also leave long-term legacies;
  - Information on impacts is limited at first and changes over time;
  - Affected individuals and the community have diverse needs, wants and expectations, which can evolve rapidly;

- Responsive and flexible action is crucial to address immediate needs;
- Existing community knowledge and values may challenge the assumptions of those outside of the community;
- Conflicting knowledge, values and priorities among individuals, the community and organisations may create tensions;
- Emergencies create stressful environments where grief or blame may also affect those involved; and
- Over time, appropriate support for individuals and communities, from within and outside, can cultivate hope and individual and collective growth.
- Using local, **community-led** approaches:
  - Assist and enable individuals, families and the community to actively participate in their own recovery;
  - Recognise that individuals and the community may need different levels of support at various times;
  - Be guided by the communities priorities;
  - Channel effort through pre-identified and existing community assets, including local knowledge, existing community strengths and resilience;
  - Build collaborative partnerships between the community and those involved in the recovery process;
  - Recognise that new community leaders often emerge during and after a disaster, who may not hold formal positions of authority; and
  - Recognise that different communities may choose different paths to recovery.
- Ensuring **coordination** of all activities:
  - Have clearly articulated and shared goals based on desired outcomes;
  - Be flexible, taking into account changes in community needs or stakeholder expectations.
  - Be guided by those with experience and expertise, using skilled, authentic and capable community leadership;
- Be at the pace desired by the community, and seek to collaborate and reconcile different interests and time frames;
- Reflect well-developed community planning and information gathering before, during and after a disaster;
- Have clear decision-making and reporting structures and sound governance, which are transparent and accessible to the community;
- Demonstrate an understanding of the roles, responsibilities and authority of organisations involved and coordinate across agencies to ensure minimal service provision disruption;
- Be part of an emergency management approach that integrates with response operations and contributes to future prevention and preparedness; and
- Be inclusive, availing of and building upon relationships created before, during and after the emergency.
- Employing effective **communication**:
  - Recognise that communication should be two-way, and that input and feedback should be encouraged;
  - Ensure that information is accessible to audiences in diverse situations, addresses a variety of communication needs, and is provided through a range of communication channels and networks;
  - Establish mechanisms for coordinated and consistent communications between all service providers, organisations and individuals and the community;
  - Ensure that all communication is relevant, timely, clear, accurate, targeted, credible and consistent; and
  - Identify trusted sources of information and repeat key recovery messages to enable greater community confidence and receptivity.
- Acknowledging and building **capacity**:
  - Assess capability and capacity requirements before, during and after a disaster;
  - Support the development of self-reliance, preparation and disaster mitigation;

- Quickly identify and mobilise community skills, strengths and resources;
  - Develop networks and partnerships to strengthen capacity, capability and resilience;
  - Provide opportunities to share, transfer and develop knowledge, skills and training;
  - Recognise that resources can be provided by a range of partners and from community networks;
  - Acknowledge that existing resources may be stretched, and that additional resources may be sought;
  - Understand that additional resources may only be available for a limited period, and that sustainability may need to be addressed;
  - Understand when and how to step back, while continuing to support individuals and the community as a whole to be more self-sufficient when they are ready; and
  - Be evaluated to provide learning for future disaster and improved resilience.
- Human and social – Department of Communities, Disability Services and Seniors
  - Economic – Department of State Development, Manufacturing, Infrastructure and Planning
  - Environment – Department of Environment and Science
  - Building – Department of Housing and Public Works
  - Roads and transport – Department of Transport and Main Roads.

Individual recovery functions have the potential to either negatively or positively impact on the outcomes sought by other recovery functions. Accordingly, each function must undertake recovery activities in the spirit of cooperation, collaboration and integration, with a focus on mutually beneficial outcomes across multiple functions. An early challenge for all recovery functions is to facilitate the return of communities following any evacuation. 'Return' after an evacuation must be planned in conjunction with plans for recovery. Similarly, recovery planning must take account of those planning the return of those following evacuations.

The principles above are from the [National Principles for Disaster Recovery](#).

## 6.2 Recovery functions

Effective recovery requires an integrated, multi-disciplinary approach to needs analysis, consequence management, community engagement, planning and service delivery. Aspects of recovery are conceptually grouped into the following five interrelated functions, applicable in an all hazards environment:

- human and social
- economic
- environment
- building
- roads and transport.

The responsibilities for the functional lead agencies for recovery have direct correlation to the relevant agency's core business activities to ensure alignment, appropriate skill sets and sufficient capabilities. The functional lead agencies are as follows:

### 6.2.1 Human and social

Human and social recovery relates to the emotional, social, physical and psychological health and wellbeing of individuals, families and communities following a disaster. Human and social recovery addresses a range of needs including:

- access to timely information
- assistance to reconnect with families, friends and community networks
- enabling people to manage their own recovery through access to information and a range of services and practical assistance measures, including financial support for those individuals and households who are most vulnerable and do not have the means to finance their own recovery
- engagement and access to emotional, psychological and mental health support at individual, family and community levels (psychosocial support)
- assistance for people to maintain a sense of equilibrium in their life, come to terms with what has happened and move forward into a new and possibly changed reality.

### 6.2.2 Economic

A disaster can have both direct and indirect impacts on the economy. The direct impacts can usually be given a monetary value and may include loss of local industry (such as tourism), employment opportunities and reduction in cash flow for businesses.

Economic recovery aims to:

- address the impacts on key economic assets, employment issues and the capacity of local businesses to operate
- minimise the effects on individuals and businesses
- facilitate financial assistance, access to funds and loans and employer subsidies, and assist with contract arrangements
- facilitate links with job providers and employment agencies to source labour, re-establish supply chains and undertake joint marketing activities
- support small to medium enterprises in their recovery
- identify options for improvement or adjustment from current business operations
- align economic reconstruction priorities with infrastructure development programs and activities where possible.

### 6.2.3 Environment

The natural environment can be affected as a direct result of a disaster or through a secondary impact or consequence from the disaster response or recovery process.

Potential impacts to the environment include damage or loss of flora and fauna, poor air quality, reduced water quality, land degradation and contamination, as well as destruction to heritage-listed places.

Environmental recovery aims to:

- identify and monitor actual and potential impacts on the environment from natural and human-made disasters
- coordinate and prioritise the rehabilitation of impacted (or at risk) land, aquatic and marine ecosystems, wildlife, natural resources, cultural heritage values and built heritage places to maximise efficiency of resource allocation
- identify, advocate and pursue cross-sector recovery solutions that will achieve multiple objectives, including reducing future impacts on the environment, through the use of natural safeguards and environmentally resilient design
- coordinate and prioritise the rehabilitation of riparian and coastal land
- monitor potential water quality issues
- monitor and advise on other public health matters such as food safety, communicable diseases and mosquito control
- ensure the recovery actions for mining and other high risk industries are environmentally safe
- support the timely repair of water and sewage infrastructure.

### 6.2.4 Building

The effects of a disaster on the built environment often result in damage and disruption which inhibits the capacity of essential services and the building sector, including housing, accommodation, education and health facilities.

Building recovery aims to:

- assess damage to buildings across the impacted areas to gather information about the extent and severity of damage as well as insurance losses to assist recovery efforts and monitor recovery progress
- facilitate immediate, short term and longer term temporary accommodation solutions for displaced community members and the incoming government response and recovery workforce
- assess damage and coordinate the demolition, securing, clean-up, repair and restoration of government owned buildings and facilities

- provide information and advice to impacted homeowners and community members regarding how to clean-up, move back in and organise the assessment, repair or rebuilding of their homes and properties
- provide advice and support about timely safety inspections and reconnection of utilities by providers
- provide advice and coordinate the clean-up and disposal of hazardous building material and debris from public areas
- facilitate longer term temporary accommodation solutions for community members who have been permanently displaced and do not have the means to re-establish their own housing needs without significant assistance
- provide information and advice to the building industry supply chain (contractors, subcontractors and suppliers) regarding rebuilding materials, skills and trades, codes required for repair, rectification and rebuilding work.

The Minister responsible for *Sustainable Planning Act 2009* reduces the regulatory burden during the recovery stage by assisting local council to prepare and progress Temporary Local Planning Instruments to enable orderly and appropriate development to occur while addressing ongoing risks.

### 6.2.5 Roads and transport

A disaster's impact on transport networks – including road, rail, aviation and maritime – typically results in reduced access to communities and disruption to critical supply chains (both in and out of the impacted area).

Roads and transport recovery aims to:

- restore transport networks or identify alternative networks
- engage directly with industry and the community on the recovery and reconstruction phases following a disaster.

## 6.3 Governance

Clear and robust governance arrangements are the foundation of successful disaster recovery. Queensland's disaster recovery arrangements, shown in Figure 6.1, align with Queensland's disaster management arrangements articulated in the Act. These arrangements

enable a collaborative approach that brings together all agencies, stakeholders and resources for planning and coordinating the delivery of recovery functions.

Once appointed, the SRC facilitates the sharing of information between impacted councils and their LDMGs, DDMGs, the SRPPC and the Queensland Government, including the state level FRGs. In turn, the FRGs, through their representatives on the DDMGs, establish a formal reporting relationship with the relevant LRGs to ensure effective information sharing.

The local level is the entry point for recovery operations.

The district provides resources to the local level, based on impact and needs assessments and agreed service delivery arrangements, ensuring resources required are available and prioritised accordingly.

FRGs support the local and district recovery groups throughout recovery operations as required.

At the state level, the QDMC ensures effective disaster management is developed and implemented across the state.

