

State Disaster Management Plan



Foreword

Message from the Minister for Emergency Services



There is a high risk of natural disasters in Queensland; higher than most other states in Australia. Coordination is the key to reducing the adverse impacts of disasters upon Queensland communities. Everyone has a part to play in reducing community vulnerability to extreme events, such as floods, bushfires, cyclones, and severe storms. Government has a role, but so too, do communities, families and individuals.

The State Disaster Management Plan provides planners with an overview of Queensland's all hazards disaster management arrangements, including the roles and responsibilities of agencies at each level of the arrangements. However, because the environment is always changing, this is a dynamic document that can be adapted to incorporate new conditions and new threats.

While we cannot prevent disasters from occurring, we can minimise the adverse social, economic, and environmental impacts such events can create. The State Disaster Management Plan is an important planning tool to assist those at the front line to reduce vulnerability and enhance community resilience.

A handwritten signature in black ink, which appears to read "Neil Roberts". The signature is fluid and cursive, with a prominent initial "N" and "R".

The Hon Neil Roberts MP
Minister for Emergency Services
June 2008

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Authorisation

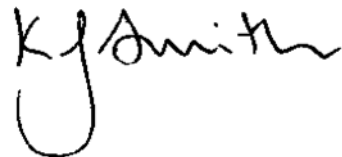
The preparation of this State Disaster Management Plan has been coordinated by Emergency Management Queensland, Department of Emergency Services, in accordance with the *Disaster Management Act 2003*, to provide for effective and timely disaster management.



Frank Pagano, AFSM
Executive Officer
State Disaster Management Group

Dated: 11/07/08

**The plan is hereby recommended for distribution by the
State Disaster Management Group**



Ken Smith
Chair
State Disaster Management Group

Dated: 8/07/08

APPROVED FOR DISTRIBUTION



Hon Neil Roberts MP
Minister for Emergency Services

Dated: 31/07/08

Amendment list

Proposals for amendment or addition to the contents of the Queensland State Disaster Management Plan are to be forwarded to:

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Emergency Management Queensland
Department of Emergency Services
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BRISBANE QLD 4001

To ensure the State Disaster Management Plan remains current, holders of copies of the State Disaster Management Plan should insert amendments to the plan as soon as they are received. When an amendment is inserted into the plan, the amendment should be recorded in the amendment schedule below.

Amendment history

Amendment		Entered	
Number	Date	Signature	Date

Definitions

Note: - At the Australian government level and in some jurisdictions the term emergency is used interchangeably with disaster. The term disaster management is used in Queensland as detailed in the *Disaster Management Act 2003*. The following definitions have been sourced from; the *Disaster Management Act 2003*, Emergency Management Australia (EMA) Glossary, The Australasian Inter-service Incident Management System guide and the Public Safety Training Package.

Command Command is the internal direction of the members and resources of an agency in the performance of the organisations agreed roles and tasks. Authority to command is established in legislation or by agreement within an organisation. Command relates to an organisation and operates vertically within it.

Community	A group of people with a commonality of association and generally defined by location, shared experience, or function.
Consequence	The outcome of an event or situation expressed qualitatively or quantitatively, being a loss, injury, disadvantage, or gain.
Control	Control refers to having direct influence/power over resources applied to achieve a particular objective. Authority for control is generally established in legislation and carries with it the ability to Control and Command within an agency. In specific circumstances legislation allows for control over other agencies. For example under the <i>Public Safety Preservation Act, 1986</i> , once an emergency situation has been declared the emergency commander may take control of any resource whether it is in the charge or control of any person or not.
Coordination	Coordination refers to 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.
District Disaster Coordinator	Person appointed under the <i>Disaster Management Act 2003</i> who is responsible for the coordination of disaster management activities for a Disaster district.
District Disaster Coordination Centre	Location from which disaster operations are coordinated and managed regionally, within the Disaster district.
District Disaster Management Group	A group established for each Disaster district in the State to carry out a number of functions relating to disaster management, the primary ones of which are: <ul style="list-style-type: none"> • to ensure that disaster management and disaster operations in the district are consistent with the State Group's strategic policy framework for disaster management for the State; and • to develop effective disaster management for the district, including a district disaster management plan, and regularly review and assess disaster management arrangements.
Disaster	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. Serious disruption means: <ol style="list-style-type: none"> (a) loss of human life, or illness or injury to humans; or (b) widespread or severe property loss or damage; or (c) widespread or severe damage to the environment.
Disaster district	Part of the State prescribed under a regulation as a Disaster district.
Disaster management	Arrangements for managing the potential adverse effects of an event, including, for example, arrangements for mitigating, preventing, preparing for, responding to and recovering from a disaster.
Disaster operations	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.
Emergency Risk Management	A systematic process that produces a range of risk reduction measures that contribute to the well-being of communities and the environment.

Event	<p>An event means any of the following:</p> <ul style="list-style-type: none"> • a cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening; • bushfire; • an explosion or fire, a chemical, fuel or oil spill, or a gas leak; • an infestation, plague, or epidemic; • a failure of, or disruption to, an essential service or infrastructure; • an attack against the State; or • another event similar to the above events. <p>An event may be natural or caused by human acts or omissions.</p>
Hazard	A source of potential harm, or a situation with a potential to cause loss.
Local Disaster Coordination Centre	Location from which disaster operations are coordinated and managed within a Local government area.
Local Disaster Management Group	<p>A group established for each Local government area in the State to carry out a number of functions relating to disaster management, the primary ones of which are:</p> <ul style="list-style-type: none"> • to ensure that disaster management and disaster operations in the district are consistent with the State group's strategic policy framework for disaster management for the State; and • to develop effective disaster management, and regularly review and assess disaster management arrangement • to help the Local government for its area to prepare a local disaster management plan.
Likelihood	Used as a general description of the probability or frequency.
Mitigation	Measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and environment.
Natural Disaster Relief and Recovery Arrangements (NDRRA)	The primary mechanism used by the Queensland Government for providing assistance to communities affected by natural disaster events.
Preparedness	Arrangements to ensure that, should an emergency occur, all those resources and services which are needed to cope with the effects can be efficiently mobilised and deployed.
Prevention	Regulatory and physical measures to ensure that emergencies are prevented, or their effects mitigated.
Reconstruction	Actions taken to re-establish a community after a period of rehabilitation subsequent to a disaster. Actions would include construction of permanent housing, restoration of all services, and complete resumption of the pre-disaster state.
Recovery	The coordinated process of supporting disaster-affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic, and physical well-being.
Rehabilitation	The operations and decisions taken after a disaster with a view to restoring a stricken community to its former living conditions, whilst encouraging and facilitating the necessary adjustments to the changes caused by the disaster.

Relief	The provision of immediate shelter, life support and human needs of persons affected by, or responding to, an emergency. It includes the establishment, management and provision of services to emergency relief centres.
Residual risk	Level of risk remaining after implementation of risk treatment.
Response	Actions taken in anticipation of, during, and immediately after, an emergency to ensure its effects are minimised and that people affected are given immediate relief and support.
Risk	The chance of something happening that may have an impact on the safety and wellbeing of a community. It includes risk as an opportunity as well as a threat and is measured in terms of consequences and likelihood.
Risk control	That part of risk management, which involves the provision of policies, standards, and procedures to eliminate, avoid, or minimise adverse risks facing a community.
Risk identification	The process of identifying what can happen, why, and how.
Risk management	The culture, processes, and structures that are directed towards realizing potential opportunities whilst managing adverse effects.
Risk Management Process	The systematic application of management policies, procedures and practices to the tasks of communicating, establishing the context, identifying, analysing, evaluating, treating, monitoring and reviewing risk.
Risk reduction	Actions taken to lessen the likelihood, negative consequences, or both, associated with a risk.
Risk Register	A listing of risk statements describing sources of risk and elements at risk with assigned consequences, likelihoods and levels of risk.
Risk transfer	Shifting the responsibility or burden for loss to another party through legislation, contract, insurance, or other means. Risk transfer can also refer to shifting a physical risk, or part thereof, elsewhere.
Risk treatment	Process of selection and implementation of measures to modify risk.
State Disaster Relief Arrangements (SDRA)	Financial relief measures activated by the Minister for Emergency Services for personal hardship and distress, where natural disasters are ineligible for Australian government NDRRA funding. Such relief is able to address a far wider range of disaster events than the NDRRA.
Standard Emergency Warning Signal	Known as 'SEWS', the signal used in assisting delivery of public warnings and messages for major disaster events.
Standard Operating Procedures	A set of directions detailing what actions could be taken, as well as how, when, by whom and why, for specific events or tasks. Syn. standing operating procedure.
Source of Risk	Source of potential harm e.g. bushfire, cyclone etc.
The Plan	The State Disaster Management Plan
The Arrangements	The Queensland State Disaster Management Arrangements

