LOCAL GOVER ASSOCIATIO OF QUEEN

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6 May 2011

Justice C E Holmes Commissioner Queensland Floods Commission of Inquiry GPO Box 1738 BRISBANE OLD 4001

Dear Commissioner.

Thank you for your letter dated 21 April 2011 requesting a witness statement from the Local Government Association of Queensland (LGAQ).

This request details a number of queries under the various headings:

- The role and involvement of LGAQ in the disaster management framework, including but not limited to:
 - Its involvement in disaster management policy development;
 - Its role, if any, in providing disaster management training to local councils;
 - Its role in supporting local councils to fulfil their disaster management functions: and
 - Whether it is considering or proposes any changes to the roles mentioned above or LGAQ's role and involvement generally in the disaster management framework as a result of the 2010/2011 flood event.
- LGAQ's role and involvement in the State Disaster Coordination Centre (SDCC) during the 2010/2011 flood event, including (but not limited to):
 - The nature and extent of LGAQ's involvement in the operations of the SDCC;
 - The actions taken by the LGAQ in the SDCC during the 2010/2011 events;
 - The matters referred to in section 4.3 of the Gold Coast City Council's submission to the Commission, which I understand you have a copy of; and
 - Whether it suggests any changes to the operation of the SDCC or LGAQ's role within it as a result of the 2010/2011 flood event.

These queries are addressed in the enclosed witness statement under the above headings.

If you have any queries, please do not hesitate to contact me, and I look forward to appearing as a witness in the Brisbane hearings, which I understand will potentially be Friday 13 May 2011.

QFCI Greg Hoffman PSM GENERAL MANAGER - ADVOCATE Exhibit Number:

cc: David Kevin, Partner, King & Company

Kind regards.

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Witness Statement to Floods Commission of Inquiry by Greg Hoffman PSM, General Manager Advocate Local Government Association of Queensland Ltd

- 1) The role and involvement of the Local Government Association of Queensland (LGAQ) in the disaster management framework, including
 - a) Its involvement in disaster management policy development.

LGAQ - Local Government Peak Body

LGAQ, established in 1896, is the peak body representing local governments in Queensland. In this capacity it engages with governments, federal and state, on a wide range of issues impacting on councils and the communities they serve.

Specifically, under Section 19 of the Disaster Management Act 2003 (the Act) the LGAQ is represented on the State Disaster Management Group (SDMG). The LGAQ's CEO is the appointed member on the SDMG and I act as his proxy when required.

The functions of the SDMG are contained in Section 18 of the Act which include, inter alia, to develop a strategic policy framework for disaster management in Queensland, to ensure effective disaster management is developed and implemented for the State, to prepare the State disaster management plan and to coordinate State and Commonwealth assistance for disaster management and disaster operations. The exercise of these functions has a direct impact on local governments and the LGAQ represents their interests in relations to these matters.

As an example of the interaction between the State government and LGAQ on disaster management issues, LGAQ was invited to be a member on a panel overseeing a review of disaster management arrangements in 2009. The LGAQ assisted the review at its annual Disaster Management Conference that year by facilitating interviews for the review consultants with mayors and council disaster management officers attending the conference.

This review led to amendments to the Act which took effect from 1 November 2010.

Disaster Management Alliance

A Disaster Management Alliance was established on 6 July 2005 between the then Department of Emergency Services and LGAQ. The Alliance provides a forum for direct interaction between senior departmental and LGAQ officers in the review and development of disaster management policy and operational arrangements between the State and Local Government. It reflects the partnership approach between the two levels of government in carrying out our respective disaster management roles.

The Alliance was renewed in June 2010 by the signing of a new agreement, "Resilient Communities through Partnership", by the Honourable Neil Roberts MP, Minister for Police, Corrective Services and Emergency Services and Cr Paul Bell AM, LGAQ President. A copy of the agreement is attached (Attachment 1).

b) Its role, if any, in providing disaster management training to local councils.

Disaster Management Training

Currently, the LGAQ has no direct role in formal disaster management training. However, we have participated in and/or contributed to the development of training programs, information sessions and conferences conducted by Emergency Management Queensland.

Prior to the introduction of the current disaster management arrangements arising out of amendments to the Act in November 2010, we participated in joint information sessions for councils involving the Queensland Police Service (QPS) and Emergency Management Queensland.

However, LGAQ is a Registered Training Organisation providing a range of accredited certificate and diploma level courses for local government employees. Research has commenced into working with the Department of Community Safety and QPS to develop disaster management training programs for councils.

c) Its role in supporting local councils to fulfil their disaster managements functions.

Disaster Management Support

As indicated in (a) above the establishment of the Disaster Management Alliance in 2005 provides a forum to ensure a close working relationship between the State and Local Government in the operation of the State's disaster management system. This partnership approach facilitates supports and streamlines State government engagement with councils. This approach is advantageous to both the State government and councils.

In addition, LGAQ has two fulltime officers dedicated to supporting councils with various aspects of their disaster management responsibilities.

The Disaster Management Alliance Senior Advisor (DMA-SA) position was established in 2005 with the primary role of supporting the development of disaster management capacity and capability in councils. The DMA-SA has developed extensive networks with key elected officials and senior officers in councils and has led the development of a range of resources to assist councils to meet their disaster management obligations. The DMA-SA has also worked closely with Emergency Management Queensland, Queensland Fire & Rescue, Queensland Police Service and other emergency service agencies to provide linkages with councils.

The Natural Disaster Resilience Program Senior Advisor (NDRP-SA) position was established in 2010 with the primary role of advising and supporting councils on applications under the Natural Disaster Resilience Program. The NDRP-SA has also provided general disaster management advice to the LGAQ Executive, elected officials and senior officers of councils.

These officers conduct regular visits to councils to meet with mayors, councillors, senior officers and disaster management officers. In addition, they provide advice, information and support via email, telephone and internet based systems on a daily basis.

Disaster Management Resources

An example of the valuable partnership approach arising from the Disaster Management Alliance is the 2007 Disaster Education Resources for Children and Young People Project involving the development of two award winning resources. This project was jointly undertaken by LGAQ and Emergency Management Queensland.

There are few resources to engage with children and young people in the area of disaster management. In response this project was undertaken to enable youth and disaster management workers to engage with children and young people in thinking about, planning for and responding to disaster in their home or community. It was funded by a grant from the Australian government's "Working Together to Manage Emergencies" program. Details are as follows:

Red Alert - This resource is a series of "digital stories" that involved almost 100 young people (aged 12-18) in design, development and production of the *Red Alert!* DVD. The 15 digital stories that comprise the resources are the stories, voices, art and images of young people. The resource is useful for young people, teachers, council officers, youth workers and disaster management personnel in connecting with young people before, during and after emergencies.