The QDMC governs recovery at a strategic level, with regular reporting on recovery progress from:

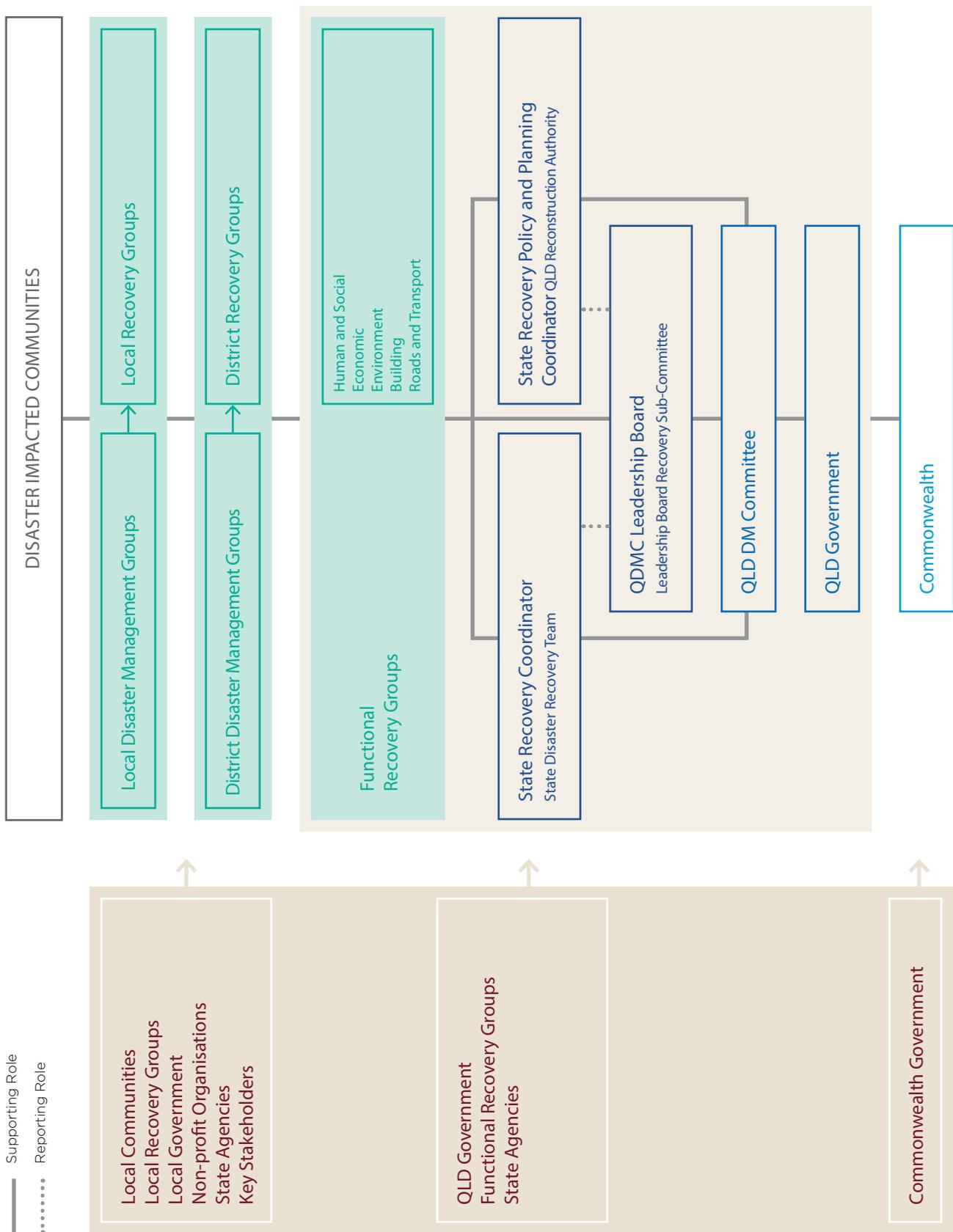
- the Deputy Chairperson of the QDMC
- the SRPPC
- the SRC and their deputies, if appointed

The SRPPC may establish a task force to centrally coordinate, support and provide direction for resource allocation. The roles, responsibilities and accountability for the task force are determined by the Minister responsible for recovery and reconstruction.

The required communication and governance protocols for recovery operations should be documented in the recovery section of Local, District and State Disaster Management Plans. These protocols should include:

- consideration of cross-group arrangements (including the ability to integrate the recovery functions if the nature of the event and / or affected communities warrants such an approach)
- triggers for transition
- support arrangements
- notification requirements consistent with other state plans.

FIGURE 6.1  
Queensland's Disaster Recovery Arrangements



### 6.3.1 Local Disaster Management Groups

LDMGs are responsible for leading recovery efforts post disaster. LDMGs assess the need for a coordinated, ongoing recovery operations during and/or at the conclusion of the response phase. This may be based on a range of factors including:

- scale of the disaster
- outstanding issues and impacts that require a coordinated, multi-agency approach
- significant disruption of the community's connectedness
- the community does not have the capability to recover independently
- people will be unable to return to their properties in the long term
- reconstruction or other impacts, such as contamination, require a long term recovery plan.

This decision is recorded and local recovery arrangements are activated.

Local recovery arrangements vary across the state due to differences in community characteristics and agency structures. For example, recovery arrangements in rural and remote communities, which are more likely to be at risk of isolation and access to services, differ in some areas from those in urban and coastal locations

DDMGs and state government agencies provide support and resources in response to requests from affected LDMGs.

Accordingly, LDMGs are responsible for ensuring recovery arrangements, in consultation with the community, are prepared for, planned for and implemented to support their LGA.

The groups should identify personnel to lead recovery operations across each functional recovery area (human and social, economic, environment, building and roads and transport), noting that these functions may be collapsed into more general functions, such as infrastructure comprising building and roads and transport).



For more information regarding Local Disaster Management Group Roles and Responsibilities refer to Chapter 2.

### 6.3.2 District Disaster Management Groups and district arrangements for recovery

DDMGs should ensure recovery arrangements are prepared for, planned for and implemented to support the LDMGs in their district.

It is recommended that representatives from each of the functional recovery lead agency are members of DDMGs to ensure recovery operations and planning are included in overall disaster management activities at the district level.

Functional lead agencies should maintain arrangements at the district level that achieve their functional responsibilities for recovery at the local and district levels, such as specific recovery plans and standing groups or committees (for example, the District Human and Social Recovery Committees chaired by the Department of Communities, Disability Services and Seniors).

Once LRGs are established, DDMGs should facilitate communication and information sharing within the district and to the state FRGs, through their FRG lead agency members. DDMGs should also promote council to council arrangements to facilitate recovery operations and investigate opportunities for local government collaboration with other councils, and to build resilience and recovery resource capacity.



For more information regarding District Disaster Management Group Roles and Responsibilities refer to Chapter 2.

### 6.3.3 Local and district recovery groups

#### 6.3.3.1 ESTABLISHMENT

Local and district recovery group establishment:

- is not mandatory under the Act and occurs at the discretion of the Chairperson of the LDMG or DDMG respectively, depending on the scale of the disaster, impact and needs assessments, and anticipated recovery operations.
- should be made by the LDMG or DDMG Chairperson respectively in consultation with key agencies likely to be members of the group
- may include an overarching, local/district recovery group to provide coordination and oversight of Functional Recovery Sub-groups
- may form as one single recovery group or as multiple Functional Recovery Sub-groups reporting to the LDMG or DDMG (for example, if the focus of a recovery operation is principally environmental impacts, an Environment Recovery Sub-group, reporting to the LDMG/ DDMG, may be formed of agency expert representatives to address these issues)
- may include the formation of a recovery sub-group for each functional area – human and social, economic, environment, building, and roads and transport – where the impacts are significant and across all functions of recovery.
- **Where appropriate the functional recovery areas of building and roads and transport can be amalgamated into an infrastructure recovery sub-group.**



**RG.1.234 Local or District Recovery Group Structure Reference Guide**

#### 6.3.3.2 MEETINGS

Groups are encouraged to meet regularly to ensure recovery strategies and coordination arrangements are practised, exercised and reviewed, and members are prepared.

During recovery operations, the recovery group should meet as necessary at times to best manage, coordinate

and monitor recovery operations. These times and dates will be at the discretion of the Chairperson of each group.

## 6.4 Recovery planning and preparedness

Recovery planning is integral to disaster preparedness.

Planning for specific recovery operations must commence well before a comprehensive assessment indicates a particular hazard, creating exposures and risk that require response and recovery operations, is likely to occur.

Recovery planning must be sufficiently flexible to deal with the needs of the impacted community, regardless of the nature of the disaster.



For more information regarding Recovery Planning refer to Chapter 4.

### 6.4.1 Local recovery planning

Local governments and LDMGs – in consultation with their communities – have the local knowledge, skilled employees and community connectedness to best lead disaster recovery in their region.

Accordingly, community representatives must be at the centre of planning for a community led approach to be successful.

The ability to undertake local recovery planning will vary between LDMGs and depend on workforce availability, training, previous experience and concurrent disaster management activities. Therefore, arrangements for recovery at the local level should be established well before a disaster and be reflected in relevant LDMPs. Where possible, this should include establishment of a LRG and sub-groups responsible for recovery operations.

#### 6.4.1.1 LOCAL RECOVERY PLAN

A local recovery plan describes the local interagency arrangements for managing recovery operations. It describes the priorities, strategies, issues and activities and actions being taken to address these for a specific disaster.

Recovery plans should be informed through a risk-based approach which takes into account potential exposure

to all known hazards. In particular, these plans should identify and provide advice to the relevant district group about support services required by the local group to facilitate recovery operations (as per section 30 of the Act) and incorporate a recovery strategy.

Impacted local governments have a coordinated leadership role in the local recovery process and should have local recovery plans to document recovery strategies and objectives.

In the event of a disaster, an LDMG should consider the development of a disaster specific local recovery plan to drive local recovery efforts.

Where multiple LGAs are involved, the state will develop a broader plan of action.



#### M.1.136 Guide to Local Recovery Planning Manual

### 6.4.2 District recovery planning

Arrangements and strategies to coordinate support for local recovery operations within each of Queensland's 22 districts are reflected in District Disaster Management Plans (DDMPs). The DDMP should address the district's recovery strategy, developed in consultation with the relevant LDMGs, and include coordination arrangements for recovery across the functional areas at the district level.

FRG lead agencies ensure arrangements that achieve their functional responsibilities for recovery planning at the local, district and state level are in place.

### 6.4.3 State recovery planning

At the state level, recovery planning for a specific disaster is undertaken under direction from the QDMC and guidance from the SRPPC.

Depending on the scale and scope of the disaster, and in consideration of local and district recovery planning and operations, the SRPPC, through the QRA, will develop a recovery plan to manage and coordinate recovery operations for disaster events (as defined in section 16 of the Act) as well as any other incident determined by the Minister responsible for recovery and reconstruction or the SRPPC.

The SRPPC will lead this planning in consultation with the five FRGs, other relevant state government agencies, the impacted councils and LDMGs and

DDMGs and the Local Government Association of Queensland (LGAQ).