Abbreviations

AIIMS	Australasian Inter-Agency Incident Management System
DDC	District Disaster Coordinator
DDCC	District Disaster Coordination Centre
District Group	District Disaster Management Group
DDMP	District Disaster Management Plan
DES	Department of Emergency Services
<i>DM Act 2003</i>	<i>The Disaster Management Act 2003</i>
EMA	Emergency Management Australia
EMQ	Emergency Management Queensland
LDCC	Local Disaster Coordination Centre
Local Group	Local Disaster Management Group
LDMP	Local Disaster Management Plan
NDRRA	Natural Disaster Relief and Recovery Arrangements
QAS	Queensland Ambulance Service
QFRS	Queensland Fire and Rescue Service
QPS	Queensland Police Service
SDCC	State Disaster Coordination Centre
SDCG	State Disaster Coordination Group
SDMC	State Disaster Mitigation Committee
State group	State Disaster Management Group
SDMP	State Disaster Management Plan
SDRA	State Disaster Relief Arrangements
SES	State Emergency Service
SOC	State Operations Coordinator
SOCC	State Operations Coordination Centre
SOP	Standard Operating Procedures
XO	Executive Officer

Part one - Disaster management in Queensland

Section 1: The plan

Authority to plan

In accordance with Section 18 (f) of the *DM Act 2003*, the State group must prepare a State Disaster Management Plan. This plan is prepared under the provisions outlined at Section 49 of the *DM Act 2003*.

Aim of the plan

The aim of this plan is to set out Queensland's approach to disaster management in accordance with the legislative responsibilities of the *DM Act 2003*.

Purpose of the plan

The purpose of this plan is to ensure a common understanding of State disaster planning arrangements, and outline concepts, roles, responsibilities, processes and finances to stakeholders. It also provides the basis for the development of planning guidelines for Local and District Disaster Management Group plans.

Scope of the plan

In accordance with Section 49 of the *DM Act 2003*, a state disaster management plan is to be prepared to:

- a. outline the State group's strategic policy framework, and the concepts and principles for disaster management in Queensland;
- b. outline the structure, responsibilities and arrangements of committees at state, Disaster district and Local government level;
- c. outline the roles and responsibilities of those departments and agencies who have been allocated a functional role;
- d. provide for the coordination of disaster operations and activities;
- e. identify events that are likely to happen and outline priorities for disaster management in the State;
- f. provide for the activation of the Arrangements in support of State operations;
- g. include matters stated in the disaster management guidelines; and
- h. specify responsibilities for annual reporting in relation to disaster management.

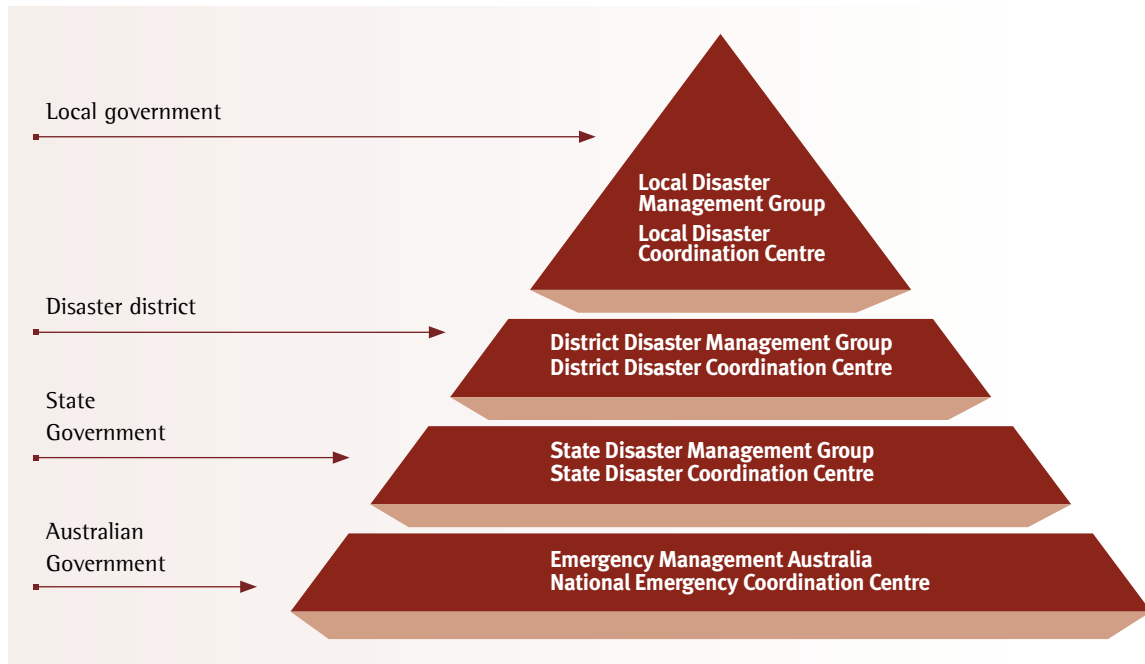
Section 2: Overview of Queensland's disaster management arrangements

The *DM Act 2003* forms the legislative basis for disaster management activities within all levels of government in Queensland and its disaster management arrangements including:

- a. establishing disaster management groups for the State, Disaster districts and Local government areas;
- b. detailing planning requirements at each level;
- c. providing for the conferring of powers on selected individuals and groups.

Queensland's whole-of-government disaster management arrangements are based upon partnerships between State and Local governments. These partnerships recognise that each level of the disaster management arrangements must work collaboratively to ensure the effective coordination of planning, services, information and resources necessary for comprehensive disaster management.

Queensland's tiered disaster management arrangements – based on local, district and state levels – enables a progressive escalation of support and assistance through each tier as required. The Australian government is also included in the arrangements as a fourth level, recognising that Queensland may need to seek federal support in times of disaster.



Queensland's Disaster Management Arrangements

The arrangements comprise several key management and coordination structures through which the functions of disaster management for Queensland are achieved. The principal structures that make up the Arrangements are:

- a. disaster management groups that operate at local, district and state levels and which are responsible for the planning, organisation, coordination and implementation of all measures to mitigate/prevent, prepare for, respond to and recover from disasters;
- b. coordination centres at local, district and state levels that support disaster management groups in co ordinating information, resources, and services necessary for disaster operations;
- c. State government functional agencies through which the responsibilities of the State, in relation to disaster management and specific threats are managed and coordinated; and
- d. Australian government committees and agencies that provide support to Queensland on an as required basis.

The arrangements are flexible and scalable, enabling escalation of support and assistance through the local, district, state and Australian government arrangement as required. They are premised on an all-hazards approach – using the same arrangements to respond to any event, be it a natural or human-made disaster. They are also underpinned by the comprehensive approach – prevention, preparedness, response and recovery.

Within the arrangements, it is Local governments that are the focus for managing disasters within their own communities. State and district levels are to provide additional resources, support, assistance and expertise as required.

Section 3: Managing risk in Queensland

In recent years, there has been a major conceptual shift in how people seek to cope with disasters from natural hazards. Whilst humanitarian response capacities are vital and need continued attention, the focus on addressing risk underlines the recognition that human intervention designed to reduce the vulnerability of communities and assets can reduce the impact of disasters. Gradually, environmental and development stakeholders are becoming more involved in the management of risk and vulnerability reduction due to its close interaction with natural resource management.

Recent years have witnessed an increasing succession of disasters; floods, tropical cyclones with accompanying storm tides, severe storms, landslides and wildfires which, in some instances, have claimed many lives, caused material losses and been responsible for the destruction of significant assets.

Queensland communities will always face natural hazards, but today's disasters are often generated by, or at least exacerbated by, human activities. At the most dramatic level, human activities are changing the delicate balance of nature and the earth, interfering as never before with the atmosphere, the oceans, the polar ice caps, the forest cover and the natural pillars that make our world a liveable place. Economic and demographic pressure and aesthetic attraction have led to more and more people living on flood plains, areas prone to landslip and coastline prone to storm surge. Poor land-use planning practices, environmental mismanagement and a lack of effective regulatory mechanisms all increase the risk and exacerbate the impacts of natural disaster.