Get Ready Kidna's - This resource is a series of web-based games and activities (also available as a CD) that encourage children (aged 7-11) to engage with other household members in thinking about disasters they may be exposed to, what they can do to prepare and how they can respond as a household. The games and activities are designed to engage both children and their carers. The games are designed to be fun learning experiences for the children, whilst the activities reinforce these learnings and provide the household with a range of practical things they can do to ensure they are as prepared as possible for any emergency.

The resources were distributed to councils (through youth and disaster management officers), council libraries, local SES units, local SES cadet groups and other relevant agencies and each year prior to the storm season they are re-released.

In 2008 the project won the Australian Safer Communities Award in the State/Territory Government Agency category.

Annual Disaster Management Conference

In addition, the annual LGAQ Disaster Management Conference, commenced in 2009 as a joint initiative between the Department of Community Safety (then Department of Emergency Services) and LGAQ, brings together council mayors, councillors and senior officers with departmental officers from across several agencies to share experiences and learnings, undertake technical tours, and most importantly build relationships to support their mutual roles at local, district and state levels. This year's conference will be held on 27-29 July in Bundaberg and will provide the first comprehensive opportunity for an intergovernmental, multi-agency debrief on the summer's floods and cyclones. From this event, no doubt, many suggestions and ideas will emerge on improving the disaster management system.

At other conferences conducted by LGAQ (e.g. Annual Conference, Infrastructure and Planning Symposium, and Economic and Regional Development Conference), presentations and workshops are conducted on disaster management topics relevant to these conferences.

d) Whether it is considering or proposing any changes to the roles mentioned above or LGAQ's role and involvement generally in the disaster management framework as a result of the 2010/11 flood event.

LGAQ Disaster Management Role and Relationships

The LGAQ's structure is built on three primary functions on behalf of councils - advocacy (representation), assistance (support) and advancement (development). As a member organisation we determine what we will do on their behalf in close consultation with members.

As mentioned in (b) above LGAQ is researching the possible expansion of its disaster management training role. However, this would only be progressed in a collaborative manner with the other agencies involved. Any decision would only be taken after the issues were discussed through the Disaster Management Alliance.

At this stage LGAQ has not considered any changes to the staffing and resourcing of its disaster management functions and services. Obviously, the outcomes from the Inquiry could impact on the representational, support and developmental activities of LGAQ on behalf of its members.

As mentioned above the Disaster Management Alliance was established in 2005 between the then Department of Emergency Services and the LGAQ. The Alliance has provided an invaluable forum in building the relationship between the Department of Community Safety (particularly EMQ) and Local Government. Subsequent to the amendments of the Disaster Management Act 2003 which came into effect in November 2010, just prior to this summer's floods and cyclones, it is now considered timely to review the membership of the Alliance. Currently, it consists of senior representatives from the DCS and LGAQ. With the expanded role now played by the QPS within the disaster management system the next meeting of the Disaster Management Alliance Board will discuss the membership of the Alliance and the appropriateness of expanding membership to include QPS.

Disaster Recovery

With an estimated damages bill of \$2.5 billion arising from the floods and cyclones the LGAQ has been working closely with the Queensland Reconstruction Authority (QldRA) to help councils in the preparation of their recovery plans and submissions to the QldRA. The Association's Local Government Infrastructure Services (LGIS), a joint venture between the Queensland Treasury Corporation and LGAQ, is the vehicle through which this service is provided.

One of the major challenges faced by councils during the reconstruction phase will be the ability to access contractors, plant and equipment, and materials given the competition for these resources and the high costs involved because of the state-wide demand. LGAQ in conjunction with LGIS is providing the means of aggregating council requirements, engaging with private and public sector contractors, and working to schedule works to obtain economies of scope and scale. Councils are free to utilise this service; there is no compulsion.

LGAQ is looking to put in place a permanent or standing arrangement to assist councils in the recovery phase should the scope of work be beyond their capacity. The upcoming Disaster Management Conference in July will provide an opportunity to examine this proposal in further detail.

- 2) LGAQ's role and involvement in the State Disaster Coordination Centre (SDCC) during the 2010-11 flood event, including
 - a) The nature and extent of LGAQ's involvement in the operations of the SDCC.

LGAQ Role in the SDCC

Under amendments to the Disaster Management Act 2003 effective from 1 November 2010 LGAQ became a full member of the SDMG. Prior to that time LGAQ had been an observer to the SDMG.

As a member of SDMG, LGAQ participates in the performance of its functions contained in Section 18 of the Act. In a practical sense this involves attendance at all meetings of the SDMG as well as providing assistance to the State Disaster Coordinator (SDC) in the coordination of disaster response operations of the SDMG. This is done through attendance at meetings of the State Disaster Coordination Group (SDCG) chaired by the SDC (in person or via teleconference) and attendance at the SDCC (in person or via email and mobile phone).

During the 2010/11 floods and cyclones attendance at SDMG meetings was by the LGAQ's CEO and/or myself as his proxy. Attendance at SDCG meetings and SDCC was by myself and/or the LGAQ's Disaster Management Alliance Senior Advisor and/or the Natural Disaster Resilience Program Senior Advisor. Other senior LGAQ and LGIS officers attended on various occasions as required.

The main tasks undertaken by LGAQ at times of natural disasters involve liaison with councils, gathering situational information and identifying areas of existing or emerging need. It should be noted that this work is with council personnel (mayors, councillors and officers) involved in disaster management and also with those not directly involved in disaster management but with responsibility for the supporting the LDMG and providing the usual range of council services to the community.

Our engagement with council representatives (mayors, councillors and senior officers) who are members of the LDMG is fully within the disaster management system. It does not operate as a separate or parallel system but to facilitate, support and expedite, where possible, interaction between local, district and state level operations. Full participation in the SDMG and SDCG and a presence at the SDCC are essential to ensuring high levels of integration.

This enables us to facilitate and support the operation of the disaster management system based on the local, district and state levels of responsibility and cooperation.

LGAQ's ability to perform these tasks is based on our comprehensive state-wide knowledge of councils and an extensive network of contacts at mayor, councillor and officer levels.

b) The actions taken by the LGAQ in the SDCC during the 2010/2011 events.