### 6.4.4 Functional lead agency recovery plans

Functional lead agency recovery plans should be developed in partnership with stakeholders, through a planning group, and include:

- short, medium and long term recovery priorities
- consideration of local capability
- a focus on the restoration of key infrastructure and services, rebuilding and rehabilitation
- metrics to track progress and support accountability
- consideration of funding arrangements
- integration across all functional recovery areas
- mechanisms to engage community members in their own recovery
- anticipated end of recovery activities and the expected transition to community activities and a new normal.

Where appropriate, each FRG lead agency or recovery sub-group should develop, for incorporation into broader recovery plans, a plan of action in collaboration with their members that details the arrangements for their designated recovery function to support recovery operations at the local, district and state levels.

### 6.4.5 Communication planning

Recovery groups, at every level, are strongly recommended to develop a communication plan.

The purpose of this plan is to coordinate effective communication with the community and other stakeholders across the recovery functions.

The plan could include:

- information on the recovery strategy
- planned measures in place
- the progress of recovery operations (using defined and agreed metrics)
- central sources of recovery related information for individuals, communities and other stakeholders.

To foster and maintain confidence in the recovery operations, processes to measure progress should be established and then communicated to the community.

This could be via:

- community engagement events and activities when key milestones are reached
- regular media updates
- a strong web and social media presence.

The communication plan should also outline strategies for engaging with affected individuals and communities, and building on existing links with community and cultural leaders and networks. This will ensure effective recovery-related issues and possible strategies for their resolution are identified, and service delivery arrangements are in place.

The communication plan needs to identify communication pathways between each level's recovery groups, sub-groups, stakeholders and the media. It should also consider requirements for each stage of recovery operations, transitional arrangements and, where necessary, strategies for communicating with key decision makers within Queensland's disaster management arrangements.

The communication plan should be incorporated in the relevant LDMP or DDMP, as well as state recovery plans and functional lead agency recovery plans. The communication approach should be consistent across all plans to ensure it is executed smoothly during operations.

Communication plans should also consider the requirements outlined in the Queensland Government arrangements for coordinating public information during a crisis.



[H.1.159 Queensland Government: arrangements for coordinating public information in a crisis](#)

### 6.4.6 Exercising plans

Recovery plans should be tested at least annually for currency and accuracy (via operational activity or exercise) and reviewed, to ensure compliance with current planning guidelines.

Exercises should be conducted in conjunction with those planned by disaster management groups to

test response operations. This will help assess the interaction between response and recovery operations

## 6.5 Concept of operations

### 6.5.1 Triggers to activate recovery

Queensland's SDMP details the disaster operation trigger levels of activation as:

- Alert
- Lean Forward
- Stand Up
- Stand Down.

The nature of a disaster determines the length of response and recovery operations. While the timing to transition from one level of activation to the next can be arbitrary (as it is based on specific and evolving circumstances), trigger points help guide this decision.

Recovery agencies should be in the **Alert** level of activation when a disaster is imminent to ensure recovery strategies and arrangements are established and embedded.

A review of preparedness arrangements and existing plans, including preliminary scoping for future recovery planning and the commencement of impact assessments, should also occur at this time.

Concurrently, agencies and organisations will undertake activities to support the response, such as data collection, communication, engagement and scenario planning to prepare the community for the disaster.

In the early stages of **Stand Up** level of activation for response operations, recovery agencies will move to **Lean Forward** level of recovery activation. At this time, impact assessments are updated, information from response agencies is reviewed and analysed, discussions with possible service delivery agencies are undertaken, governance arrangements are confirmed and recovery planning to develop recovery options is well underway.

When intelligence indicates that recovery agencies are required to provide resources to the community, recovery shifts to the **Stand Up** level of activation. At this level, immediate, short term, medium term and long term recovery occurs.

Individuals, groups, functions and communities are likely to be at varying stages of recovery. Accordingly, recovery arrangements must be flexible and dynamic to meet the emerging and evolving demands of the region.

### 6.5.2 Transition from response operations to recovery operations

The transition from response coordination to recovery coordination is influenced by the nature of the disaster and, as a result, requires substantial flexibility. For example, the transition from response to recovery in large scale or geographically dispersed events may be staged, with response and recovery operations being undertaken concurrently.

#### 6.5.2.1 LOCAL/DISTRICT LEVEL

The timing of the transition at the local and district levels, and the need to undertake such a process, will be informed by local circumstances and determined by the Chairpersons of the relevant LDMGs and DDMGs. The transition will be guided by:

- sitreps which contain the specific evidence required for the de-escalation of response operations to recovery
- status of response, immediate recovery and relief operations
- impact and needs assessments
- response and early recovery situations that may escalate
- anticipated recovery issues and risks.

#### 6.5.2.2 STATE LEVEL

The transition procedure at the state level requires the SDC to ensure the SRPPC and the SRC, if appointed, are kept informed about the response operation, including damage and impact assessments that will be used as the basis for preliminary recovery planning:

- at a time agreed by the SDC and the SRPPC, transition to recovery will occur through a formal briefing from the SDC to the SRPPC and the SRC, if appointed. The SDC, supported by the Chairpersons of the FRGs, will provide a comprehensive briefing on all relevant issues, including, but not limited to:

- incomplete actions and identified risks
- resources allocated for response and their availability for the recovery phase
- an impact assessment of the disaster, including the five functional areas of recovery and any overlapping issues
- a summary of areas or situations that may re-escalate after the disaster.
- the SRPPC and the SRC, if appointed, will advise the impacted LDMG and DDMG Chairpersons of the transition
- the SRPPC and the SRC will consult with the FRG lead agencies to develop a detailed impact assessment for comprehensive recovery planning
- the transition will conclude upon endorsement of the formal handover brief from response leadership (SDC) to recovery leadership (SRPPC and SRC, if appointed).

### 6.5.3 Phases of recovery

Recovery operations will be undertaken across three phases (as shown in Figure 6.2):

- post-impact relief and early recovery
- recovery and reconstruction
- transition.

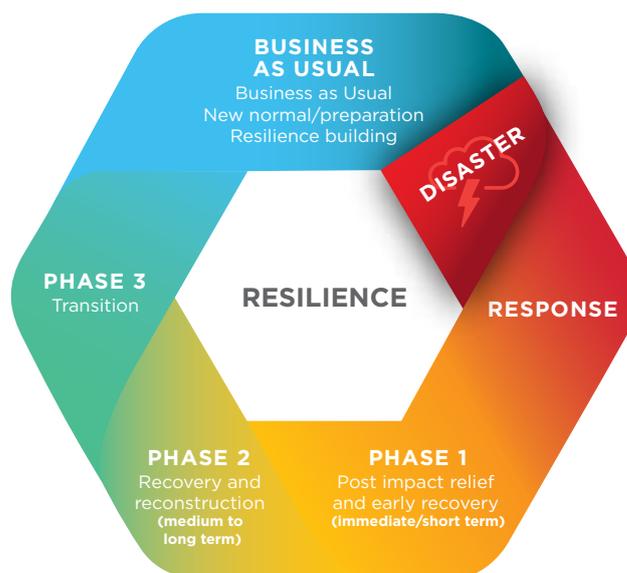


FIGURE 6.2  
Three phases of recovery

### 6.5.3.1 PHASE 1: POST-IMPACT RELIEF AND EARLY RECOVERY

Key actions:

- immediate and short term recovery (relief)
- impact and damage assessments undertaken
- SRC appointed at the state level, if required
- recovery groups established at the local and district levels
- the transition from immediate post disaster response operations to short term recovery operations, as well as the development, planning, consultation and implementation of a recovery plan
- recovery works undertaken with this phase will occur parallel to the response phase and conclude when all disaster response activities are assumed by relevant agencies for recovery and reconstruction.

### 6.5.3.2 PHASE TWO: RECOVERY AND RECONSTRUCTION

Key actions:

- medium-term recovery
- integrated execution of the deliberate, methodical recovery and reconstruction activities to achieve the best possible outcomes for disaster affected individuals, communities, functions and infrastructure
- continued coordination of ongoing impact assessments, community engagement, communication and collaboration between functional and recovery groups at all levels
- progress across all areas of recovery is monitored by the SRPPC, LRC and DRC to identify any overlapping issues, reinforce the need for required resources and capability, and maintain the momentum of recovery and reconstruction activities
- the phase concludes when the progressive achievement of key milestones, detailed in the relevant recovery plan, are sufficiently advanced to enable the transition of responsibilities from the SRPPC to the responsible agencies or service deliverers.

### 6.5.3.3 PHASE THREE: TRANSITION

Key actions:

- progressive handover of recovery and reconstruction responsibilities to agencies or organisations including government, local government, community-based or industry-led sectors that would normally support the functional area
- lessons identified and improvements implemented to increase resilience as part of recovery
- the phase concludes when all recovery and reconstruction responsibilities are managed as business as usual
- the affected community realises its post-disaster “new normal”.

The transition, or **Stand Down** from formal recovery structures for the impacted individuals and community is part of the planning process and is staged and conducted in conjunction with an appropriate public information strategy.

Organisational arrangements are wound down at this time and responsibility for completing outstanding tasks and actions are formally assigned to and accepted by the relevant agency or authority.

Recovery groups should identify, during discussions throughout recovery operations, triggers for commencing Stand Down. These discussions should be informed by the review of recovery plans and reports from functional recovery groups.

## 6.5.4 Reporting

Regular recovery status reporting will record and monitor the progress of key recovery tasks.

Chairpersons of relevant recovery groups should provide information and reports, using agreed formats and schedules, to the relevant disaster management groups to ensure the awareness of recovery activities is maintained.

At the state level, the Minister responsible for recovery and reconstruction, and, when necessary, those Ministers with functional recovery responsibilities, will report to the QDMC on recovery progress and the achievement of key milestones in the recovery effort.

These reports will be developed by the FRGs as appropriate, with input from all FRGs and recovery partners and SRCs and their deputies, when appointed. These recovery achievements will be published on

the QRA website, along with other statutory public reporting requirements for NDRRA funding (if activated for the event).

### 6.5.5 Debrief

A debrief must be organised at the conclusion of recovery operations for the local, district and state levels. Debriefs can take varying forms and have different purposes. For example:

- A **hot debrief** is conducted immediately after operations conclude. Participants share learning points while their recovery experiences are fresh. For lengthy recovery operations, multiple hot briefs may be conducted at suitable intervals to identify issues and develop solutions for immediate implementation.
- A **post event debrief** is conducted days or weeks after a recovery operation when participants have had time to reflect on and consider the effectiveness of the operation.