The application of the principles of risk management - by which the hazard context is established, risks are identified, analysed and evaluated, treatments prioritised and management options developed - enables Queensland communities to better understand the risk impacts and reduce community vulnerability.

Within Queensland emergency risk management is applied under the Australian standard for risk management (AS/NZ 4360: 2004). A product of this process is the development of a state-wide risk register which captures residual and transferred risk. This enables disaster managers and land-use planners to better address community vulnerability, build community resilience and promote economic sustainability. A State risk assessment is currently being developed and will be disseminated in due course.

An Example of the hazards and risks within Queensland is tabled below.

Natural hazards	
Meteorological	<ul style="list-style-type: none"> • Cyclone • Heat wave • Flood • Tornado • East Coast Low • Storm Tide • Severe storms • Bushfire
Geological	<ul style="list-style-type: none"> • Earthquake • Landslip and/or debris flow • Erosion (with or without a disaster event) • Tsunami
Biological	<ul style="list-style-type: none"> • Epidemic human disease, eg. Chicken pox outbreak • Animal and plant disease, eg. Foot and Mouth disease • Insect and vermin plague, eg. Locust plague, rat infestation • Food crop disease, eg. Citrus canker • Emerging catastrophic disease, eg. Avian influenza

Non-natural hazards	
Human-caused (consequence management)	<ul style="list-style-type: none"> • Civil disturbance/riot • Terrorist attack • Bombing • Arson • Sabotage of essential services • Shooting massacre • Information technology virus/significant compromise
Technological origin	<ul style="list-style-type: none"> • Bridge collapse • Nuclear power accident • Dam failure • Aeronautical and/or space • Failure in critical infrastructure • Hazardous materials accident • Transport accident • Industrial accident

A qualitative risk matrix is detailed at Annexure H to assist disaster managers with prioritisation of risks and development of treatment strategies.

Section 4: Concepts of disaster management

Australia has adopted a comprehensive and integrated approach to the development of its disaster management arrangements. Queensland's disaster management arrangements are developed in accordance with these concepts. The four broad approaches are:

- a. all hazards approach;
- b. comprehensive approach;
- c. all agencies approach; and
- d. a prepared community.

The 'all hazards approach'

The all hazards approach refers to the development of arrangements for managing the large range of possible effects of risks and disasters. This concept is useful to the extent that a large range of risks can cause similar consequences, and such measures as warning, evacuation, medical services and community recovery will be required during and following emergencies. Many risks will, however, require specific response and recovery measures, and will almost certainly require specific prevention and mitigation measures.

The 'comprehensive approach'

Planning for disaster management must adopt the comprehensive approach to ensure a balance between the reduction of risk and the enhancement of community resilience while ensuring effective response and recovery capabilities. The four components of the comprehensive approach, often referred to as 'PPRR', are:

- a. prevention;
- b. preparedness;
- c. response, and
- d. recovery.

Further explanation of the comprehensive approach is detailed at Annexure A.

The 'all agencies approach'

The 'all agencies approach' recognises that no single agency can prepare for, and deal with the disruption to community life and infrastructure that can result from a disaster event. The 'all agencies approach' involves effectively coordinating the activities of the large number of organisations and agencies that are required to contribute to the PPRR spectrum within and across all levels of Government.

The 'all agencies approach' recognises the need for coordination arrangements, containing input of Australian government, State and Local governments, to be articulated and set within a legislative and public policy framework. The arrangements must reflect the disaster management responsibilities of all agencies within the context of community safety and sustainability.

All agencies need to have an understanding of the disaster management policy frameworks and arrangements that apply in their areas of responsibility. Some agencies will have a primary role in only one of the components of the PPRR spectrum, but most can be expected to have a secondary or support role in others.

A prepared community

In a disaster situation, individual and community "self-help" can often provide the most readily available and effective relief, as assistance from external sources may be limited or delayed by other demands on resources. Local government and community organisations provide the basis for organising effective and immediately available community resources.

Local volunteer organisations, when effectively integrated into local disaster management arrangements, can be of vital assistance in giving access to community resources and expertise, and also act as a link in the essential information chain between Local government, disaster management agencies and the community.

Individuals can assist by being aware of local hazards and recommended precautions against risks. Individuals and families that heed advice on appropriate precautions can also reduce the demands on emergency management agencies, thus helping to ensure that their Local government arrangements remain effective. Additionally, individuals can assist by actively participating in volunteer organisations.

The basic requirements for a prepared community are:

- a. alert, informed and active community members;
- b. effective community organisations with identified and constructive roles in local emergency management arrangements;
- c. Local governments which acknowledge their roles in community safety issues and which have well-established, widely-understood and practiced arrangements for discharging their community safety responsibilities; and
- d. organisations and communities being able to work together to respond to the emergency, save lives and property, and assist the community to recover.

Consequence management

In addition to the concepts above, the term consequence management also helps define the environment of disaster management. In the event of a large scale incident there are likely to be significant community consequences. These consequences include impacts on individuals, communities, the economy and/or the environment; and may be short or long term in nature.

Consequence management provides for appropriate and timely support to communities, or elements of communities, who suffer or may suffer hardship as a result of disasters or large scale events. Consequence management involves key response and recovery elements of the arrangements.

Section 5: Disaster management strategic policy framework

The development of a Disaster Management Strategic Policy Framework (SPF) for the State is a function of the State group under the *DM Act 2003*. Queensland's SPF was adopted by the State group in February 2006.

The SPF:

- a. articulates the vision for disaster management in Queensland;
- b. outlines strategic direction to guide policies and programmes;
- c. mainstreams disaster mitigation into relevant areas of activity of government, non-government and relevant industry; and
- d. outlines governance and accountability arrangements to support achievement of disaster management priorities.

In line with the Council of Australian governments (COAG) report *Natural Disasters in Australia, Reforming Mitigation, Relief and Recovery Arrangements (2002)*, the SPF identifies elements of disaster management as follows:

- a. disaster research;
- b. policy and governance;
- c. disaster risk assessment;
- d. disaster mitigation;
- e. disaster preparedness;
- f. disaster response;
- g. disaster relief and recovery; and
- h. post-disaster assessment.

The SPF can be found at www.disaster.qld.gov.au/publications.

Part two - Roles and responsibilities

Section 1: Introduction

The Queensland disaster management arrangements

The arrangements detailed in this part of the plan are aimed at ensuring that the groups established under the *DM Act 2003* provides for effective disaster management for the State.

While government in Australia operates at three levels, the need to provide services across the large distances in Queensland means that the State's disaster management arrangements operate on four distinct levels. These are:

- a. Local government;
- b. Disaster district;
- c. State government; and
- d. The Australian government.

The Australian government is also included in the Arrangements, recognising that Queensland may need to seek Australian government support from time to time.

The Arrangements enable a progressive escalation of support and assistance through these tiers as required. They comprise several key management and coordination structures through which the functions of disaster management for Queensland are achieved.

The State group ensures that the arrangements in Queensland are effectively developed and implemented in the state. The State group are advised and supported by EMQ, a division of the Department of Emergency Services with primary responsibility for disaster management. Advice may also be provided from functional agencies depending on the issues being considered by State group.

At each level, the group and committee structure, involving appropriate representation from government, community and the private sector, provides a mechanism for the development of these arrangements.

The arrangements reflect that disasters require special capabilities to manage such events. In Queensland, the State government has adopted a functional lead agency approach, whereby agencies are responsible for the provision of specific State government services, expertise and support as needed to manage and coordinate the response to different aspects of a disaster.

Section 2: Local level arrangements

Local Disaster Management Groups

Local government is the key management agency for disaster events at local level. Local government is ideally placed to provide specific disaster management at community level given its knowledge and understanding of social, environmental and economic issues at the local level. Local government achieves coordinated disaster management through the Local Disaster Management Group (Local Group).

Membership of the Local Group

Membership of the Local Group generally comprises:

- a. Chair (the Mayor, or a councillor nominated by the Mayor);
- b. Executive Officer (a Local government staff member, generally the CEO);

- c. representatives of the Queensland Police Service and Emergency Services;
- d. representatives of various functional areas of Local government;
- e. representative from EMQ;
- f. industry and community representatives as applicable, and
- g. other members as deemed applicable.

Frequency of meetings

Local Group meetings must be held at least once in every six months at the times and places decided by the chairperson of the group. In addition, the chairperson of a Local Group must call a meeting if asked, in writing, to do so by:

- a. the DDC for the Disaster district in which the Local Group is situated; or
- b. at least one-half plus one of the members of the Local Group.