LGAQ Actions in SDCC During 2010/11 Events

LGAQ's involvement with SDMG, SDCG and SDCC activities commenced on 24 December 2010 with a Special SDMG meeting at the Kedron Emergency Services Complex (ESC) called to brief members on the emerging flood situation in Central Queensland. From that time until 10 February 2011 when the final SDMG meeting was held following TC Yasi, LGAQ was active in its attendance at the ESC for SDMG and SDCG meetings and involvement in SDCC operational activities. LGAQ's activities continue in support of recovery and reconstruction activities.

In addition to contact with councils via the extensive network to provide advice, assistance and support as outlined in 2(a) above, the main activity of LGAQ in response to natural disasters is to operate the Council to Council (C2C).

The C2C Program was first established in early 2010 to assist councils in South Western Queensland that had been affected by widespread flooding. The program was developed in consultation with the Department of Community Safety and was approved as an effective means of coordinating assistance between councils.

When individual councils and their Local Disaster Management Group (LDMG) require assistance that is not able to be met by resources within their own council or from other councils within their Disaster Management District the C2C program supports the process of identifying unaffected councils in Queensland (or other jurisdictions) with resources available to assist those with identified needs.

The C2C program is essentially a mutual aid or peer-to-peer support activity. The C2C program can support affected councils during disaster response activities and also with emerging relief, recovery and reconstruction tasks. The program can also be used to maintain "core business" activities of councils where personnel or systems have been impacted (for example the transfer of public call centres to unaffected areas, remote payroll and finance administration).

Attached is a copy of the C2C Program Guidelines, as well as the forms for requesting and offering assistance (Attachment 2). These have been distributed to all councils directly by LGAQ and through the disaster management system.

On January 1 2011, with an appreciation of the unfolding scale of the events to that time, the LGAQ requested "indicative offers of assistance" from unaffected councils (Attachment 3) and also advised those councils affected by the disasters to that time to request assistance through their District Disaster Coordinator (Attachment 4).

Offers of assistance were received from more than 50 individual councils within Queensland and from other jurisdictions. These offers represented many thousands of "hours" across the range of council responsibilities (disaster management and core business) as well as generous offers of resources, equipment and consumables. Most of these offers were subsequently matched to requests for assistance from affected councils.

As an example of how the C2C program works the Bundaberg Regional Council CEO raised with me the need for additional vector control specialists to assist as the flood waters receded in his area. I advised him to make a formal request through the C2C program, which they immediately actioned. Using LGAQ's contacts list, I was able to identify and obtain agreement for an entomologist and other staff from Moreton Bay Regional Council to be made available to travel to Bundaberg within five hours of the request being made. I conveyed this information to the CEO and subsequently through the LDMG and DDMG processes the officers arrived in Bundaberg the following day.

Given the scale of the flooding events in the Lockyer and Brisbane Valleys and TC Yasi in north Queensland LGAQ also activated direct assistance to affected councils as follows:

- LGAQ senior officers with direct local government experience and specialist media staff deployed to the Lockyer Valley and Somerset Regional Councils to assist for a period of 10 days following the floods.
- Through LGIS, LGAQ facilitated the immediate deployment of a marquee to Grantham to operate as the initial disaster response centre.
- LGIS also provided engineers to assist with the initial assessment of emergency repairs to key infrastructure. LGIS continues to work with the councils in the development of their submissions to the Queensland Reconstruction Authority.
- LGAQ deployed specialist media staff to Cassowary Coast Regional Council following TC Yasi to support the council respond to state, national and international media enquiries and develop a community information program.
- Though LGIS, LGAQ facilitated the deployment of a team of engineers to undertake immediate damage assessment to water and sewerage infrastructure in the Hinchinbrook and Cassowary Coast council areas.
- LGAQ has also undertaken follow-up visits to the most significantly impacted councils. These visits by the General Manager - Advance, LGAQ disaster management specialists, LGIS CEO and Local Buy CEO

- have assisted in clarifying issues and addressing council needs for additional support in meeting disaster reconstruction and community recovery requirements.
- Local Buy, LGAQ's procurement service, has put in place specialist supplier panels streamlining council purchasing of goods and services for the reconstruction and repair of roads, bridges and telecommunications assets damaged by the floods and cyclones.

These activities have been authorised through the LDMG, DDMG and SDMG as required.

c) The matters referred to in section 4.3 of the Gold Coast City Council's submission to the Commission.

Gold Coast City Council Comments

LGAQ believes that the Gold Coast City Council (GCCC) is unclear in its understanding of the operation of the Council to Council (C2C) Program and its linkage to the Disaster Management System and the operation of the SDCC.

All councils were advised by the LGAQ during January and February 2011 to make use of the disaster management system - and the approved C2C Program - as the most effective way of ensuring limited resources were tasked to the most appropriate need. Attached, as an example, is a copy of a Circular from Greg Hallam, CEO, LGAQ, to all councils on January 12 reinforcing the imperative of following the established process (Attachment 5).

The attached email correspondence between the DDC Gold Coast and LGAQ (with cc to relevant officers at GCCC, QPS and the SDCC) is an example of our attempt to encourage GCCC to operate within the disaster management system and the approved method of providing assistance to affected councils (Attachment 6).

Whilst LGAQ does not intervene where mutual aid is being provided between councils, we do not believe this is an approach that supports the most effective use of resources in times of major disasters.

LGAQ is in effect acting as an "agent of the SDCC" in supporting affected councils through the C2C Program to identify resources available in unaffected councils and matching them to requests for assistance.

The use of an appropriate system to support operational activities is supported by LGAQ and our experience is that the SDCC operates a fully functional AIIMS-ICS system. LGAQ support the operation of this system through deployment (either physical or virtual as appropriate) of a Liaison Officer to the SDCC.

In supporting the SDCC, LGAQ believes it is inappropriate for our staff to be "embedded" in the Logistics Cell as we are supporting the entire operation of the SDCC. Maintaining a Liaison Officer role enables LGAQ to provide advice, information and resources to the entire AIIMS-ICS model being run within the SDCC.

Further, LGAQ rejects the assertion that the SDCC failed to show "strategic direction" in relation to the deployment of resources. I believe this deployment could have been further enhanced if all councils had followed the established and approved procedures of the C2C Program.

There was some confusion about the timeliness of processing, requests for assistance, however, it is the LGAQ belief that the SDCC responded to requests for assistance in a timely manner and forwarded them to the LGAQ Liaison Officer for matching to available support/resources. Unfortunately, not all councils advised LGAQ (through the C2C Program) of resources they were willing to deploy and this hampered the efficient deployment of resources.