All agencies must have an articulated debrief plan and outline options for employee assistance in line with their respective agency's human resources policies.

### 6.5.6 Review and evaluation

All entities should conduct assurance activities to evaluate the effectiveness of recovery planning and operations. Exercises and after action reviews are also integral to informing improvements for community recovery strategies and activities.

The Office of the IGEM is accountable (under Part 1A of the Act) for assessing the effectiveness of plans and considers recovery planning at the local and district levels as part of its annual disaster management plan assessment processes. The office may also assess the effectiveness of the delivery of recovery operations and planning using the Standard.

The findings and recommendations from these activities assist in the identification of good practice and opportunities for improvement in disaster recovery and should be shared with all disaster management groups and key stakeholders at the local, district and state levels.



For more information regarding The Standard for Disaster Management in Queensland refer to the Inspector-General Emergency Management's [website](#).



# 7 Financial arrangements



## 7.1 Overview

Multiple financial arrangements, including funding programs, are available in Queensland to assist state and local governments, businesses, primary producers and NGOs to prepare for, prevent, respond to and recover from disaster events.

When seeking funding, all state and local government agencies must adhere to their relevant legislation, policies and procedures and also meet the specific requirements of the particular funding program.

## 7.2 Governance

State and local government agencies must have an appropriate governance framework in place when managing disasters to enable them to perform their functions efficiently and effectively, while meeting their responsibilities and obligations.

Government bodies should also observe the core governance principles of:

- transparency
- accountability
- integrity, including the resolution of potential and actual conflicts of interest with selflessness and objectivity in the public interest
- due diligence
- economy, efficiency and effectiveness.

Local governments must also align with the *Local Government Act 2009* with Brisbane City Council aligning to the *City of Brisbane Act 2010*.



For more information regarding planning and governance refer to the Queensland Governments Shared Services [website](#).

## 7.3 Procurement policy

Even during a disaster, any expenditure agencies incur must be in accordance with their procurement policy and the requirements detailed in the relevant funding program.

When procuring goods or services local governments must align with the *Local Government Act 2009* and the *Local Government Regulation 2012* and their own council procurement policy.

The *Local Government Regulation 2012* Chapter 6, 235(c) states a local government may enter into a medium-sized contractual arrangement or large-sized contractual arrangement

without first inviting written quotes or tenders if a genuine emergency exists. A disaster situation meets this exception.

If expenditure is in breach of the agency's procurement standards, then reimbursement of these costs should not be sought under the funding program.

State government agencies must comply with the Queensland Procurement Policy.



For more information regarding the Queensland Procurement Policy refer to the Queensland Governments Shared Services website.

## 7.4 Financial accountability

During disaster events, state government agencies and local governments must comply with the *Financial Accountability Act 2009* and other relevant acts as appropriate.



Further information about financial accountability is available at Queensland Treasury's website

## 7.5 Funding for state and local governments

Funding programs that can assist state and local governments, businesses, primary producers and NGOs to prepare for, prevent, respond to and recover from disaster events are provided within the toolkit. This list is not exhaustive and not all funding is available each year or disaster event.



RG.1.243 Funding Sources Reference Guide

## 7.6 Offers of assistance

Offers of assistance may be spontaneous or may be solicited by disaster management groups, NGOs or the state government. It is not mandatory to accept offers of assistance.

The categories of offers of assistance are:

- financial
- volunteering
- goods and services.

Offers of assistance are not to be used to rebuild government owned infrastructure and should not be considered an alternative to appropriate levels of insurance.

### 7.6.1 Financial donations

Financial donations are used to provide immediate financial relief and assistance, support human and social recovery, and increase individual and community resilience to future disaster events.

Financial donations are the preferred form of assistance. A financial donation enables precise matching of assistance with need, it does not require transport and is an opportunity to spend locally, benefiting the local economy and assisting in the recovery of the community.

Financial donations may be managed internally within a government agency or disaster management group, or may be outsourced to, for example, a NGO. Either way, sufficient resources must be allocated to ensure proper governance processes are maintained.

Financial donations may be offered spontaneously, or in response to an appeal. Early and consistent public messaging is crucial to ensure spontaneous donations are appropriately directed.

In exceptional circumstances – where the scale of the disaster impact warrants significant assistance – the Queensland Government may activate a Disaster Relief Appeal. This must be tempered with the risks of:

- 'disaster appeal fatigue'
- the expectation that every disaster will result in an appeal
- a perception that funds from appeals can replace appropriate levels of insurance.

This is a significant risk in Queensland, where multiple disasters can occur each year.

A relief appeal can be activated through:

- a Queensland Government donation to a range of NGOs who will administer a public appeal on

behalf of the state, where the public donates direct to them (this is the most timely and efficient way to support affected communities by allowing the disbursement of urgent support services to be scaled to community need at the NGOs' discretion)

- through the Premier's Disaster Relief Appeal Fund (PDRA) – a public appeal administered by the Queensland Government.

LDMGs may wish to establish a Mayoral Appeal Fund or similar, which could be administered internally or outsourced. If the complexity of the arrangements or the management of financial donations is beyond their capacity, the LDMG should refer offers of assistance to an appropriate NGO.

When an appeal is appropriate, receiving donations and distributing financial assistance to those in need is better suited and can be more efficiently managed through existing business models of NGOs.

Where no appeal fund exists, offers of financial assistance should be referred to reputable NGOs working with affected persons.

## 7.6.2 Volunteers

Volunteers are individuals, groups or organisations (including staff time offered by corporate and professional entities) that offer to assist a community affected by a disaster. Volunteers provide crucial support to disaster affected communities and individuals. They can help build community resilience and assist with disaster response and recovery.

Councils and organisations seeking volunteers can contact reputable volunteering NGOs for assistance with managing spontaneous volunteers.

## 7.6.3 Goods and services

Donations of goods and services may be solicited or unsolicited, and can be offered by members of the public, community, businesses, organisations and corporate entities to support individuals and communities following disaster events. These offers may be for free, at cost or at a reduced or discounted rate.

Solicited goods and services are items or services which have been specifically requested and are based on the assessed needs of disaster affected individuals and communities.

Unsolicited goods and services are items or services that may or may not meet the assessed needs of the community and are therefore unwanted. Typically, these are best discouraged as the management of such items can divert resources from recovery efforts.

LDMGs may choose to manage the offers of goods and services or outsource the function to a nominated service delivery entity, such as GIVIT.

All corporate offers of goods and services should be referred to GIVIT including highly useful and relevant donations of goods and services, animal services, technical services and perishable foods.



[P.1.201 Offers of Assistance Policy](#)

[M.1.202 Managing Offers of Assistance Manual](#)

[L.1.204 GIVIT Disaster and Emergency Recovery Service](#)

### 7.6.4 Referral pathways

The referral pathways for the various types of assistance are summarised below.

Offer type	Partner organisation Associated lead government organisation
Financial	If the Department of the Premier and Cabinet has activated the Premier's Disaster Relief Appeal: Contact Smart Services Queensland on 13 QGOV (13 74 68) or 1300 300 768 <i>Department of the Premier and Cabinet</i>
	If the Department of the Premier and Cabinet has activated an appeal via donation to an NGO: Contact Smart Services Queensland on 13 QGOV (13 74 68) or 1300 300 768 <i>Department of the Premier and Cabinet</i>
	In all other circumstances, donations should be directed towards a reputable NGO or charity.
Volunteers	Contact Volunteering Queensland at <a href="http://volunteeringqld.org.au/services/emergency-volunteering">volunteeringqld.org.au/services/emergency-volunteering</a> <i>Department of Communities, Disability Services and Seniors</i>
Goods and services	Contact GIVIT at <a href="http://www.givit.org.au">www.givit.org.au</a> <i>Queensland Reconstruction Authority</i>
Corporate offers	Refer based on the type of offer (financial, volunteers, goods and services)

The Department of Premier and Cabinet's Communication Services manage public messaging for any whole of government disaster response, including appeals for offers of assistance. Key activities in this response include:

- collaboration with Smart Services Queensland on script content for telephone queries
- activation and management of a specific [qld.gov.au](http://qld.gov.au) website providing advice on how to donate
- liaison with lead agencies to ensure up-to-date content.

### 7.7 Council to council arrangements

C2C arrangements responds to the needs of councils affected by natural disasters and acknowledges the desire of unaffected councils to support their colleagues during these events.

Local requests for C2C support are made through the RFA process to the DDC via the LDMG. Additional information about the RFA process is in Chapter 5: Response.



For more information regarding the Council to Council program is available by contacting [LGAQ](http://LGAQ).

# 8 Glossary



## 8.1 Glossary

TERM	DEFINITION
<b>Activation</b>	The commencement of a process or activity in response to a trigger. An activation is not a declaration, nor is it dependent on the declaration of a disaster situation (see definition for declaration). For example, activation of relief measure, as detailed in the Queensland Disaster Relief and Recovery Arrangements.
<b>Adaptation</b>	Climate adaptation refers to the actions of governments, businesses, communities and individuals to reduce the negative impacts of climate change, or to take advantage of emerging opportunities. Successful adaptation to climate change is a proactive and long-term process.
<b>Alert</b>	A level of activation: a heightened level of vigilance due to the possibility of an event in the area of responsibility. Some action may be required. The situation should be monitored by someone capable of assessing the potential threat.
<b>All Hazards Approach</b>	This approach assumes that the functions and activities applicable to one hazard are most likely applicable to a range of hazards and consequently, a disaster management plan captures the functions and activities applicable to all hazards.
<b>Annual Report</b>	A written report described under s44 of the <i>Disaster Management Act 2003</i> , prepared by the State group about disaster management in the State.
<b>Anthropogenic hazards</b>	Human-induced hazards which are induced entirely or predominantly by human activities and choices. (United Nations Office for Disaster Risk Reduction, 2017)
<b>Assembly Point</b>	A designated location specifically selected as a point which is not anticipated to be adversely affected by a hazard.
<b>Australian Warning System (AW)</b>	A national approach to warnings. It includes consistent warning levels (Advice, Watch and Act, Emergency Warning), call-to-action statements, icons, and colour scheme to achieve consistency and give people clear and targeted information about what to do to stay safe before, during and after an incident or disaster.
<b>Campaign</b>	A single approved message sent to telephone numbers through Emergency Alert in response to an event.
<b>Campaign Area</b>	The geographical area approved by the Emergency Management Person to where Campaigns will be sent.
<b>Capability</b>	The ability to achieve a desired effect in a specific environment/context.
<b>Capacity</b>	The combination of all the strengths, attributes and resources available within an organisation, community or society to manage and reduce disaster risks and strengthen resilience. Capacity may include infrastructure, institutions, human knowledge and skills, and collective attributes such as social relationships, leadership and management.
<b>Chairperson</b>	The person appointed under the <i>Disaster Management Act 2003</i> as the Chairperson of a disaster management group.