Functions of the Local Group

The functions of the Local Group are to:

- a. to ensure that disaster management and disaster operations in the area are consistent with the strategic policy framework for disaster management for the state;
- b. to develop effective disaster management, and regularly review and assess the disaster management arrangements at the local level;
- c. to help the Local government for its area to prepare a local disaster management plan;
- d. to identify, and provide advice to the relevant District Group about support services required by the Local Group to facilitate disaster management and disaster operations in the area;
- e. to ensure the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster;
- f. to manage disaster operations in the area under policies and procedures decided by the State group;
- g. to provide reports and make recommendations to the relevant District Group about matters relating to disaster operations;
- h. to identify, and coordinate the use of, resources that may be used for disaster operations in the area;
- i. to establish and review communications systems in the Local Group, and with the relevant District Group and other Local Groups in the Disaster district of the relevant District Group, for use when a disaster happens;
- j. to ensure information about a disaster in the area is promptly given to the relevant District Group, and
- k. to ensure risk management and contingency arrangements of continuity of essential and community services within the Local government area.

Further information about the membership of the Local Group, annual reports and directions about functions of disaster management groups may be found under sections 33 – 48 of the *DM Act 2003*.

Section 3: District level arrangements

Arrangements at district level

Queensland is divided into Disaster districts. Each of these Districts has a District Disaster Management Group (District Group) to coordinate regional level whole-of-government support for disaster events.

District Disaster Management Group

The *DM Act 2003* establishes a District Group for each Disaster district. The Disaster districts perform a 'middle' management function within the arrangements by providing coordinated State government support when requested by Local governments.

A map of the Disaster districts is at Annexure B. A list of Disaster district and Local governments is at Annexure C.

Membership of the District Group

A District Group consists of the following members:

- a. the person appointed (by the Governor in Council) as the District Disaster Coordinator (DDC), who is also the chairperson of the group;
- b. the person appointed (by the Governor in Council) as the deputy chairperson of the District Group;
- c. a person appointed by the Local government or combined Local governments;
- d. a number of persons, each of whom represents a department the Executive Officer of the State group considers appropriate to be represented on the group, having regard to effective disaster management for the Disaster district; and
- e. any other person appointed by the Executive Officer of the State group that the Executive Officer considers appropriate to be a member of the District Group, having regard to effective disaster management for the Disaster district.

Frequency of meetings

District Group meetings must be held at least once in every six months at the times and places decided by the chairperson of the group. However, the chairperson of a District Group must call a meeting if asked, in writing, to do so by the chairperson of the State group or at least one-half plus one of the members of the District Group.

Functions of the District Group

The District Group has the following functions, as outlined under section 23 of the *DM Act 2003*:

- a. to ensure that disaster management and disaster operations in the district are consistent with the SPF for the State;
- b. to develop effective disaster management for the district, including a district disaster management plan, and regularly review and assess disaster management arrangements in the Disaster district;
- c. to provide reports and make recommendations to the State group about matters relating to disaster management and disaster operations in the district;
- d. to regularly review and assess the disaster management of Local Groups in the district;
- e. to ensure that any relevant decisions and policies made by the State group are incorporated in its disaster management arrangements, and the disaster management arrangements of Local Groups in the district;
- f. to ensure the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster;
- g. to coordinate the provision of State resources and services provided to support Local Groups in the district;
- h. to identify resources that may be used for disaster operations in the district;
- i. to make plans for the allocation of resources that may be used for disaster operations within the district and the coordination of their use;
- j. to establish and review communications systems in the group, and with and between Local Groups in the district, for use when a disaster happens;
- k. to ensure information about an event of a disaster in the district is promptly given to the State group and each Local Group in the district; and
- l. to prepare a district disaster management plan.

District Disaster Coordinator

The DDC has the following responsibilities:

- a. managing and coordinating the business of the District Group;
- b. ensuring, as far as practicable, that the District Group performs its functions;
- c. coordinating disaster operations in the Disaster district for the District Group; and
- d. reporting regularly to the State Group on the performance of the District Group.

The DDC may, with the approval of the Minister for Emergency Services, declare a disaster situation for part or all of a Disaster district, enabling specific powers under the *DM Act 2003* to be exercised.

The senior police officer in each Disaster district, usually an Inspector or Superintendent, is appointed as the DDC. It should also be noted that when serving in the capacity of DDC, the individual is no longer functioning as a police officer but as an officer appointed under the *DM Act 2003*. Another police officer will be appointed to carry out their police duties where required.

Executive Officer of the District Group

The Executive Officer (XO) of the State group appoints a member of the District Group as its XO. The XO's primary role is to advise the District Group and the DDC about disaster management matters, including planning and operations. They are also responsible for reviewing and assessing District and Local disaster management plans. EMQ Regional Directors are to appoint appropriately qualified EMQ representatives as XOs to the District Groups.

Under the *DM Act 2003*, s.23, the Executive Officer of a District Group, is to:

- a. advise the members of the District Group about matters relating to disaster management that are relevant to the Disaster district for that group;
- b. advise and provide other support services to the District Group or a Local Group to facilitate disaster management in the district;
- c. regularly review and assess the District Disaster Management Plan and Local Disaster Management Plans for the district, and ensure the plans are consistent with any relevant disaster management guidelines and consider any gaps identified;
- d. provide disaster management advice to the DDC during disaster operations; and
- e. regularly report to the District Group about the performance of the XO functions, as described above.

Section 4: State level arrangements

The State Disaster Management Group

The State group is the peak policy and planning group for disaster management in Queensland. It is established under the *DM Act 2003* (section 17) as the principal organisation for the purposes of disaster management throughout the State. In particular, the State group is responsible for disaster mitigation and disaster planning and preparation at a State level and for coordinating whole-of-government response and recovery operations prior to, during and after an event. This includes accessing interstate and/or Australian government assistance when local and State resources are exhausted or not available.

Chair

The Chair of the State group is the Director-General, Department of the Premier and Cabinet.

Deputy Chair

The Deputy Chair of the State group is the Director-General, Department of Emergency Services.

Executive Officer

The XO State group is the Executive Director, Emergency Management Queensland, Department of Emergency Services. The XO has specific functions prescribed under section 21 of the *DM Act 2003*.

Frequency of meetings

State group meetings must be held at least once in every six months or as required during a disaster event as defined by the Chair.

The State group is supported by:

- a. an operational coordination group - the State Disaster Coordination Group (SDCG); and
- b. a mitigation policy and planning committee - the State Disaster Mitigation Committee (SDMC).

EMQ provides staff to support the State group, and to assist in coordinating disaster response and recovery on its behalf in conjunction with the functional agency for the particular hazard being managed.

Functions of State group

The State group has the following functions as prescribed under section 18 of the *DM Act 2003*:

- a. develop a strategic policy framework for disaster management for the State;
- b. ensure effective disaster management is developed and implemented for the State;
- c. ensure arrangements between the State and Australian government about matters relating to effective disaster management are established and maintained;
- d. identify resources, in and outside the State, that may be used for disaster operations;
- e. provide reports and make recommendations to the Minister about matters relating to disaster management and disaster operations; and
- f. prepare, review, and renew the plan.

The State Disaster Coordination Group

The State Disaster Coordination Group (SDCG) provides a focal point for the development and implementation of comprehensive disaster management plans education and awareness strategies for Queensland, and is the primary mechanism through which coordinated whole-of government State-level support is provided to disaster-stricken communities, in both the response and recovery phases. SDCG members are designated liaison officers from each of the Departments represented on the State Disaster Management Group.

Chair

The Chair of the SDCG is appointed by the XO State group.

Frequency of meetings

The members of the SDCG will meet at least quarterly, or at times as determined by the XO State group to ensure the continuing efficient function of the State's disaster response capability and to address matters relating to the provision of state level support to disaster affected communities.

The State Disaster Mitigation Committee

The State Disaster Mitigation Committee (SDMC) provides advice, with a whole-of-Government focus, to the Minister for Emergency Services and the State group, on disaster mitigation issues.

Chair

The Chair of the SDMC is appointed by the XO State group.

Frequency of meetings

The members of the SDMC will meet at least quarterly, or at times as determined by the XO State group to ensure the continuing efficient function of the State mitigation strategy.