I believe much of the confusion in relation to timeliness appears to have been caused by the delay between "verbal notifications of a need" and the submission by the affected council of a detailed "request for assistance" into the SDCC. These delays occurred in some cases where the resources were not required urgently.

The LGAQ will further clarify its operational role with all councils and the disaster management system to minimise confusion in future events, but does not believe there is a need for major change to this role. As stated above the LGAQ does not believe it should be incorporated into the Logistics Cell of the SDCC - but rather maintain its role (like other supporting agencies) in the SDCC through the deployment of a Liaison Officer to work within the overall SDCC structure.

d) Suggested changes to the operation of SDCC or LGAQ roles as a result of the 2010/11 flood event.

LGAQ has no suggested changes to the roles of LGAQ or SDCC in relation to the operation of LGAQ within SDCC. However, LGAQ will in conjunction with DCS/EMQ and QPS ensure there is greater understanding by councils of the purpose and operation of the C2C program. This will be done through our communication networks with councils. In addition it will be discussed at the upcoming meeting of the Disaster Management Alliance Board and the Annual Disaster Management Conference in July 2011.

Greg Hoffman PSM General Manager - Advocate

Friday 6 May 2011

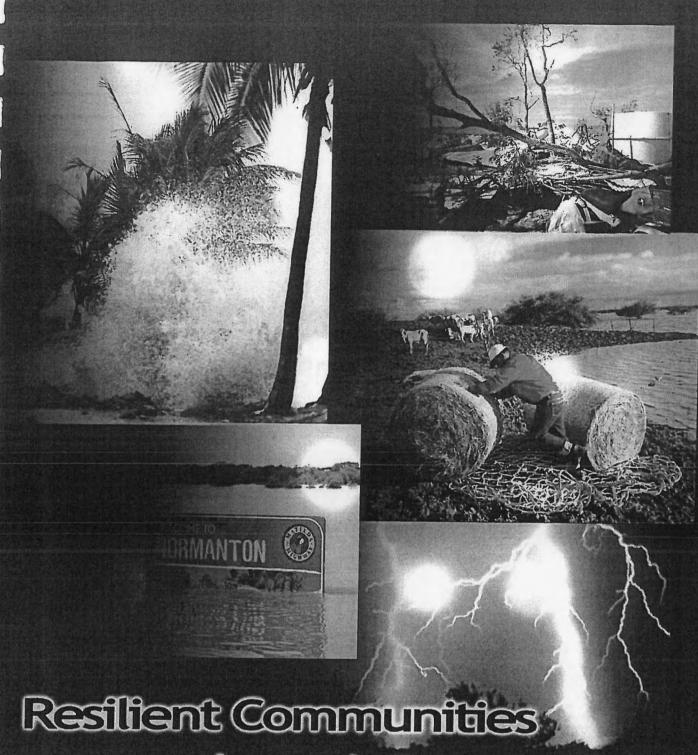
ATTACHMENT 1

WITNESS STATEMENT TO THE QUEENSLAND FLOODS COMMISSION OF INQUIRY

GREG HOFFMAN PSM GENERAL MANAGER - ADVOCATE

6 May 2011





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Partnership between the Local Government Association of Queensland (for and on behalf of Queensland councils) and the State of Queensland through the Department of Community Safety





Preamble

Disaster resilience is the collective responsibility of all sectors of society, including all levels of government, business, the non-government sector and individuals. With these sectors working together in partnerships, with a united focus and a shared sense of responsibility to promote disaster resilience, the collective effort will be far more effective than the individual effort of any one sector or agency.

This Memorandum of Agreement (MOA) outlines the principles and governance arrangements for the implementation and operation of the Resilient Communities Partnership between the Department of Community Safety and the Local Government Association of Queensland, on behalf of Queensland councils. This MOA builds on the previous Agreement pertaining to the Queensland Disaster Management Alliance.

This MOA aims to support Queensland councils to build more self-reliant, disaster resilient communities through existing programs and activities, by taking advantage of existing policy levers where appropriate, so as to maximise the benefits from limited resources.

As signatories to this MOA each party recognises and acknowledges that:

- * The Department of Community Safety and Local Governments have respective roles in the management of the state's disaster management system.
- Good will, commitment, trust and a need for continuous improvement are fundamentally important to the relationship between both parties.

More specifically, the parties to this MOA:

- Understand that climate change is resulting in more frequent and more severe extreme weather events, natural disasters and consequential impacts;
- Commit to working collaboratively with all levels of government, business, the non-government sector and individuals to strengthen community resilience to natural disasters in Queensland;
- Recognise the inherent value of disaster resilience for individuals, families, communities, councils as well as the benefits that are realised for the state as a whole;
- > Agree to devolve decision-making and resilience building to the most local level possible; and
- Acknowledge that this agreement is entered into to contribute to Queensland communities' natural disaster resilience, and to therefore reduce the harm, cost and impact of natural disasters.

Signed on this day.

euc7~

2010

The Hon Neil Roberts MP

Minister for Police, Corrective Services

and Emergency Services

Department of Community Safety

Cr Paul Bell AM

President

Local Government Association of Queensland

1. Foundations of the Memorandum of Agreement

This MOA is between the Queensland Government, through the Department of Community Safety, and the Local Government Association of Queensland, for and on behalf of Queensland councils.

In developing disaster resilient Queensland communities, the parties:

- > Share a mutual interest in increasing community self-reliance and resilience and reducing the impact of natural disasters;
- > Have unique responsibilities and authority within this field; and
- Will work together and with other parties, including the private and non-government sectors, volunteers, the media and community organisations to achieve the objective and outcomes of this agreement through partnerships.

1.1 Underpinning Principles

The parties agree that the MOA will be based on the following principles and actions:

	Principles	Actions
C	ooperation	
•	Act in good faith to achieve the	 Develop a project plan to deliver the aim and outcomes of the MOA.
	outcomes of the MOA. Support the other	 Develop and implement a joint communications plan to raise awareness in Councils of the outcomes described by the MOA.
	parties to the MOA. Acknowledge concerns and provide feedback as required.	 Jointly develop guidelines and tools to assist councils improve disaster resilience in their communities.
		 Use each party's existing communication channels to deliver messages to councils and receive feedback.
		 Provide opportunities for other parties to participate in meetings and presentations related to the MOA's aim and outcomes.
		 Work together to implement key activities and actions arising from the MOA and its project plan.

Principles

Openness

- Share project related information.
- Discuss and deal with disputes as they arise.