TERM	DEFINITION
<b>Chief Executive</b>	The chief executive of the department, as referred to in s16A of the <i>Disaster Management Act 2003</i> , currently the Commissioner, Queensland Fire and Emergency Services.
<b>Chief Executive Officer</b>	Queensland Government Departments are led by Directors-General, who are effectively the Chief Executive Officers.
<b>Climate</b>	Relates to the average weather over a period of months, or over thousands or millions of years.
<b>Climate change mitigation</b>	Includes actions taken globally, nationally and individually to limit changes in the global climate caused by human activities. Mitigation activities are designed to reduce greenhouse emissions or increase the amount of greenhouse gases removed from the atmosphere.
<b>Climate risk</b>	The potential for adverse consequences on lives, livelihoods, health, ecosystems and species, economic, social and cultural assets, services (including environmental services) and infrastructure.
<b>Common Alerting Protocol</b>	Provides a digital message format for all types of alerts and notifications and can be used for Emergency Alert messages.
<b>Community</b>	<ul style="list-style-type: none"> <li>• A group with a commonality of association and generally defined by location, shared experience, or function.</li> <li>• A social group which has a number of things in common, such as shared experience, locality, culture, heritage, language, ethnicity, pastimes, occupation, workplace, etc.</li> </ul>
<b>Community Mobilisation</b>	When Community members provide self-activated, uncoordinated emergent community response and recovery in a disaster event (e.g. friends, families and neighbours volunteering to help themselves and others through their interpersonal relationships and their socioeconomic connections).
<b>Community Resilience</b>	The ongoing and developing capacity of the community to account for its vulnerabilities and develop capabilities that aid that community in preventing, withstanding and mitigating the stress of a natural disaster event; recovering in a way that restores the community to a state of self-sufficiency and at least the same level of functioning after a natural disaster event; and using knowledge from a past response to strengthen the community's ability to withstand the next disaster event.
<b>Comprehensive Approach</b>	The development of emergency and disaster arrangements to embrace the aspects of prevention, preparedness, response and recovery (PPRR). PPRR as aspects of emergency management, not sequential phases.
<b>Consequence</b>	The outcome or impact of an event and may be expressed qualitatively or quantitatively. There can be more than one consequence from an event. Consequences are generally described as the effects on people, society, the environment and the economy. (Geoscience Australia)
<b>Contingency Plan</b>	A plan developed to assist with managing a gap in capability to ensure services are maintained. This plan describes organised and coordinated courses of action with clearly identified institutional roles and resources, information processes and operational arrangements for specific actions at times of need. Contingency planning can be done as deliberate planning or immediate planning as it seeks to address gaps on an as needs basis.
<b>Coordination</b>	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 operates horizontally across organisations and agencies.
<b>Coordination Centre</b>	A centre established at State, district or local government level as a centre of communication and coordination during times of disaster operations.
<b>Council to Council</b>	A streamlined method for providing assistance from one local government group to another within Queensland's disaster management arrangements.
<b>Critical infrastructure</b>	The physical structures, facilities, networks and other assets which provide services that are essential to the social and economic functioning of a community or society.

TERM	DEFINITION
<b>Damage Assessment</b>	The process of collecting quantifiable data that enables the assessment of the impact of an event. Data collected could be used to inform Impact Assessments.
<b>Impact Assessment</b>	The analysis of the consequences of an event, including psychosocial (emotional and social), economic, natural and built environment.
<b>Debrief</b>	A meeting at the end of an operation with the purpose of assessing the conduct or results of an operation.
<b>Declaration of a Disaster Situation</b>	The formal procedure to enable declared disaster powers under the <i>Disaster Management Act 2003</i> (s64-s69) as required. Specific powers may be used to prevent or minimise loss of life, injury or damage.
<b>Declaration of an Emergency Situation</b>	An emergency situation declared under the Public Safety Preservations Act 1986 (s5).
<b>Declared area</b>	<ul style="list-style-type: none"> <li>For a disaster situation declared under s64(l) of the <i>Disaster Management Act 2003</i> - the disaster district, or the part of the disaster district, for which the disaster situation is declared; or</li> <li>For a disaster situation declared under s69 of the <i>Disaster Management Act 2003</i> - the State or, if the disaster situation is declared for a part of the State, the part.</li> </ul>
<b>Declared Disaster Officer</b>	For a disaster situation, means: <ul style="list-style-type: none"> <li>a police officer; or</li> <li>a person authorised under s75(l) of the <i>Disaster Management Act 2003</i> to exercise declared disaster powers for the disaster situation</li> </ul>
<b>Declared disaster powers</b>	Means the powers of a district disaster coordinator or a declared disaster officer under s77 and s78 of the <i>Disaster Management Act 2003</i> .
<b>Defence Assistance to the Civil Community</b>	Emergency defence assistance provided by the Australian Government where a disaster is actually or potentially of such a magnitude that state or territory resources are inadequate, unavailable or unable to be mobilised quickly.
<b>Deliberate Planning</b>	A process to develop plans prior to events or situations which may require a disaster response and recovery, to enable an organised and coordinated approach to the required response and recovery.
<b>Deputy Chairperson</b>	The person appointed under the <i>Disaster Management Act 2003</i> as the Deputy Chairperson of a disaster management group.
<b>Diagram</b>	Illustrates diagrammatically how a function or operation should occur e.g. process diagram.
<b>Directed Evacuation</b>	Also known as compulsory evacuation is where a relevant government agency has exercised a legislated power that requires people to evacuate. A directed evacuation under the Act requires the declaration of a disaster situation. A DDC may declare a disaster situation which requires the approval of the Minister for Fire and Emergency Services and must be made in accordance with section 65 of the Act. During a disaster situation, the DDC and Declared Disaster Officers are provided with additional powers under sections 77-78 of the Act. These powers may be required to give effect to a directed evacuation. A LDC, as part of the LDMG, may make a recommendation to a DDC that a directed evacuation is required, based on their situational awareness in preparation for an imminent disaster. However, as the LDMG/LDC has no legislative power to effect a directed evacuation, the responsibility for authorising a directed evacuation remains with the DDC. When an evacuation is directed, general advice and direction will be provided in relation to timings, places of shelter, location and preferred evacuation routes.
<b>Disaster</b>	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 recover from the disruption.
<b>Disaster District</b>	A defined area referred to as a 'Disaster District', each district comprises one or more local government areas. Each Disaster District is established to provide disaster management and operations support to its associated local government area/s.

TERM	DEFINITION
<b>Disaster Management</b>	Arrangements about managing the potential adverse effects of an event, including, for example, arrangements for mitigating, preventing, preparing for, responding to and recovering from a disaster.
<b>Disaster Management Group</b>	Means the state group, a district group or a local group.
<b>Disaster Management Plan</b>	The State group, district groups and local groups must prepare a plan (State Disaster Management Plan, District Disaster Management Plan and Local Disaster Management Plan) for disaster management in the State, disaster district and local government's area respectively.
<b>Disaster Management Portal</b>	A secure information hub for state, district and local groups; which provides information and publications pertaining to Disaster Management planning, preparedness, response and recovery.
<b>Disaster Management Stakeholder</b>	Any individual, group, corporation, business, organisation, agency, who may affect or be affected by a decision, activity or outcome of disasters or hazards and the approach to prevention, preparedness, response or recovery phases.
<b>Disaster Management Sub-plan</b>	An appendix to a Disaster Management Plan, Sub-plans provide further detailed arrangements, methods and protocols relating to particular supporting activities undertaken by the disaster management groups and their member agencies.
<b>Disaster Management System</b>	The Queensland's disaster management system refers to the legislation, regulations, plans, standards, policies, technology systems, guidelines and associated publications in place to facilitate effective disaster management across the four phases of prevention, preparedness, response and recovery.
<b>Disaster Management Website</b>	A platform for the Queensland Government to make disaster management information publically available (e.g. PPRR DM Guideline, Strategic policy Statement).
<b>Disaster operations</b>	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.
<b>Disaster Recovery Operations</b>	The phase of disaster operations that relates to recovering from a disaster.
<b>Disaster Resilience</b>	A system or community's ability to rapidly accommodate and recover from the impacts of hazards, restore essential structures and desired functionality, and adapt to new circumstances.
<b>Disaster Response Capability</b>	A 'disaster response capability' for local government means the ability to provide equipment and a suitable number of persons, using the resources available, to effectively manage or help another entity to manage an emergency situation or a disaster in the local government area.
<b>Disaster Response Operations</b>	Disaster response operations means the phase of disaster operations that relates to responding to a disaster.
<b>Disaster Risk Reduction</b>	Disaster risk reduction is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.
<b>Disaster Situation</b>	Means a disaster situation declared under s64(1) by the district disaster coordinator with the approval of the Minister or by the Minister or Premier s69 of the <i>Disaster Management Act 2003</i> .
<b>District Disaster Coordinator</b>	The chairperson of a district group is also the district disaster coordinator of the district group. The function of the district disaster coordinator is to coordinate disaster operations in the disaster district for the group.
<b>District Disaster Management Group</b>	The group established under s22 of the <i>Disaster Management Act 2003</i> . The DDMG Provides whole-of-government planning and coordination capacity to support local governments in disaster management and operations.
<b>District Disaster Management Plan</b>	A plan prepared under s53 of the <i>Disaster Management Act 2003</i> that documents planning and resource management to counter the effects of a disaster within the disaster district.