Functional Agency Arrangements

Functional Agencies are identified on the basis of their core functions, legislative and jurisdictional responsibilities. They are given Functional Agency status within the State government consistent with their portfolio responsibilities for the provision of specific disaster management services or support to communities or to the Queensland Government prior to, during and after disaster events. Functional agencies are responsible to the State group for the preparation of appropriate agency plans which outline their detailed roles and responsibilities and the level of support they agree to provide during times of disaster. Functional Agency plans should be tabled and reviewed by the State Group annually. Further detail on agency roles and responsibilities are detailed at Annexure D.

Section 5: Australian government arrangements

Prime responsibility for the protection of life, property and the environment rests with the States and Territories. However, the Australian government is committed to supporting States and Territories in developing their capacity for dealing with emergencies and disasters, and provides physical assistance to requesting States or Territories when they cannot reasonably cope during an emergency. Under the Constitution, the Australian government is allocated responsibility for external affairs, including the provision of humanitarian assistance for emergency and refugee relief overseas.

The Federal Attorney General is responsible for disaster-related matters. Emergency Management Australia (EMA) is nominated as the agency responsible for planning and coordinating Australian government physical assistance to the states and territories under the Australian government Disaster Response Plan (COMDISPLAN). Coordination of these functions is carried out from the national Incident Management Facility (IMF).

Part three - Response: Coordination of disaster operations

Section 1: Principles of disaster management

Principles of disaster management

The principles of disaster management are:

- a. risk management approach to managing disasters;
- b. effective planning;
- c. organisation;
- d. command, control and coordination of support;
- e. information management;
- f. timely activation, and
- g. effective and documented disaster management arrangements.

Risk management approach to managing disasters

Disaster risk management is a systematic process that produces a range of treatment options that contribute to the well-being of communities and the environment. This includes the systematic application of management policies, procedures and practices to the task of identifying, analysing, assessing, treating and mitigating risk.

Risk management is a management tool. The tool is used to apply a systematic process to identify risks and analyse the likelihood and consequences of identified risks. Once the higher priority risks have been identified, treatment strategies can be implemented to minimise the impact or if possible remove the risk. Such strategies can be implemented into corporate/strategic planning tools.

Disaster risk management focuses upon the range of risks that may compromise a community's sustainability.

Effective planning

Disaster management arrangements should be developed as a result of systematic planning processes that identify, analyse and evaluate all disaster risks and develop appropriate disaster risk treatment strategies. In addition, disaster management planning should seek to identify any disaster management capability shortfalls and their treatments to ensure risks can be managed and treated effectively. The purpose of disaster management planning is to ensure community safety and sustainability through the reduction of disaster risk and the enhancement of disaster management capability.

Organisation

Effective disaster management arrangements must be supported by an organisational structure. This structure is needed to establish functional responsibilities for prevention, preparedness (mitigation), response and recovery. As many government agencies may have a role in more than one of the above elements of disaster management, coordinated input of standing inter-agency arrangements is necessary. This structure in Queensland is supported by legislation and department plans. Accordingly, Queensland's disaster management arrangements are based on the *DM Act 2003*.

Command, control and coordination of support

It is essential that, prior to a disaster event, responsibilities for command, control and coordination are clearly articulated within the disaster management arrangements at local, district and state levels.

Information management and communication

Efficient information management is essential for the successful management of a disaster event. A communications network is necessary between agencies with a role in disaster management arrangements to ensure effective coordination of procedures and operations for preparedness, response and recovery operations. Additionally, the dissemination of relevant information to enhance community awareness and preparedness is essential for mitigating the potential impact of a disaster upon the community. Further information on communication is detailed at Annexure E.

Timely activation

The activation of disaster management plans is critical for timely response to a disaster situation. Authority to activate disaster management plans should be pre-designated and activation of disaster response arrangements should occur independently of the declaration of a disaster situation.

An effective disaster management plan

An effective disaster management plan is a formal record containing details of all agreements, arrangements, responsibilities, concepts, principles and processes pertaining to the effective management for disasters. It must be clearly written and disseminated to all relevant parties. To ensure the State Disaster Management Plan is comprehensive in terms of planning and preparation, its sub-plans prepared by Functional Agencies and Threat-specific agencies – should be regularly reviewed, tested and revised.

Section 2: Activation arrangements

Activation of the Queensland disaster management arrangements

Activation of the arrangements may occur when there is a need for:

- a. operational coordination to monitor potential threats or response operations;
- b. operational coordination to support response operations being conducted by a designated combat agency;
- c. coordination of resources in support of disaster response and recovery operations at local or district level; and
- d. state-wide disaster response and recovery operations.

Activation of the arrangements at district and local level can be initiated by the Chairs of the respective Disaster Management Groups. The DDC in consultation with the Chair of a Local Group may request activation of that Local Group based on a risk assessment, and potential community consequences. Advice of activation must be conveyed to the XO of the State group.

Activation of State level arrangements can be initiated by:

- a. the Chair, State Group, and
- b. the Executive Officer, State group

Activation at State level will often be in response to activation at district level or severe impact at a local level. Activation does not necessarily mean the convening of groups, rather the provision of information to group members regarding the risks associated with a pending hazard impact.

Declarations of disaster

The *DM Act 2003* makes provision for the declaration of a disaster situation by the Minister for Emergency Services and the Premier. A declaration can be made if the Minister or Premier are satisfied that a disaster has happened, is happening or is likely to happen and it is necessary for the exercise of declared disaster powers to prevent or minimise loss of life, property loss or damage to the environment.

The *DM Act 2003* provides for powers to be given to DDC's and declared disaster officers to exercise declared disaster powers for the disaster situation.

Details of powers under the *DM Act 2003* are at Annexure F.

Activation of financial assistance arrangements

The primary mechanism used by the Queensland Government for providing assistance to communities affected by natural disaster events is the Australian government/State funded Natural Disaster Relief and Recovery Arrangements (NDRRA). Certain natural disasters are ineligible for Australian government NDRRA funding, however, but may allow the Minister for Emergency Services to activate financial relief measures under the State (funded) Disaster Relief Arrangements (SDRA). Such relief is able to address a far wider range of disaster events than the NDRRA.

Further information on financial support is detailed in Annexure G.

Relationship between activation, declarations and financial assistance

The activation of the disaster management arrangements, of itself, confers neither special powers nor funding. It is not necessary for a declaration of a disaster situation to be made to activate the disaster management arrangements. The declaration of a disaster situation under the *DM Act 2003* provides for special powers to declared disaster officers. The activation of NDRRA or the SDRA provides for financial support to the community. All of these are independent of the other, although some or all may occur for the same event.

Section 3: Coordination arrangements

A coordinated approach

Activation of the arrangements is designed to be flexible in its response to an event, but at all times communications links are required between levels. Disaster coordination centres at Local, District and State levels provide this link and are activated as the need arises, to coordinate resources and provide support. Coordination Centres are as follows:

- a. Local Disaster Coordination Centre – LDCC;
- b. District Disaster Coordination Centre – DDCC;
- c. State Disaster Coordination Centre – SDCC; and
- d. The national Incident Management Facility – IMF.

Responsibility to respond to an event lies with the Local Group, coordinated through the LDCC. Requests and confirmation about resources and passage of information are passed between coordination centres to support the disaster management groups. These clear lines of communication allow for an effective and measured response to a disaster event.

Local Disaster Coordination Centres

LDCC may be permanent or temporary facilities, provided within each Local government area or combined Local government area to support the Local Group during disasters. Each LDCC is responsible to provide prompt and relevant information to the DDCC concerning any disaster event or potential disaster event occurring within their area. These centres are also responsible for the coordination of all local resources as well as those allocated to it for disaster management purposes.

In particular a LDCC is responsible for:

- a. collection, collation and dissemination of information to the DDCC, relevant local agencies and officers, and the public;

- b. implementation of operational decisions of the Chair of the Local Group; and
- c. coordination of available resources, including those allocated from the Australian government, State and Disaster district, in support of the disaster affected community.

District Disaster Coordination Centres

DDCC may be permanent or temporary facilities, provided within each District to support the District Group during disaster events. Each DDCC is responsible to provide prompt and relevant information to both LDCCs and the SDCC concerning any disaster event occurring within their District. These Centres are also responsible for the coordination of all local and State resources within their District and those allocated to it for disaster management purposes.

In particular, a DDCC is responsible for:

- a. collection, collation and dissemination of information to the SDCC, relevant Local government Disaster Coordination Centre(s), and the public;
- b. the provision of advice to the Chair(s) of relevant Local Groups;
- c. implementation of operational decisions of the DDC; and
- d. coordination of allocated Local, State and Australian government resources in support of the disaster affected community.