Actions

- Each party will strive to provide balanced and objective information to assist decision making by the governance structures established to support the MOA.
- Provide timely reports on any consultations and / or feedback.
- Raise issues relating to the MOU and the project with other parties as they occur and work cooperatively to achieve a quick resolution.

Respect

- Respect the views of each party.
- Respect the constraints in which each party sometimes operates.
- Respect and support the final decision once it has been made.

Accountability

- Ensure economy and efficiency in using resources
- Best outcomes for Queensland communities.

- Consult with each other before making decisions that will affect the aims and outcomes of the MOA.
- Provide adequate time for guidelines, tools, discussion papers to be researched and prepared.
- Provide adequate time for parties to consult and receive feedback from their members and other stakeholders on various issues.
- Actively promote joint decisions arising out of the governance structures that support the MOA to key stakeholders.
- Ensure accountability for implementing this MOA and the activities that fall under it through effective governance arrangements.
- Ensure accountability to Queensland communities through economy and efficiency in the use of resources, leveraging off existing policy and funding sources where appropriate.

1.2 Nature of the MOA

The parties agree and acknowledge that this MOA is not intended to create legal obligations between them. The MOA is designed to provide a common objective and outcomes for all parties to work toward and is designed to form a basis for further policies, programs, initiatives, and other activities in this field, undertaken by one or more of the parties. This MOA does not alter the roles and responsibilities of either party under any relevant legislation or policy.

1.3 Term of the MOA:

This MOA will exist for a period of two years (2010-12) from the date of signing and will be periodically reviewed as agreed by the parties. This MOA may be modified at any time by written agreement between the parties and will be documented as an annex to the MOA. The parties agree that the MOA will cease after 30 days of either party receiving written advice from one party that it will withdraw from the MOA.

2. Outcomes Sought

From a disaster management perspective, well prepared communities recognise current and future risk, reduce and manage those risks, and are better able to adapt to change and to recover from disasters.

Through collaborative effort, this MOA strives to achieve outcomes resulting in:

Resilient communities

Communities working collectively to reduce the impacts of natural disasters

Self-reliant communities

Communities, businesses, families, and individuals who take action to prevent, prepare for, and to recover from natural disasters.

Engaged communities

Communities who work with Local Government and State Government agencies to build resilience at a local level

Aware communities

Communities informed of their local natural hazard risks

These outcomes will be supported by the following key activities which will be collectively and continuously pursued over the life of the MOA:

- Promoting disaster resilience to Queensland communities via councils (including an understanding of natural hazards/risks and preparedness and mitigation measures);
- > Implementing the Natural Disaster Resilience Program;
- > Sharing of information between relevant stakeholders on disaster risks, management, preparation and resilience;
- > Supporting volunteers, including contemporary methods of attraction, recruitment, retention and recognition; and
- > Encouraging partnerships at all levels that advance disaster resilience.

3. Roles and Responsibilities of the Parties

Specific roles of each party include but are not limited to:

3.1 Local Government Association of Queensland

The Local Government Association of Queensland will:

- Collaborate with the Department of Community Safety in the achievement of the MOA's aim and outcomes;
- Lead, assist, support and guide Queensland councils in the achievement of these aims and outcomes;
- > Assist the Department of Community Safety to implement relevant resilience programs and initiatives; and
- Act as an intermediary between Queensland councils and the Department of Community Safety in facilitating communications, disseminating information among all parties and enabling effective engagement with councils.

3.2 Department of Community Safety

The Department of Community Safety will:

- Work with councils and the Local Government Association of Queensland to better understand the resilience and vulnerability of Queensland's communities to natural disasters;
- > Provide policy leadership, coordination, advice and best practice information;
- Engage with business, community groups and the media at a state-wide level in working toward the MOA's aim and outcomes; and
- Work to improve engagement and retention of volunteers at the state-wide level.

4. Governance Arrangements

The key governance structures under this MOA will be a Board and Management Committee. Both parties agree to support these important governance and management frameworks for the duration of this agreement.

4.1 Resilient Communities Board (RCB):

The Resilient Communities Board (RCB) comprises key executives and senior officers of the Department of Community Safety and the Local Government Association of Queensland as outlined below. The role of the RCB is to:

- Provide strategic support, direction and guidance for the development of activities, strategies and programs under this MOA; and
- Consider and address issues raised by councils, the LGAQ and DCS.

The Resilient Communities Board consists of:

- 1. Director-General, Department of Community Safety:
- 2. Assistant Director General, Strategic Policy Division
- 3. Chief Officer, Emergency Management Queensland
- 4. Chief Executive Officer, Local Government Association of Queensland;
- 5. Director, Advocacy, LGAQ;
- 6. Director, Advance, LGAQ; and
- 7. Other senior Officers of DCS & LGAQ (as appropriate).
- > The RCB shall meet at least twice per year or as determined by the members.
- > The RCB may consider issues and make decisions out-of-session.
- > The chair and secretarial duties of the RCB will rotate from meeting to meeting.

4.2 Resilient Communities Management Committee (RCMC):

The Resilient Communities Management Committee (RCMC) consists of key policy and operational officers from the Department of Community Safety and the Local Government Association of Queensland. The role of the RCMC is to:

- Develop strategies, activities and programs to give effect to the strategic direction of the RCB;
- Establish systems and processes to monitor and report on the implementation of this MOA:
- > Establish and maintain systems and processes to engage and consult with councils in relation to the implementation of this MOA;
- Monitor and report to the RCB on the activities of the MOA and the progress of its outcomes;
- Effectively engage and consult with councils in relation to the implementation of this MOA; and

Consider and address issues raised by councils, the LGAQ and DCS and prepare briefings for the RCB.

Project management will be arranged through the RCMC as required.

The parties agree that expenses associated with the implementation of this MOA remain the responsibility of the respective organisation.

5. Issue Resolution Process

Inevitably issues will arise when progressing the aims and outcomes from this MOA and consequently, both parties agree to be guided by the following issue resolution process.

5.1 General

Issues, where they arise, should be resolved at the lowest level possible. Where issues cannot be satisfactorily and expediently resolved at the local level, issues should be brought forward to the Resilience Communities Management Committee (RCMC).

Both parties agree that deliberations of the RCMC will be conducted in a manner that reflects the principles of the MOA and a spirit of cooperation.

5.2 Issue Resolution Process

The Issue Resolution Process involves consideration at various levels. The personnel responsible to deal with an issue at each level are set out in Table 1.