TERM	DEFINITION
<b>District Executive Officer</b>	The Commissioner of the Queensland Police Service is to appoint a person as the executive officer of the district group. The function of the executive officer of a district group is to support the group in the performance of its function, as directed by the chairperson of the district group.
<b>District Recovery Group</b>	A district recovery group may be established by the DDMG to identify and prioritise their objectives in rebuilding and reconnecting after disaster across the impacted district.
<b>Emergency Alert</b>	A national telephone warning system that provides Australian emergency authorities with an enhanced ability to warn the community in the event of an emergency. The warning system is another tool available for organisations to issue emergency warnings. Emergency Alerts will be issued via landline and mobile telephones.
<b>Emergency Alert Campaign</b>	A single approved message sent to telephone numbers in response to an event.
<b>Emergency Alert Portal</b>	A secure platform for state, district and local groups; which provides a shared storage hub for pre-prepared Emergency Alert polygons and messages.
<b>Emergency Management</b>	Emergency management is also used, sometimes interchangeably, with the term disaster management, particularly in the context of biological and technological hazards and for health emergencies. While there is a large degree of overlap, an emergency can also relate to hazardous events that do not result in the serious disruption of the functioning of a community or society.
<b>Emergency Management Person</b>	A person appointed by the Australian Government Attorney-General under the Commonwealth Telecommunications Act 1997 with the authority to delegate access to the Location Based Number Store to classes of person.
<b>Emergency Supply</b>	Emergency supply is the acquisition of items and resources to assist in the protection of the community or its assets in the preparation for a disaster, or during the immediate aftermath of a disaster with the provision of resources that the Local Disaster Management Group is not able to secure through its established logistics sub-plan.
<b>Essential Goods</b>	Essential goods' are considered to include: <ul style="list-style-type: none"> <li>• Basic foodstuffs – preferably either dried or tinned or otherwise packaged to last 'on the shelf' without special storage requirements by the isolated communities;</li> <li>• Basic cleaners, disinfectants and the like to enable communities to maintain adequate hygiene practices (subject to clearance by the carrying agency);</li> <li>• Baby foods, formula feeds for babies and nappies (the use of cloth nappies instead of 'packaged' nappies should be encouraged wherever possible)</li> <li>• Foodstuffs other than above to meet special dietary requirements (on certification by an appropriate medical authority);</li> <li>• Medicines and medical supplies, water purification tablets/treatments (subject to clearance by the carrying agency);</li> <li>• Dried pet foods (tinned pet food should be obtained prior to isolation);</li> <li>• Fuels (subject to clearance by the carrying agency) for essential motor transport, to keep electrical generators running to provide power for cooking, heating, lighting, refrigeration, water pumps and similar electrically powered appliances used to prepare or preserve food, maintain life, or provide purified water;</li> <li>• Aviation fuel (subject to it being used for reconnaissance or to resupply local homesteads);</li> <li>• Batteries (subject to clearance by the carrying agency) for powering transistor radios, or hand held/ portable radio transmitters/receivers;</li> <li>• Other goods which, in the opinion of the Deputy Commissioner, Queensland Fire and Emergency Services (on advice from the appropriate authority), are deemed necessary to maintain the physical and/or psychological welfare of the inhabitants of the isolated communities.</li> </ul>
<b>Establishing the context</b>	Defining the external and internal parameters to be taken into account when managing risk, and setting the scope and risk criteria for the risk management activity. (Australian Emergency Management Institute, 2015)

TERM	DEFINITION
<b>Evacuation</b>	The planned movement of persons from an unsafe or potentially unsafe location to a safer location and their eventual return.
<b>Evacuation Centre</b>	A building located beyond a hazard to provide temporary accommodation, food and water until it is safe for evacuees to return to their homes or alternative temporary emergency accommodation.
<b>Evacuation Facilities</b>	Describe a variety of sites which may need to be established to accommodate people during an evacuation. Categories of evacuation facilities comprise: <ul style="list-style-type: none"> <li>• Evacuation centre</li> <li>• Public cyclone shelter</li> <li>• Place of refuge.</li> </ul>
<b>Evacuation Route</b>	A designated road, not anticipated to be adversely affected by the hazard, to be used for travel to a safer location.
<b>Evacuation zone</b>	A designated exposed area from which people are evacuated.
<b>Event</b>	An event means any of the following: <ul style="list-style-type: none"> <li>• a cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening</li> <li>• an explosion or fire, a chemical, fuel or oil spill, or a gas leak</li> <li>• an infestation, plague or epidemic</li> <li>• a failure or, or disruption to, an essential service or infrastructure</li> <li>• an attack against the state</li> <li>• another event similar to an event mentioned above.</li> </ul> <p>An event may be natural or caused by human acts or omissions.</p>
<b>Exercise</b>	A controlled, objective-driven activity used for testing, practising or evaluating processes or capabilities
<b>Exposed area</b>	An area that has been identified as being at threat from the effects of a hazard
<b>Exposed Population</b>	The population that inhabit a potentially hazardous area (see exposed area).
<b>Exposure</b>	The elements within a given area that have been, or could be, subject to the impact of a particular hazard. Exposure is also sometimes referred to as the 'elements at risk'.
<b>Form</b>	Operational or legislative forms required to be completed by disaster management stakeholders in order to perform, coordinate or direct a specific operation.
<b>Functional Committees</b>	Functional committees are established to address specific issues associated with the delivery of disaster management functions within their particular district, based on requirements of the district and the Functional Lead Agency.
<b>Functional Lead Agency</b>	An agency allocated responsibility to prepare for and provide a disaster management function and lead relevant organisations that provide a supporting role.
<b>Functional Plan</b>	A functional plan is developed by lead agencies to address specific planning requirements attached to each function. Although the functional lead agency has primary responsibility, arrangements for the coordination of relevant organisations that play a supporting role are also to be outlined in these plans.
<b>Functional Recovery Group</b>	Five functional recovery groups – Human and Social, Economic, Environment, Building and Roads and Transport, are responsible for supporting the delivery of recovery efforts across impacted communities. The functional recovery groups leverage existing strong partnerships between local and state government to ensure close collaboration and coordination during the management of recovery activities. The functional recovery groups provide a platform to coordinate effort by all agencies involved in recovery, this includes a multi-disciplinary approach to needs analysis, consequence management, community engagement, planning and service delivery.
<b>Geospatial</b>	Relating to or denoting data that is associated with a particular location or that has a geographic component to it. These components can be in the form of coordinates, addresses or postcodes. (Australian Geospatial-Intelligence Organisation)

TERM	DEFINITION
<b>Greenhouse gases</b>	Refers to gases that trap heat in the atmosphere and include carbon dioxide, methane, nitrous oxide, and fluorinated gases.
<b>Handbook</b>	Specifically developed to describe a method to be undertaken in relation to a certain field e.g. Disaster Management Training Handbook, QEMRF Risk Assessment Handbook.
<b>Hazard</b>	A process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation. (United Nations Office for Disaster Risk Reduction, 2017)
<b>Hazard Specific Plan</b>	A hazard specific plan is developed by a state agency with assigned lead responsibility to address a particular hazard under the State Disaster Management Plan.
<b>Hazard Specific Primary Agency</b>	An agency allocated responsibility to prepare for and respond to a specific hazard based on their legislated and/or technical capability and authority.
<b>Hot debrief</b>	A hot debrief is conducted immediately after response operations conclude. Participants share learning points while their response experiences are fresh.
<b>Immediate Planning</b>	A process to develop plans which is event driven and based upon the development of situation awareness by assessing actual or impending event characteristics and projecting the potential impacts and consequences.
<b>Lean Forward</b>	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 standby, prepared but not activated.
<b>Leaving Time</b>	Time taken in leaving the home. This includes collecting personal effects, enquiring regarding neighbours and friends and securing the premises.
<b>Level of risk (or risk level)</b>	Magnitude of a risk, or a combination of risks, expressed in terms of the combination of vulnerability, consequence and their likelihood.
<b>Levels of Activation</b>	The Queensland Disaster Management Arrangements are activated using an escalation model based on the following levels: <ul style="list-style-type: none"> <li>• Alert – a heightened level of vigilance due to the possibility of an event in the area of responsibility. Some action may be required and the situation should be monitored by staff capable of assessing and preparing for the potential threat.</li> <li>• Lean Forward – 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 standby, prepared but not activated.</li> <li>• Stand up – the operational state following 'lean forward' whereby resources are mobilised, personnel are activated and operational activities commenced. Disaster coordination centres are activated.</li> <li>• 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.</li> </ul>
<b>Liaison Officer</b>	A person who liaises between a coordination centre and their home entity (e.g. SDCC and Energex) during disaster operations. Liaison officers communicate and coordinate their activities to achieve the best utilization of resources or services provided to the centre (e.g. provide technical or subject matter expertise, as well as, capability and capacity of their home entity).
<b>Likelihood</b>	The chance of something happening whether defined, measured or determined objectively or subjectively, qualitatively or quantitatively and described using general terms or mathematically. (Standards Australia/ Standards New Zealand Standard Committee, 2009)
<b>Link</b>	Disaster Management publications currently existing in the disaster management sector that are required to be linked with the Guideline.
<b>Local Disaster Coordinator</b>	The person appointed as the local disaster coordinator under s35 of the <i>Disaster Management Act 2003</i> . The function of the local disaster coordinator is to coordinate disaster operations in the local government area for the local group.