State Disaster Coordination Centre

SDCC has a small permanent cadre staff and operates a continuous Duty Officer system to monitor events within the State on behalf of the State group. When activated in support of disaster-affected communities, the SDCC establishes communication with relevant DDCCs for the purpose of coordinating necessary information and resource support. The SDCC provides 'situational awareness' of disaster events to the Queensland Government and is accountable to the State group.

The functions carried out in the SDCC include the:

- a. collection, collation and dissemination of information to the State government, the Minister for Emergency Services, the Chair and members of the State group, Disaster districts and the public;
- b. provision of advice to the DDC and Chairs of Local Group; and
- c. coordination of State and Australian government resources in support of disaster affected communities.

Australian government and interstate coordination

Queensland and other Australian States and Territories achieve disaster management policy and operational coordination with the Australian government through IMF. Liaison with the Australian government and other States and Territories for disaster management purposes is the responsibility of EMQ.

During disaster operations, the interface with the Australian government and other States is through the SDCC. Requests for Australian government and interstate support during disasters should be directed through the SDCC. An exception to this is Defence Aid to the Civil Community category one requests, which can be passed by DDCs to the local commanders of Australian Defence Force units within their district.

Part four- Recovery arrangements

Recovery overview

Recovery is a significant component within Queensland's comprehensive approach to disaster management. Applied at national, jurisdictional and local levels, a variety of recovery actions deliver significant positive results for those affected by disasters.

Disaster recovery is the coordinated process of supporting disaster affected communities in the reconstruction of the physical infrastructure and the restoration of emotional, social, economic and physical wellbeing.

Specific areas identified include:

- a. community,
- b. psycho-social;
- c. infrastructure;
- d. economic; and
- e. environmental recovery.

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

Disaster recovery acknowledges the existing environment and is centred on the impacted community which is broadly defined, and includes groups linked by location, industry, culture, impact, interest etc. Principles that describe the application of recovery are an effective means for sharing goals in a field that involves many entities. Applying the recovery principles to disaster recovery involves a variety of organisations and individuals across government, non-government and the community.

Disaster recovery principles

Disaster recovery is part of emergency management. Planning for recovery is integral to emergency preparation and mitigation actions may often be initiated as part of recovery.

Successful recovery relies on:

- a. understanding the context;
- b. recognising complexity;
- c. using community-led approaches;
- d. ensuring coordination of all activities;
- e. employing effective communication; and
- f. acknowledging and building capacity.

Specific recovery structures may be developed by the Queensland government during an event.

Queensland State Recovery Plan

At the time of release the Queensland State Recovery Plan was in draft format. The plan will be distributed when complete.

Annexure A

The comprehensive approach

The comprehensive approach, which embraces synergies and efficiencies across prevention, preparedness, response and recovery, provides an overarching framework for disaster management in general and disaster response in particular.

Whilst this plan focuses exclusively on response, it is understood that response occurs within a continuum that includes prevention and preparedness as well as recovery. This Annexure complements the plan by defining the elements of a comprehensive approach.

The comprehensive approach recognises four types of activities that contribute to the reduction or elimination of hazard risks and increasing the resilience of a community:

- a. **prevention/mitigation activities**, which seek to eliminate or reduce the impact of hazards themselves and increase the resilience of the community. Mitigation activities can include use of structural measures such as levees and dams, as well as non-structural measures such as stringent building codes; land use planning regulations; public education; public information; warning systems; insurance; voluntary property acquisition; and infrastructure hardening.

Prevention Building codes Building use regulations Community awareness / education Legislation	Public information Relocation Tax, insurance incentives / disincentives Safety improvements Zoning / land use management
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- b. **preparedness activities**, which establish arrangements and plans and provide education and information to prepare the community to deal effectively with such emergencies and disasters as may eventuate. Preparedness can include: stakeholder liaison; emergency response planning; clarification of roles and responsibilities; evacuation planning; robust emergency communications; mutual aid agreements; public education campaigns; resource inventories; training programs; exercises; evacuation shelters; and pre-event contractual arrangements with suppliers.

Preparedness Community awareness / education Disaster management arrangements Emergency communications Evacuation plans	Mutual aid agreements Provision of special resources Resource inventories Training / test exercises Warning systems
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- c. **response activities**, which activate measures to deal with disasters. Response activities can include: deployment; emergency declaration; warning messages; community information; public registration and tracing; intra- and intergovernmental liaison; activate coordination centres; evacuation; damage assessment; search and rescue; provide medical support; institute public health measures; and initiate immediate relief mechanisms.

Response	
Implementing plans	Notifying public authorities
Issuing warnings	Mobilising resources
Activating emergency operations centres	Search and rescue
Implementing emergency legislation / declarations	Providing medical assistance
	Providing immediate relief

- d. **recovery activities**, which assist a community affected by an emergency or disaster in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical well-being. Recovery activities can include: restoring essential services; counselling programs; temporary housing; financial support/assistance; distribute recovery stores; public information; long-term medical support; manage public appeals; restore public assets; economic impact studies; review development plans; and initiate reconstruction tasks.

Recovery	
Community rehabilitation	Long-term medical care
Conducting economic impact studies	Physical restoration / reconstruction
Counselling programs	Public information
Financial support/assistance	Restoring essential services
Health and safety information	Temporary housing

Annexure B

Disaster districts - map

Not available for inclusion

Annexure C

Disaster districts - list

In progress

Annexure D

Agency roles and responsibilities

The roles and responsibilities of organisations in the application of disaster management functionality is as follows:

Organisation	Responsibilities
Emergency Management Queensland	<p>Through the XO to the State Group the functions as described in the <i>DM Act 2003</i>, include;</p> <ul style="list-style-type: none"> • Provision of advice and assistance to all agencies within Queensland's disaster management arrangements. • Provision of advice to disaster managers at all levels of the state's disaster management arrangements. • Ensuring that disaster management activities within the State are consistent with the strategic policy framework. • Facilitation of the development and maintenance of the State's Disaster Management Plan. • Operation and maintenance of the SDCC. • The maintenance of arrangements between the State and Australian government about matters relating to effective disaster management; and the coordination of State and Australian government assistance for disaster management and disaster operations • Training of disaster management stakeholders • Review of District and Local Plans
Queensland Police Service	<ul style="list-style-type: none"> • Preservation of peace and good order • Prevention of crime • Maintenance of any site as a possible crime scene • Coronial investigation procedures • Traffic control, including assistance with road closures and maintenance of road blocks • Crowd control • Coordination of evacuation operations • Coordination of rescue operations • Security of evacuated areas • Security of damaged premises • Registration of evacuated persons • Tracing or coordination of search for missing members of the community • Traffic, rail and air accidents • Guidance on Counter-Terrorism Issues
Department of Premier and Cabinet	<ul style="list-style-type: none"> • Independent advice to the chair of State Group • Public Information Arrangements – Crises Communication Network • Coordinating strategic situational awareness in a terrorist event via the SCC; • Leadership of strategic policy in all hazards • Provision of support and advice to the Premier and Cabinet

Queensland Fire & Rescue Service	<ul style="list-style-type: none"> • Fire control • Fire prevention • Rescue of trapped persons • Assist in pumping out of flooded buildings • Management of hazardous material situations • Provision of Material Safety Data Sheet (MSDS) information relative to hazardous materials • Provision of expert advisory services with regard to chemical incidents
Queensland Ambulance Service	<ul style="list-style-type: none"> • Assessment, treatment and transportation of injured persons • Assistance with evacuations (persons with medical conditions) • Provision of advice regarding medical special needs sectors of the community
State Emergency Services	<ul style="list-style-type: none"> • Storm damage response • Public education • Rescue of trapped or stranded persons • First aid • Traffic control • Short term welfare support • Assistance with impact assessment • Assistance with communications • Assistance with lighting
Bureau of Meteorology	<ul style="list-style-type: none"> • Forecasting of weather and the state of the atmosphere • Issue of warnings for gales, storms and other weather conditions likely to endanger life or property, including weather conditions likely to give rise to floods or bushfires • Supply of meteorological information • Publication of meteorological reports and bulletins • Provision of advice on meteorological matters
Department of Communities	<ul style="list-style-type: none"> • State's coordinating agency for social/community response and recovery planning & issues • Coordination of community recovery services including • Information on the range of recovery services available • Information on the psychological effects of disaster • Personal support services • Personal Hardship financial assistance measures - NDRRA / SDRA or other approved government assistance measures to eligible applicants • Provision of counselling and mental health services • Long term accommodation services • Facilitation of community participation in the redevelopment of social networks and community infrastructure