Matters will be referred to a level of consideration as deemed appropriate by the parties concerned and within the spirit of this MOA.

The following principles will apply to the Issue Resolution Process;

- Issues are to be resolved at the lowest possible level;
- > The issue must be resolved at each level or passed to the next highest level within a reasonable time-frame; and
- > Issues are to be dealt with in an expeditious manner within the spirit of this MOA.

5.3 Issue Resolution Process

	Personnel Invol	ved
Level Of Consideration	DCS	LGAQ/Council
1	Regional Officer Level	LGAQ or local council officer level
2	Director	LGAQ Manager
		LGAQ Disaster Management Project Officer
3	Assistant Director General	Director Advance, LGAQ
4	Director General	Chief Executive Officer, LGAQ
5	Minster for Police, Corrective Services & Emergency Management	President, LGAQ

6. Implementation & Evaluation

This MOA will be implemented as a joint effort by the LGAQ and DCS, leveraging off the opportunities presented by existing programs, activities and policy levers as well as existing and new partnerships across sectors.

The performance of the MOA will be evaluated every two years. An evaluation will be undertaken by assessing against the outcomes and key actions outlined in section two.

The Parties acknowledge that the content of this MOA may be reviewed and revised in light of its evaluation.

ATTACHMENT 2

WITNESS STATEMENT TO THE QUEENSLAND FLOODS COMMISSION OF INQUIRY

GREG HOFFMAN PSM GENERAL MANAGER - ADVOCATE

6 May 2011



Natural Disaster

Council to Council Support Program

March 2010

PROGRAM GUIDELINES





Background:

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

C2C has been established to respond to the widespread flooding in South West Queensland during March of 2010. It is expected that the C2C program will evolve over time and consequently, this program guideline will be reviewed and refined in response to issues raised during its implementation.

C2C is based on a philosophical position of building the resilience of all participating councils through:

- √ provision of operational support to councils affected by major disasters;
- √ development of the skills and experience of councils providing support; and
- ✓ ensuring activities are incorporated into the normal local operations of the receiving (affected) council.

Support offered through the C2C Program may include staff, senior managers, plant, equipment, expertise/skills and/or financial assistance.

Operational Support Activities (C2C Ops Support):

"C2C Ops Support" is about the placement of personnel, plant and/or equipment into a disaster affected council area to support local operations.

Any support under the C2C Ops Support must be in response to a request for assistance from the receiving (affected) council.

All requests for assistance are to be submitted via email to using the attached "C2C Request for Assistance Form". This form must be signed by the Mayor/CEO (or delegate) in their capacity as the Chair/Executive Officer of the Local Disaster Management Group (LDMG).

All requests for assistance are to provide the best available detail of the nature of the task required.

Affected councils:

- ✓ Will undertake a survey of the local impact of the disaster and identify any emergent needs as soon as practicable after the disaster event;
- ✓ Are encouraged to advise of immediate needs as soon as possible after the event to allow supporting councils the maximum time to prepare;

Program Guidelines Page 2 of 8



- ✓ Will be able to identify additional needs at later stages of the relief and recovery processes and seek further support;
- ✓ Will provide adequate management and support for the personnel and/or resources provided;
- ✓ Will use the resources, equipment and staff provided for the requested task and will not re-task without seeking permission from the supporting council;
- ✓ Will release personnel and return plant/equipment at the end of the agreed deployment period or will lodge a request for an extension of the deployment **prior** to the expiration of the deployment period.

Offers of assistance:

All offer of assistance are to be submitted via email to attached "C2C Offer of Assistance Form".

Supporting councils should **NOT respond** directly to the affected council - as several offers of assistance may be lodged for the same task. Prioritising and coordination of the offers will be undertaken at LGAQ to minimise the workload in affected councils.

Any requests for clarification of tasks or additional information should be sought through LGAQ to ensure affected councils can respond to issues and questions once, and then have them distributed to all supporting councils.

Supporting councils may place resources on stand-by when making an offer of assistance but must **NOT deploy** personnel or resources until they have received confirmation that the offer has been accepted.

Supporting councils must ensure that resources, equipment operators and personnel being deployed understand that they will be managed by the receiving (affected) council for the duration of their deployment.

Supporting councils:

- √ Will respond in a timely manner to requests for assistance;
- √ Will provide resources, equipment and staff unencumbered by remote management;
- ✓ Will ensure personnel have a level of self-sufficiency and have an identified leader available to liaise with the receiving (affected) council;
- ✓ Will ensure all personnel deployed are appropriately equipped and briefed for the tasks they are supporting;
- ✓ Will ensure personnel/equipment provided are fit for the requested purpose;
- ✓ Will provide a "best estimate" of the likely cost of deployment to assist with financial management in the receiving (affected) council; and
- ✓ Will be responsible for ensuring all costs and obligations with respect to the salaries, wages and employment conditions applying to their personnel are clearly understood prior to any deployment - subject to funding support available under Natural Disaster Relief and Recovery Arrangements (NDRRA).

Program Guidelines Page 3 of 8



Coordination and Support:

The C2C program is in its initial stages of development and may require additional levels of support and coordination during this period. LGAQ has been requested to provide this support during this initial period.

LGAQ:

- ✓ Will activate the C2C Program on request from affected councils;
- ✓ Will provide a point of coordination for both Requests for Assistance and Offers of Assistance;
- ✓ Will liaise with Emergency Management Queensland (EMQ) to seek advice, information and support through the disaster management arrangements; and
- ✓ Will match requests and offers and ensure both the requesting (affected) and offering (supporting) councils are given the necessary details,

♣ Funding issues:

Most requests for assistance in major emergencies or disasters will be eligible for support under the Natural Disaster Relief and Recovery Arrangements (NDRRA). EMQ regional staff may be able to provide advice about eligibility under the NDRRA Guidelines.

Whilst NDRRA activation is not a pre-requisite for making a request for assistance under the C2C Program, it is the **requesting** (affected) council's responsibility to ensure it is either eligible for NDRRA assistance or that the requesting (affected) council is willing to meet the cost of the resources and/or personnel being deployed.

The supporting council will provide a "best estimate" of the likely costs associated with the resources and/or personnel **prior** to them being deployed.

This "best estimate" should include, but not be limited to:

- ✓ Salary, overtime, allowances and incidentals;
- ✓ Travel, accommodation, meals;
- ✓ Plant/equipment transportation to task and return from task;
- ✓ Running costs, maintenance and depreciation on plant/equipment (if appropriate); and
- ✓ Other known costs of the deployment.