TERM	DEFINITION
<b>Local Disaster Management Group</b>	The group established under s29 of the <i>Disaster Management Act 2003</i> , in place to support Local Government in the delivery of disaster management services and responsibilities in Preventing, Preparing for, Responding to and Recovering from Disaster events.
<b>Local Disaster Management Plan</b>	A plan prepared under s57 of the <i>Disaster Management Act 2003</i> that documents arrangements to manage disaster planning and operations within the local government area of responsibility.
<b>Local Government Area</b>	A part of Queensland that is governed by a local government.
<b>Local Recovery Coordinator</b>	The Local Disaster Management Group may appoint a Local Recovery Coordinator to coordinate recovery at the local level.
<b>Local Recovery Group</b>	A local recovery group may be established by the Local Disaster Management Group to provide coordination and oversight of functional recovery sub-groups and to identify and prioritise their objectives in rebuilding and reconnecting after a disaster.
<b>Lockdown</b>	The period of time the cyclone shelter has: all windows and doors closed; all debris screens and shutters in place; all barrel bolts on external doors closed.
<b>Logistics</b>	The range of operational activities concerned with supply, handling, transportation and distribution of materials. Also applicable to the transportation of people.
<b>Manual</b>	Provides additional guidance and describes specific key responsibilities and/or how to manage, coordinate or operate a specific function across PPRR (e.g. Emergency Alert, Resupply, Evacuation etc.).
<b>Map</b>	A diagrammatic representation of an area or location e.g. local or district disaster management group boundary map.
<b>Mitigation</b>	Measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and the environment. (Australian Emergency Management Institute, 2015)
<b>Monitoring</b>	Continual checking, supervising, critically observing or determining the status to identify change from the performance level required or expected. Monitoring can be applied to a risk management framework, risk management process, risk or control. (Australian Emergency Management Institute, 2015)
<b>Natural hazard</b>	Those which are predominantly associated with natural processes and phenomena. (United Nations Office for Disaster Risk Reduction, 2017)
<b>Neighbourhood safer places</b>	A local open space or building where people may gather, as a last resort, to seek shelter from bushfire
<b>Network</b>	A group or system of interconnected people or things. (Australian Emergency Management Institute, 2015)
<b>Node</b>	A point in a network at which lines or pathways intersect or branch. (Australian Emergency Management Institute, 2015)
<b>Nominated service delivery entity</b>	Identified and assigned organisation that have established resources, capability and capacity to provide support for delivery of goods and services.
<b>Non-Government Organisations</b>	Non-profit making organisation operating at the local, national, or international levels. Distinct from a governmental organisation, having no statutory ties with a national government.
<b>Offers of Assistance</b>	The offering of financial donations, volunteers, goods and services from individuals, corporations, businesses or organisations.
<b>Operational Plan</b>	An operational plan is a response plan which outlines a problem/concern/vulnerability and identifies the appropriate actions (what? who? how? when?) to address the situation. The operation plan sits within the disaster management plan and is developed after conducting a risk assessment.
<b>Place of Refuge</b>	An alternative or in addition to evacuation where individuals shelter within their homes, workplace or with family/friends if considered safe to do so.
<b>Policy</b>	Provides a deliberate system of principles and statement of intent to guide decisions and achieve rational outcomes.

TERM	DEFINITION
<b>Polygon</b>	<p>A Polygon is a closed 2-dimensional shape. Valid polygons in EA must only contain straight lines.</p> <div style="display: flex; justify-content: space-around; align-items: flex-start;"> <div style="text-align: center;"> <p><b>Polygon</b> (straight sides)</p>  </div> <div style="text-align: center;"> <p><b>Not a valid Polygon</b> (has a curve)</p>  </div> <div style="text-align: center;"> <p><b>Not a Polygon</b> (open, not closed)</p>  </div> </div>
<b>Preparedness</b>	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.
<b>Prevention</b>	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.
<b>Phases of Disaster Management</b>	Prevention, Preparedness, Response and Recovery.
<b>Prevention, Preparedness, Response and Recovery Disaster Management Guideline</b>	<p>This PPRR DM Guideline serves as the 'Guidelines about Disaster Management Plans' as set out in s 63 of the <i>Disaster Management Act 2003</i> and informs the state group, district groups and local governments about matters relating to:</p> <ul style="list-style-type: none"> <li>• the preparation of disaster management plans</li> <li>• the matters to be included in a disaster management plan</li> <li>• other matters about the operation of a district group or local group the Chief Executive considers appropriate having regard to disaster management for the state.</li> </ul>
<b>Public cyclone shelter</b>	A building designed, constructed and maintained in accordance with government requirements and provides protection to evacuees during a cyclone.
<b>Queensland's Disaster Management Arrangements</b>	Whole-of-government arrangements to ensure the collaborative and effective coordination of planning, services, information and resources for comprehensive disaster management.
<b>Queensland Disaster Management Committee</b>	The group established under s17 of the <i>Disaster Management Act 2003</i> . To make strategic decisions about Prevention, Preparedness, Response and Recovery for disaster events and to build Queensland's resilience to Disasters.
<b>Queensland Disaster Management Training Framework</b>	Outlines training courses to be undertaken by Queensland disaster management key stakeholder roles to support the effective performance of each identified role, in accordance with s16A(c) of the <i>Disaster Management Act 2003</i> .
<b>Queensland Disaster Recovery Arrangements</b>	Queensland's Disaster Recovery Arrangements comprise a four tiered system: three levels of government – local, state and federal – and an additional state government tier between local and state levels known as disaster districts. These arrangements enable a collaborative approach that brings together all agencies, stakeholders and resources for planning and coordinating the delivery of recovery functions
<b>Recovery</b>	The taking of appropriate measures to recover from an event, including the 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.
<b>Redundancy</b>	Additional or alternative systems, sub-systems, assets, or processes that maintain a degree of overall functionality in case of loss or failure of another system, subsystem, asset, or process. (United Nations Office for Disaster Risk Reduction)
<b>Reference Guide</b>	Provides additional considerations and information for disaster management stakeholders to achieve disaster management activities across PPRR.
<b>Relief</b>	Efforts to meet the needs of persons affected by a disaster, to minimise further loss through the provision of immediate shelter and basic human needs.
<b>Recovery Hubs</b>	Recovery Hubs are established to provide a range of services to facilitate recovery including welfare, support, financial and emotional recovery services. Recovery Hubs are typically managed by the Department of Communities, Disability Services and Seniors.
<b>Residual risk</b>	The risk that remains in unmanaged form, even when effective disaster risk reduction measures are in place, and for which emergency response and recovery capacities must be maintained. (United Nations Office for Disaster Risk Reduction, 2017)

TERM	DEFINITION
<b>Resilience</b>	A system or community's ability to rapidly accommodate and recover from the impacts of hazards, restore essential structures and desired functionality, and adapt to new circumstances.
<b>Response</b>	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.
<b>Resupply</b>	A response from the Queensland Government to ensure that essential goods remain available through the normal retail arrangements but the high cost of transport is not passed on to the retailer or consumer.
<b>Rural Property</b>	Includes primary producers, outstations and small towns with no retail facilities.
<b>Risk</b>	The concept of risk combines an understanding of the likelihood of a hazardous event occurring with an assessment of its impact represented by interactions between hazards, elements at risk and vulnerability. (Geoscience Australia)
<b>Risk assessment</b>	An approach to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend. (United Nations Office for Disaster Risk Reduction, 2015)
<b>Risk control</b>	The implementation and enforcement of actions to control risk, and the periodic re-evaluation of the effectiveness of these actions. (Australian Emergency Management Institute, 2015)
<b>Risk description</b>	Structured statement of risk usually containing five elements: sources, events, causes, vulnerability and consequences. (Australian Emergency Management Institute, 2015)
<b>Risk evaluation</b>	The stage at which values and judgment enter the decision process, explicitly or implicitly, by including consideration of the importance of the estimated risks and the associated social, environmental and economic consequences, in order to identify a range of alternatives for managing the risks. (Australian Emergency Management Institute, 2015)
<b>Risk identification</b>	The process of finding, recognising and describing risks. Risk identification involves the identification of risk sources, events, their causes and their potential consequences. Risk identification can involve [the use of] historical data, theoretical analysis, informed and expert opinions and stakeholders' needs. (Australian Emergency Management Institute, 2015)
<b>Risk management</b>	The systematic application of management policies, procedures and practices to the tasks of identifying, analysing, assessing, mitigating and monitoring risk. (Australian Emergency Management Institute, 2015)
<b>Risk management framework</b>	A set of components that provide the foundations and organisational arrangements for designing, implementing, monitoring, reviewing and continually improving risk management throughout the organisation. (Australian Emergency Management Institute, 2015)
<b>Risk Register</b>	A table, list or other representation of risk statements describing sources of risk and elements at risk with assigned consequences, likelihoods and levels of risk. Risk registers are produced by risk assessment processes, summarising the outputs of these processes to inform decision making about risks. Risk registers record the identification, analysis and evaluation of emergency risks. (Australian Emergency Management Institute, 2015)
<b>Risk source</b>	An element which, alone or in combination, has the intrinsic potential to give rise to risk. A risk source can be tangible or intangible. (Australian Emergency Management Institute, 2015)
<b>Risk tolerance</b>	An organisation's (or jurisdiction's) or stakeholder's readiness to bear the risk, after risk treatment, to achieve its objectives. Risk tolerance can be influenced by legal or regulatory requirements. (Australian Emergency Management Institute, 2015)

TERM	DEFINITION
<b>Safer Location</b>	A variety of designated locations which are not anticipated to be adversely affected by the hazard. Categories of safer locations comprise: <ul style="list-style-type: none"> <li>• Shelter in place</li> <li>• Neighbourhood safe places</li> <li>• Friends and Family</li> <li>• Assembly Points</li> </ul>
<b>Self-evacuation</b>	This is the self-initiated movement of people to safer places prior to, or in the absence of, official advice or warnings to evacuate. Some people may choose to leave early even in the absence of a hazard but based on a forecast. Safer places may include sheltering with family or friends who may live in a safer building or location. Self-evacuees manage their own withdrawal, including transportation arrangements. People are encouraged to evacuate early if they intend to evacuate.
<b>Shelter in place</b>	An alternative or in addition to evacuation where individuals shelter within their homes, workplace or with family/friends if considered safe to do so.
<b>Situational Awareness</b>	Situational awareness or situation awareness is the perception of environmental elements and events with respect to time or space, the comprehension of their meaning, and the projection of their status after some variable has changed, such as time, or some other variable, such as a predetermined event. It is also a field of study concerned with understanding of the environment critical to decision-makers
<b>Situation Report</b>	A situational report (sitrep) is brief, updated regularly and captures accurate information from the day's operations including a current and forecast situation.
<b>Socio-natural hazards</b>	Those associated with a combination of natural and anthropogenic factors, including environmental degradation and climate change. (United Nations Office for Disaster Risk Reduction, 2017)
<b>Specific-Purpose Committee</b>	Either permanent or temporary, established under the authority of disaster management groups for specific purposes relating to disaster management.
<b>Spontaneous Volunteers</b>	Individuals or groups who are not skilled or trained to perform specific roles in disasters and are often not affiliated with an emergency or community organisation but are motivated to help.
<b>Stand Down</b>	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.
<b>Stand Up</b>	The operational state following 'lean forward' whereby resources are mobilised, personnel are activated and operational activities commenced. Disaster coordination centres are activated.
<b>Standard Emergency Warning Signal</b>	A distinctive audio signal that alerts the community to the broadcast of an urgent message relating to a major emergency or disaster. It is intended for use as an alert signal to be played on public media such as radio, television and public address systems.
<b>Standard Operating Procedures</b>	A set of directions detailing what actions could be taken, as well as how, when, by whom and why, for specific events or tasks.
<b>State Disaster Coordination Group</b>	The State Disaster Coordination Group provides support to the role of State Disaster Coordinator including coordinating available resources and disaster response operations.
<b>State Disaster Coordinator</b>	A person appointed under s21B of the <i>Disaster Management Act 2003</i> who is responsible for the coordination of disaster response operations for the Queensland Disaster Management Committee.
<b>State Disaster Management Plan</b>	A plan prepared under s49 of the <i>Disaster Management Act 2003</i> that documents planning and resource management for disaster management for the state.
<b>State Recovery Coordinator</b>	A person appointed under s21D of the <i>Disaster Management Act 2003</i> who is responsible for the coordination of disaster recovery operations for the Queensland Disaster Management Committee.
<b>State Recovery Policy and Planning Coordinator</b>	The Chief Executive Officer of the Queensland Reconstruction Authority.