Queensland Transport	<ul style="list-style-type: none"> • Coordination of transport and transport engineering support for disaster prevention, preparedness, response and recovery • Movement of disaster related equipment and supplies including food, water, fuel, sandbags and medical resources • Movement of people as a result of mass evacuation of a disaster affected community • Repairs to and reinstatement of road, rail and maritime infrastructure • Provision of transport engineering advice including infrastructure service capacities relating to roads, bridges, ports and rail lines • Provision of information at State and District Disaster levels on road, rail, maritime and air service closures and / or restrictions
Department of Primary Industries & Fisheries	<ul style="list-style-type: none"> • Coordinates the Government's efforts to prevent, respond to, and recover from pests and diseases that threaten the economy and environment • Lead agency for exotic animal and plant diseases • Advice relative to stock • Destruction of stock or crops as required • Advice relative to disaster recovery processes for primary producers
Department of Public Works	<ul style="list-style-type: none"> • Functional Lead agency for: Building and Engineering Services; Communications Infrastructure; and Emergency Supply. QBuild provides the functional response at a disaster district level on behalf of Public Works • Inspection and repair of damaged State Government built infrastructure • Support in damage assessment • Access to Government motor vehicle fleet • Liaison with telecommunication providers • Logistical support arrangements • Temporary built infrastructure solutions • DPW utilises a framework of support from all service areas within the departments administrative portfolio
Environmental Protection Agency	<ul style="list-style-type: none"> • Coordination of storm time advice • Environmental issues • Pest control and fire management programs • Increased level of monitoring, modelling and assessment and supply of relevant information to decision-makers • Increased effectiveness managing significant environmental risks with potential adverse impacts minimised • Responsibilities under the Hazmat Recovery Plan
Queensland Health	<ul style="list-style-type: none"> • Coordination of medical resources • Lead agency for pandemics • Public health advice and warnings to participating agencies and the community • Psychological and counselling services for disaster affected persons • Ongoing medical and health services required during the recovery period to preserve the general health of the community

Local government	<ul style="list-style-type: none"> • Maintenance of Local government functions (via Local government business continuity and recovery Planning) • Maintenance of normal Local government services to the community and critical infrastructure protection • Development and maintenance of disaster management plans for the shire • Development and maintenance of a public education/awareness program • Establishment, maintenance and operation of a LDCC including the training of sufficient personnel to operate the centre • Coordination of support to emergency response agencies • Maintenance of warning and telemetry systems • Collection and interpretation of information from telemetry systems • Reconnaissance and post impact assessments for the shire • Debris clearance of roads and bridges • Issuance of public information prior to, during and post disaster impact events • Recommendations with regard to areas to be considered for authorised evacuation • Public advice with regard to voluntary evacuation • Provision of locally based community recovery services in conjunction with other recovery agencies • Evacuation centre management
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Annexure E

Communication process and procedure

Overview

The Queensland Government arrangements for coordinating public information in a crisis ('the arrangements') can be activated to provide leadership for the many cross-government communication activities that occur as a result of an incident, and to assist agencies harmonise their activities and messages.

The arrangements replace the 'Queensland Public Information Arrangements Strategy' and the 'Queensland Counter-Terrorism Public Information Arrangements'.

Introduction

Should Queensland experience a crisis, whether it be a natural disaster, terrorism incident, influenza pandemic or biohazard, it will be vital that the Queensland Government coordinates and distributes reliable and consistent information to (i) maintain public safety and meet public needs; (ii) keep people informed and engaged; and (iii) support Queensland Government crisis management activities.

The importance of coordinating public information has been a key finding of post-disaster reviews in Queensland, Australia and internationally, which indicate that 'business as usual' arrangements are not sufficient. The benefits of coordination include the ability:

- to provide integrated warnings and information to meet the needs of affected people and businesses, without them having to understand different government departments;
- to provide and reinforce consistent advice through various agencies, strengthening messages and avoiding public confusion;
- for agencies to work towards a common strategic direction;
- for agencies to draw on combined resources and expertise to resolve issues and meet communication objectives; and
- to provide integrated advice and support to the Premier, Ministers and other crisis leaders.

Many agencies have particular responsibilities during crises, including the immediate release of public warnings and other messages. The arrangements provide a mechanism to assist agencies coordinate and harmonise their public information and communication activities, without impeding, duplicating or complicating their work.

Media and communication officers remain within their agencies, and agencies retain responsibility for their own communication plans, products, activities and stakeholder liaison.

The arrangements

Crisis Communication Network

The cornerstone of the arrangements is the establishment of a Crisis Communication Network ('the Network'), comprising communication heads and staff from relevant agencies. The Network will be chaired by the Department of the Premier and Cabinet (DPC) and supported by a small secretariat.

The chair and secretariat will:

- activate and coordinate the Network;
- set a schedule of regular Network meetings, based strategically around other known meetings and events;
- develop an incident communication strategy with Network members;

- attend State group or other incident group meetings to report on public information matters, and liaise with the Network on return regarding implementation of decisions (the chair's role links the Network with the directions set by government leaders);
- participate in relevant national meetings to report on public information matters, and liaise with the Network on return to discuss implementation of decisions;
- discuss with Network members the key themes and strategic messages that each agency can build into their own public information products; and
- discuss with Network members the development of talking points, media conference details, media releases, promotional resources and advertising.

Network members will:

- represent their agency (noting that agencies retain responsibility for their own communication plans, products, activities and stakeholders liaison);
- provide input into the incident communication strategy;
- work together to problem solve key communication issues that arise, such as information gaps or inaccuracies;
- work together to share resources, including staff where appropriate;
- share advice about key communication activities and mechanisms to distribute information; and
- communicate advice from the Network to their agency, ministerial offices and stakeholders as relevant.

Activation

The arrangements have been designed for flexible use in any crisis that would benefit from a coordinated Queensland Government public information response.

At the time of an incident, DPC will discuss activation of the arrangements with the relevant strategic incident management group.

It may be appropriate for the arrangements to be activated during a preparation phase as well as the response and recovery phases of an event. Factors that will influence that decision include the:

- size, severity and nature of the crisis;
- threat or perceived threat to public safety and security;
- contribution of multiple agencies or multiple jurisdictions to managing the crisis;
- impact on multiple agencies or jurisdictions; and
- impact on critical infrastructure and industry.

Stakeholder liaison

Existing mechanisms to facilitate government communication with specific target audiences and stakeholders (including media outlets) will continue to apply.

It may be appropriate to include relevant stakeholders in Network meetings to provide broader contextual information. In some instances, Network members may seek the assistance of stakeholders to facilitate more targeted distribution of information.

Annexure F

Disaster declarations and legislation

Declaration of a disaster situation

A district disaster coordinator for a Disaster district may, with the approval of the Minister, declare a disaster situation for the district, or a part of it, if satisfied:

- a disaster has happened, is happening or is likely to happen, in the Disaster district; and
- it is necessary for the district disaster coordinator or a declared disaster officer to exercise declared disaster powers to prevent or minimise any of the following—
 - loss of human life;
 - illness or injury to humans;
 - property loss or damage;
 - damage to the environment.
- Before declaring the disaster situation, the district disaster coordinator must take reasonable steps to consult with:
 - the District Group for the Disaster district; and
 - each Local government whose area is in, or partly in, the declared area for the disaster situation.
 - A failure to consult under section 64 subsection (2) does not affect the validity of the declaration.

General powers during a disaster situation

A relevant district disaster coordinator or a declared disaster officer may do all of the following:

- control the movement of persons, animals or vehicles within, into, out of or around the declared area for the disaster situation;
- give a direction to a person to regulate the movement of the person, an animal or a vehicle within, into, out of or around the declared area;
- evacuate persons or animals from the declared area or a part of the area enter a place in the declared area;
- take into a place in the declared area the equipment, persons or materials the officer reasonably requires for exercising a power under this subdivision;
- contain an animal or substance within the declared area; remove or destroy an animal, vegetation or substance within the declared area;
- remove, dismantle, demolish or destroy a vehicle, or a building or other structure, in the declared area;
- use, close off or block a facility for drainage shut off or disconnect a supply of fuel, gas, electricity or water, and take and use the fuel, gas, electricity or water;
- turn off, disconnect or shut down any motor or equipment;
- open a container or other thing, or dismantle equipment;
- excavate land or form tunnels;
- build earthworks or temporary structures, or erect barriers;
- close to traffic any road;
- maintain, restore, or prevent destruction of, essential services; and
- require a person to give the relevant district disaster coordinator or declared disaster officer reasonable help to exercise the coordinator's or officer's powers under this subdivision.