Financial Assistance (C2C Fin Support):

This component of the program is still in development. Suggestions and comments will be received until Thursday March 11th via email to:

Key issues for resolution:

1. Nature of financial support

Program Guidelines Page 4 of 8



- 2. Distribution of funds
- 3. Criteria for assistance package
- 4. Governance and accounting issues

Review of the C2C Program:

The C2C Program will be reviewed following the operational activation.

This version of C2C has been developed to respond as a one-off support measure for the South West Queensland floods of March 2010. Consideration will be given to the future development of a C2C Program as a standing support mechanism for councils. This consideration will be undertaken following the post-operational review of the current activation.

Future establishment of C2C as a standing support measure will be subject to this review, the availability of adequate funding and a commitment from councils to participate in the program.

Comments, reviews and revisions of this document should be forwarded to: DMAlliance@lgaq.asn.au

Program Guidelines Page 5 of 8



Council to Council Support Program

C2C Request for Assistance Form

Requesting Council Details:			
Co	ouncil Name:		
Co	Phone: Phone: Mobile: Email:		
R	equest Details		
	Nature of request: case indicate the general requirement for assistance.		
0	Plant/equipment with operators Ooutdoor staff OIndoor staff OOther:		
	1.1. Additional details: Please detail any specifics of type of resource, skill sets of personnel or other details of your request.		
	Scale & Duration of request: case detail number of personnel/resources required and the expected duration of the deployment.		
3.	Location of request: 3.1. Requested resources/personnel will be based at:		
	3.2. Requested resource/personnel may be required to travel to:		



4. Garaging/storage of plant/equipment: Please details what (if any) facilities are available:	
5. Facilities/services for staff:	
☐ Accommodation will be provided ☐ Accommodation is av ☐ Alternative accommodation arrangements may be required	
☐ Meals/Refreshment will be provided ☐ Meals/Refresh☐ Alternative meal/refreshment arrangements may be required.	
6. Other information: Please detail any other information about this request, including adviweather conditions etc.	verse working conditions, adverse
7. Local Management Please detail date/time, location and officer for reporting to on arriv	al.
My council understands that this request for assistance v councils to seek a "C2C Offer of Support" to meet this ne	
My council understands that the supporting council will ustaff, transport and other related costs of this support – between both councils.	
My council agrees to pay this account regardless of exist my council area.	ing activation for NDRRA in
Request for Assistance Approved:	
LDMG Chair/XO/Delegate	(name)
Signature:	Date:



Council to Council Support Program

C2C - Offer of Assistance Form Supporting Council Details: Council Name: Contact Officer: Phone: Mobile: Email: Offer Details 1. Requesting Council & Request Number (attach copy of C2C Request form): 2. Other information: Please detail your offer of assistance including, readiness to deploy, skills/expertise of personnel, availability of equipment/resources. 3. Best Estimate cost of assistance Please detail likely costs associated with this request for assistance. Where possible include salary, overtime, allowances, travel, accommodation, running costs & maintenance or depreciation costs. 4. Briefing/Debriefing and Local Management Please detail proposed date/time of departure, expected travel time and details of officer in charge. My council understands that this offer of assistance may be forwarded to the requesting (affected) council to seek approval for deployment. My council understands that the personnel, resources and equipment will be managed locally by the receiving (affected) council for the duration of this deployment. My council understands any adverse work and/or weather conditions Offer of Assistance Approved: LDMG Chair/XO/Delegate _____ (name) Signature: _____ Date: _____

Program Guidelines Page 8 of 8

ATTACHMENT 3

WITNESS STATEMENT TO THE QUEENSLAND FLOODS COMMISSION OF INQUIRY

GREG HOFFMAN PSM GENERAL MANAGER - ADVOCATE

6 May 2011



Beth Norman

From: Michael Dickinson

Sent: Saturday, 1 January 2011 10:59 PM

Subject: Disaster Operations Support - Council to Council Peer Support

Importance: High

Dear Colleagues

As you no doubt realise, many of our colleagues are working hard in incredibly difficult circumstances as a result of the record-breaking and widespread flooding that has impacted on so much of the state.

Yet many areas of the state remain relatively unaffected and have a capacity to provide personnel, equipment and resources to support the worst affected councils.

LGAQ are encouraging unaffected councils to consider ways they may be able to support the affected councils. Typically your colleagues may require:

- Support for clean up activities - including personnel and equipment

- Reinstatement of water & sewerage systems including technical advice and personnel support
- Support for vector control including mosquito fogging, slashing and mowing
- Disaster Management support to provide relief opportunities for key personnel
- Core business support may include support for payroll, finance, rates and other core business areas

At this time we are seeking ONLY indicative offers of support. Please DO NOT deploy any support at this time.

Once requests for support are received through the disaster management system, your council may be contacted to see if you are able to respond to specific requests. The State Disaster Coordination Centre will then match the request/offer of support and coordinate the logistics.

At this time you need only indicate if you are willing to receive requests for assistance - there is NO commitment implicit in doing so.

If your council is willing to receive requests for assistance:

Please reply to with the NAME & CONTACT DETAILS of the officer who is able to receive requests and coordinate consideration.

Many thanks Michael

Michael Dickinson
Disaster Management Alliance Senior Advisor

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Local Government Association of Queensland - Learn about LG Online

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ATTACHMENT 4

WITNESS STATEMENT TO THE QUEENSLAND FLOODS COMMISSION OF INQUIRY

GREG HOFFMAN PSM GENERAL MANAGER - ADVOCATE

6 May 2011



Beth Norman

From: Michael Dickinson

Sent: Saturday, 1 January 2011 10:24 PM

Subject: Local Disaster Operations - Support from other councils

Importance: High

Dear Colleagues

The current/recent flooding events have been record breaking in many areas and heart-breaking for many communities, and have placed considerable burdens on many councils. Yet councils are expected to maintain normal business operations - and at the same time lead the local response and recovery activities.

Your colleagues in other councils are willing and able to assist you in meeting these challenges - several have already been volunteering resources and personnel.