TERM	DEFINITION
<b>Stranded Persons</b>	Small groups or individuals that are unable to access essential goods due to isolation and are away from their normal residence.
<b>Sub-Groups</b>	Established by an Local Disaster Management Group, in a permanent or temporary capacity as required, to assist the group with its business (e.g. Evacuation Project Team, Local Recovery Group)
<b>Template</b>	Provided to assist disaster management stakeholders achieve disaster management activities across PPRR.
<b>Temporary Short Term Accommodation</b>	A stay in a safer location for a period in excess of 18 hours and may extend into days where provision of bedding and substantial meals is required.
<b>Temporary Short Term Respite</b>	A stay in a safer location for a period of between 1-18 hours where provision of bedding and substantial meals is not required.
<b>The Queensland Government Disaster Management Website</b>	A platform for the Queensland Government to make disaster management information publically available, enabling a complete view of disaster management publications for users.
<b>Toolkit</b>	A suite of supporting publications which form part of the Guideline and include; policies, manuals, handbooks, reference guides, links, forms, templates, maps and diagrams. The toolkit is in place to assist disaster management stakeholders in disaster management responsibilities, functions and operations.
<b>Trained Volunteer</b>	Individuals formally affiliated with an emergency service organisation or NGO (e.g. State Emergency Service, Rural Fire Service, Salvation Army and service clubs) and act under their respective organisations' direction and authority.
<b>Voluntary Evacuation</b>	Also known as recommended evacuation is where an evacuation advice has been issued, with people strongly encouraged to consider enacting their evacuation plans. Voluntary evacuees manage their own withdrawal, including transportation arrangements.
<b>Volunteers</b>	People who are formally affiliated with an emergency service organisation or non-government organisation, and act under the respective organisations direction and authority.
<b>Vulnerability</b>	<p>Vulnerability in relation to disaster events is a fluid and complex concept. The definition of vulnerability in the Qld Vulnerability Framework comprises three components:</p> <ul style="list-style-type: none"> <li>• target group statement – people who would benefit from additional and targeted assistance to prepare for, respond to, and recover from disasters</li> <li>• vulnerability indicators – for example proximity to an event, lack of financial resources, and disruption to, or lack of available services, supports/carers medication, aids and equipment</li> <li>• four protective factors – wellbeing, connection, knowledge and security.</li> </ul>

## 8.2 Acronyms and abbreviations

<b>ADF</b>	Australian Defence Force
<b>AG</b>	Attorney-General's Department
<b>AIDR</b>	The Australian Institute of Disaster Resilience
<b>BoM</b>	Bureau of Meteorology
<b>C2C</b>	Council to Council
<b>CAP</b>	Common Alerting Protocol
<b>CCC</b>	Crisis Coordination Centre (Australian Government)
<b>CE</b>	Chief Executive
<b>CEO</b>	Chief Executive Officer
<b>DACC</b>	Defence Assistance to the Civil Community
<b>DAF</b>	Department of Agriculture and Fisheries
<b>DATSIP</b>	Department of Aboriginal and Torres Strait Islander Partnerships
<b>DCDSS</b>	Department of Communities, Disability Services and Seniors
<b>DCSYW</b>	Department of Child Safety, Youth and Women
<b>DDC</b>	District Disaster Coordinator
<b>DDCC</b>	District Disaster Coordination Centre
<b>DDMG</b>	District Disaster Management Group
<b>DDMP</b>	District Disaster Management Plan
<b>DE</b>	Department of Education
<b>DES</b>	Department of Environment and Science
<b>DESBT</b>	Department of Employment, Small Business and Training
<b>DHA</b>	Department of Home Affairs
<b>DHPW</b>	Department of Housing and Public Works
<b>DIEMS</b>	Disaster, Incident and Event Management System
<b>DITID</b>	Department of Innovation, Tourism, Industry Development and the Commonwealth Games
<b>DJAG</b>	Department of Justice and Attorney-General
<b>DLGRMA</b>	Department of Local Government, Racing and Multicultural Affairs
<b>DM</b>	Disaster Management
<b>DM Portal</b>	Disaster Management Portal
<b>DM Website</b>	The Queensland Government Disaster Management Website
<b>Disaster Website</b>	Disaster Management Website
<b>DMG</b>	Disaster Management Group
<b>DMP</b>	Disaster Management Plan
<b>DNRME</b>	Department of Natural Resources, Mines and Energy
<b>DoD</b>	Australian Department of Defence
<b>DPC</b>	Department of the Premier of Cabinet
<b>DRA</b>	Australian Government Disaster Recovery Allowance
<b>DRA</b>	Disaster Relief Appeal
<b>DRG</b>	District Recovery Group
<b>DRP</b>	Disaster Recovery Payment
<b>DSDMIP</b>	Department of State Development, Manufacturing, Infrastructure and Planning

<b>DTMR</b>	Department of Transport and Main Roads
<b>EA</b>	Emergency Alert
<b>EA Campaign</b>	Emergency Alert Campaign
<b>EA Portal</b>	Emergency Alert Portal
<b>EADRA</b>	Emergency Animal Disease Response Agreement
<b>EM</b>	Emergency Management
<b>EMA</b>	Emergency Management Australia
<b>EMAF</b>	Emergency Management Assurance Framework
<b>EMC</b>	Emergency Management Coordinator
<b>EMP</b>	Emergency Management Person
<b>EMS</b>	Event Management System
<b>EPPRD</b>	Emergency Plant Pest Response Deed
<b>EV CREW</b>	Emergency Volunteering Community Response to Extreme Weather
<b>FRG</b>	Functional Recovery Group
<b>GA</b>	Geoscience Australia
<b>GCBF</b>	Gambling Community Benefit Fund
<b>IGEM</b>	Inspector-General Emergency Management
<b>JATWC</b>	Joint Australian Tsunami Warning Centre
<b>LBNS</b>	Location Based Number Store
<b>LDC</b>	Local Disaster Coordinator
<b>LDCC</b>	Local Disaster Coordination Centre
<b>LDMG</b>	Local Disaster Management Group
<b>Local Group</b>	
<b>LDMP</b>	Local Disaster Management Plan
<b>Lead Agency</b>	Functional Lead Agency
<b>LG</b>	Local Government
<b>LGA</b>	Local Government Area
<b>LGAQ</b>	Local Government Association of Queensland
<b>LGGSP</b>	Local Government Grants and Subsidies Program
<b>LO</b>	Liaison Officer
<b>LRC</b>	Local Recovery Coordinator
<b>LRG</b>	Local Recovery Group
<b>NDRP</b>	Natural Disaster Resilience Program
<b>NDRRA</b>	Natural Disaster Relief and Recovery Arrangements
<b>NEBRA</b>	National Environmental Biosecurity Response Agreement
<b>NGO</b>	Non-Government Organisations
<b>Office of the IGEM</b>	Office of the Inspector-General Emergency Management
<b>PDRA</b>	Premiers Disaster Relief Appeal Fund
<b>PPRR</b>	Phases of Disaster Management
<b>PPRR DM Guideline The Guideline</b>	Prevention, Preparedness, Response and Recovery Disaster Management Guideline
<b>Primary Agency</b>	Hazard Specific Primary Agency
<b>PSBA</b>	Public Safety Business Agency

<b>QAS</b>	Queensland Ambulance Service
<b>QDMC</b>	Queensland Disaster Management Committee
<b>The State Group</b>	
<b>QDMTF</b>	Queensland Disaster Management Training Framework
<b>QDRA</b>	Queensland Disaster Recovery Arrangements
<b>GERMF</b>	Queensland Emergency Management Risk Framework
<b>QFES</b>	Queensland Fire and Emergency Services
<b>QHealth</b>	Queensland Health
<b>QPS</b>	Queensland Police Service
<b>QRA</b>	Queensland Reconstruction Authority
<b>QRA</b>	Queensland Reconstruction Authority
<b>SBRGP</b>	Small Business Recovery Grants Program
<b>SDC</b>	State Disaster Coordinator
<b>SDCC</b>	State Disaster Coordination Centre
<b>SDCG</b>	State Disaster Coordination Group
<b>SDMP</b>	State Disaster Management Plan
<b>SDRA</b>	State Disaster Relief Arrangements
<b>SES</b>	State Emergency Service
<b>SEWS</b>	Standard Emergency Warning Signal
<b>Sitrep</b>	Situation Report
<b>SOP</b>	Standard Operating Procedures
<b>SPS</b>	Queensland Disaster Management Strategic Policy Statement
<b>SRC</b>	State Recovery Coordinator
<b>SRDRP</b>	Sport and Recreation Disaster Recovery Program
<b>SRPPC</b>	State Recovery Policy and Planning Coordinator
<b>The Act</b>	The <i>Disaster Management Act 2003</i>
<b>The Deputy Premier</b>	The Deputy Premier of Queensland
<b>The Minister</b>	The Minister for Fire and Emergency Services
<b>The Premier</b>	The Premier of Queensland
<b>The Regulation</b>	The Disaster Management Regulation 2014
<b>The Standard</b>	The Standard for Disaster Management in Queensland
<b>The Treasurer</b>	The Treasurer of Queensland
<b>Treasury</b>	Queensland Treasury
<b>UNISDR</b>	The United Nations Office for Disaster Risk Reduction
<b>VQ</b>	Volunteering Queensland
<b>W4Q</b>	Works for Queensland
<b>XO</b>	District Executive Officer