However, a declared disaster officer may exercise a power under Section 76, subsection (1)(h) in relation to a building or other structure only with the written approval of a relevant district disaster coordinator.

A relevant district disaster coordinator or a declared disaster officer may enter a place in the declared area without a warrant or the consent of the occupier of the place.

Also, a relevant district disaster coordinator or a declared disaster officer may exercise a power under this subdivision with the help, and using the force, that is reasonable in the circumstances.

In giving a direction or making a requirement mentioned in Section 76, subsection (1)(b) or (q), a relevant district disaster coordinator or a declared disaster officer must warn the person it is an offence to fail to comply with the direction or requirement unless the person has a reasonable excuse.

In this section

- road means a road under the *Transport Operations (Road Use Management) Act 1995*.

Declarations under other legislation

A number of other pieces of Queensland legislation provide for the making of declarations and the exercise of powers in an emergency under particular circumstances, including:

- the *Public Safety Preservation Act 1986*;
- the *Fire and Rescue Service Act 1990*;
- the *State Transport Act 1938*;
- the *Public Health Act 2005*; and
- the *Exotic Diseases in Animals Act 1981*.

Sections 6 to 8 of the *DM Act 2003* acknowledge that declarations may be made and powers exercised under other Acts. Directions may be given about the circumstances in which a power under another Act may be exercised during a disaster situation, as set out in section 9.

Annexure G

Financial assistance arrangements

Natural Disaster Relief and Recovery Arrangements

The primary mechanism used by the Queensland Government for providing assistance to communities affected by natural disaster events is the Australian government/State funded Natural Disaster Relief and Recovery Arrangements (NDRRA).

These longstanding arrangements provide a cost sharing formula (between the Queensland and Australian government) as well as a range of pre-agreed relief measures which may be activated by the Queensland Government immediately following an eligible natural disaster event, once a need has been established.

Disaster relief measures are designed to help those within the community who do not have the resources to provide for their own recovery. The various measures address specific needs which exist within a stricken community as well as providing a safety net for disaster victims.

Assistance is NOT provided as compensation for damage/losses sustained or as a disincentive to self-help by way of commercial insurance and/or other appropriate disaster mitigation strategies. Presently, NDRRA funding is provided where total State expenditure is greater than \$240,000.

Funding is also provided to government agencies and Local government to facilitate the restoration of public infrastructure.

Eligible natural disasters under NDRRA include any one of, or combination of the natural phenomena;

- a. cyclone;
- b. flood;
- c. storm,
- d. storm surge;
- e. bushfire;
- f. tsunami;
- g. meteor strike;
- h. tornado;
- i. earthquake; and
- j. landslide (that is a direct result of an eligible event).

Drought is not an eligible natural disaster event. Australian government drought assistance is funded under the Rural Adjustment Scheme. The Queensland Rural Adjustment Authority administers this scheme. State drought subsidies are administered by the Department of Primary Industries and Fisheries.

Non-natural disasters are not eligible for NDRRA funding. Should expenditure following an exceptional technological disaster (i.e. chemical, toxic gas/smoke cloud, aircraft impact, essential service or infrastructure failure etc) be beyond the financial capacity of the responsible authority, an approach would need to be made to the Queensland Government for "special" funding.

The following relief measures are available under NDRRA funding:

- a. **Restoration of Essential Public Assets:** Restoration to pre-disaster standard with contribution of up to 25% to be met by the asset owner.
- b. **Disaster Operations:** Reimbursement of extraordinary disaster management costs, private debris clearing and consumables (eg. Tarps, sandbags and ropes).

- c. **Concessional Loans to Primary Producers:** For restocking and carry-on loan up to \$150,000 at 4% pa (7 years).
- d. **Concessional Loans to Small Business:** Concessional loans to small business operators who are unable to provide for their own recovery to re-establish operations following physical loss. Carry-on & re-establishment loan up to \$150,000 at 4.0% pa (7 years).
- e. **Freight Subsidies to Primary Producers:** Assistance up to \$5,000 for movement of stock, feed, machinery, fuel, water and building/fencing materials.
- f. **Disaster Relief Assistance Scheme:** To alleviate personal hardship and distress (emergent, contents replacement and building repair/replacement grants). Individual assistance up to \$9,800 and couples/families up to \$13,200.
- g. **Associations Natural Disaster Relief Scheme:** Assist associations to re-establish facilities. Combination of loan and grant assistance up to the maximum amounts of \$100,000 loan and \$5,000 grant for any one applicant.

Activation of NDRRA Assistance. The Minister for Emergency Services is responsible for activating and coordinating the delivery of NDRRA assistance measures. Following a severe natural disaster event and an initial evaluation of damage, loss and personal hardship, the Minister for Emergency Services (on behalf of the Queensland Government) may immediately activate those NDRRA relief/ assistance measures that are appropriate.

State Disaster Relief Arrangements

Following disaster events, the Minister for Emergency Services may activate financial relief measures under the State (funded) Disaster Relief Arrangements (SDRA). Certain natural disasters are ineligible for Australian government NDRRA funding, but may allow for State funded personal hardship and distress measures to be enacted. Such relief is able to address a far wider range of disaster events than the NDRRA.

The purpose of SDRA is to address personal hardship and community response needs for disaster events that do not meet the NDRRA activation threshold which is currently \$240,000. The protection, emergency repairs and restoration of State and Local government assets are not covered under SDRA. The restoration of Essential Public Assets relief measure requires NDRRA to be activated. SDRA relief measures that may be activated include the Disaster Relief Assistance Scheme and Counter Disaster Operations. These are the same relief measures that may be activated under NDRRA but is wholly funded by the State.

The following are key SDRA governance criteria:

- a. SDRA is an all hazards program which is 100% State funded;
- b. SDRA is able to be activated when Department of Communities identifies at least one case of genuine personal hardship and distress (ie. meets criteria for contents replacement and building repair/replacement grant assistance);
- c. The Minister for Emergency Services (supported by Emergency Management Queensland) is responsible for activating and coordinating the delivery of SDRA assistance measures.

The following relief measures are available under SDRA funding:

- a. **Disaster Relief Assistance Scheme:** To alleviate personal hardship and distress (emergent, contents replacement and building repair/replacement grants). Individual assistance up to \$9,800 and couples/families up to \$13,200, and
- b. **Counter Disaster Operations:** Reimbursement of extraordinary disaster management costs, private debris clearing and consumables (eg. Tarps, sandbags and ropes).

Annexure H

Risk descriptors and qualitative analysis matrix

Risk descriptors

Descriptor	Potential Scenarios
Insignificant risk	No fatalities. Medical treatment required. Small number displaced for a short period. Some damage. Little disruption to the community. Some impact on environment, with no lasting effects. Some financial loss.
Minor	Small number of fatalities. Hospitalisation required. Minor temporary displacement. Significant damage. Some community disruption. Serious impact on environment with no long-term effects. Significant financial loss.
Moderate	Multiple fatalities. Numerous injuries requiring hospitalisation. Significant numbers displaced for short periods. Serious damage requiring some external assistance. Community functioning with difficulty. Severe impact on environment with long-term effects. Serious financial loss.
Major	Numerous fatalities. Extensive injuries, with significant hospitalisation. Large number displaced for significant duration. Severe damage that requires external resources. Community only partially functioning. Severe permanent damage to the environment. Severe financial loss.
Catastrophic	Mass fatalities. Large numbers requiring extended hospitalisation. General and widespread displacement for extended duration. Widespread extensive damage. Community unable to function. Widespread severe permanent damage to the environment. Widespread severe financial loss.

		Consequence				
		Insignificant 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
Likelihood	A (almost certain) 1:1	H	H	E	E	E
	B (likely) 1:10	M	H	H	EW	E
	C (possible) 1:50	L	M	H	E	E
	D (unlikely) 1:100	L	L	M	H	E
	E (rare) 1:500	L	L	M	H	H

E: Extreme risk; immediate action required

H: High risk; senior management attention required

M: Medium risk; management responsibility must be specified

L: Low risk; manage by routine procedures