LGAQ encourage you to identify any support you may need and request it as early as possible through your DDC. In particular councils should undertake an assessment of:

- Clean-up requirements the long and difficult task of clean-up is made harder if appropriate equipment, chemical and materials are not available. Assess availability of equipment to effectively clean (high pressure sprayers etc), cleaning chemicals and safety equipment (gloves, goggles etc). Ensure there is enough available locally for council clean-up as well as domestic/commercial clean-up.
- Water supply, sewerage & waste many water, sewerage and waste management systems have been effected. Expertise, support, advice and equipment is available to support restoration of these systems
- **Vector Control** the receding flood waters, long grass and stagnant water provide ideal breeding conditions and needs to be managed a soon as practical. Assess need for additional fogging equipment and/or operators, additional Environmental Health resources, and mower/slashers crews.
- General Disaster Management and Administrative Support the sustained response and long recovery period will impact on council personnel. Many of them will try to continue normal business while they are providing disaster response/recovery support. And remember many of them were also affected by the floods and yet continue working to support the community. Trained and experienced staff from unaffected councils may be available to support disaster operations, back-fill staff deployed to disaster operations, provide relief to manage fatigue or provide support to council business operations.

Please consider these issues as early as possible, your colleagues are standing by to help as soon as they receive your requests.

It is important that these requests are directed through your DDC who will pass them to state level for matching with resources from unaffected councils.

Regards Michael

Michael Dickinson
Disaster Management Alliance Senior Advisor

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ATTACHMENT 5

WITNESS STATEMENT TO THE QUEENSLAND FLOODS COMMISSION OF INQUIRY

GREG HOFFMAN PSM GENERAL MANAGER - ADVOCATE

6 May 2011





LGAQ

LGAQ CIRCULAR

¥ 17/01/2011 14:12

Wednesday 12 January 2011 Authorised by: Greg Hallam PSM Chief Executive Officer

Flood Assistance and Resources

The current severe flooding is impacting a number of councils across the state and in particular in south east Queensland.

The current severe flooding is impacting a number of councils across the state and in particular in south east Queensland. The association is aware that many councils will wish to provide assistance and resources through staff, plant and equipment and expertise.

A protocol has been established with Emergency Services Queensland (EMQ) whereby offers of assistance from councils should be channelled through the association to ensure a coordinated approach and to get the right resources to where they are needed. Should your council be considering offering assistance, please provide your offer via email to and the association will forward it to the appropriate section of EMQ.

Assistance with funding should be directed to the Premier's Flood Relief Appeal. www.qld.gov.au/floods

Greg Hallam, PSM Chief Executive Officer

ATTACHMENT 6

WITNESS STATEMENT TO THE QUEENSLAND FLOODS COMMISSION OF INQUIRY

GREG HOFFMAN PSM GENERAL MANAGER - ADVOCATE

6 May 2011



Beth Norman

From: Michael Dickinson

Sent: Sunday, 16 January 2011 3:16 PM

To:

Cc: Brent Reeman; Greg Hoffman

Subject: RE: URGENT ADVICE SOUGHT FROM SDCC - GOLD COAST LDMG - Offer of assistance 2 (15/1/11)

Hi Paul

If GCCC wish to directly negotiate support arrangements with another council (or if the local EMQ person decides to do this) we are not going to stop this sort of support.

The SDCC may decide to retrospectively support these arrangements... but this is not the preferred way that has been described to all councils (inc GCCC)

To the best of my knowledge, there has been no request from Ipswich CC for these resources - however if Ipswich and GCCC have agreed to this arrangement the LGAQ supports the deployment.

A further email will be distributed to councils tomorrow to clarify the "council to council support arrangements", but essentially they are:

- 1. Affected councils request personnel materials or resources through their DDC
- 2. DDC forwards to SDCC if need cannot be met within district
- 3. Unaffected councils provide indicative offers of support to LGAQ
- 4. LGAQ have been tasked by the SDCC to coordinate the matching of requests to available resources
- 5. Matched offers are passed back through the SDCC to ensure logistics are coordinated

GCCC should note that the full cost of deployments of this sort are eligible under NDRRA. GCCC should bill Ipswich for the cost of the deployment, Ipswich are then able to claim the costs under NDRRA (as they are extraordinary for Ipswich)

This is one of the reasons we discourage the direct deployment of resources as the NDRRA arrangements are not well understood

Regards Michael

Michael Dickinson

Disaster Management Alliance Senior Advisor

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From:

Sent: Sunday, 16 January 2011 1:03 PM

Subject: FW: URGENT ADVICE SOUGHT FROM SDCC - GOLD COAST LDMG - Offer of assistance 2

(15/1/11)

Importance: High

ATTENTION - SDCC LOGISTICS

INFORMATION - DDC IPSWICH

Gold Coast City Council are awaiting advice prior to approving this offer in response to Ipswich City Council request.

SDCC - Please advise ASAP if approved cc direct all stakeholders.

Thankyou

Paul Ziebarth

Acting Superintendent District Officer Gold Coast Police District

Ph: Mob Fax: Email:

Gold Coast, a safe and secure place to live, visit and do business

From: Ziebarth.PaulG[SER]

Sent: Saturday, 15 January 2011 9:21 PM

'MCNAMEE

Peter'; 'Eddie Bennet'; SER Deployment Flood Response; Disaster Management[OSC]

Cc: DAY Warren;

Subject: FW: GOLD COAST LDMG - Offer of assistance 2

Importance: High

SDCC LOGISTICS

Offer of Assistance from Gold Coast City Council to Ipswich supported.

For your coordination and actioning.

Note: there is a concurrent request with SDCC Logistics from DDC. Ipswich not yet received here through SDCC (Attached)

Paul Ziebarth

Acting Superintendent **District Officer** Gold Coast Police District

Ph:

Gold Coast, a safe and secure place to live, visit and do business

From: MCNAMEE Peter

Sent: Saturday, 15 January 2011 9:08 PM

To: Ziebarth.PaulG[SER]

Cc: DAY Warren

Subject: Offer of assistance

Supt Paul Ziebarth
District Disaster Coordinator
Gold Coast Disaster District

Dear Paul

Please find attached Offer of Assistance 002 from Gold Coast City Council.

In preparing this list, Gold Coast City Council has given consideration to its own business continuity and disaster response capability, and the needs of disaster-affected communities.

In accordance with the Queensland Disaster Management Arrangements, please forward our offer of assistance to the State Disaster Coordination Centre for their consideration.

To ensure coordination of our Council response to requests for assistance, please forward these requests through me on behalf of Mr Day.

If you have any questions regarding our offer of assistance, please do not hesitate to contact me on

Yours sincerely

Peter

Peter McNamee

Executive Coordinator Disaster Management Engineering Services for the Chief Executive Officer

Gold Coast City Council

Ph:

PO Box 5042 Gold Coast Mail Centre Qld 9729 http://www.goldcoastcity.com.au

Gold Coast City Council - confidential communication

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