REVIEW OF DISASTER MANAGEMENT PLANS

Report to Queensland Floods Commission of Inquiry

Background

The Queensland Floods Commission of Inquiry Interim Report (the Interim Report) noted that Emergency Management Queensland (EMQ) is responsible for reviewing and assessing the effectiveness of disaster management plans.

Recommendation 3.10 of the Interim Report specifically required that Emergency Management Queensland (EMQ) "…assess the effectiveness of the review system before the end of 2011, and report its results to the commission by 31 December 2011". The Commission subsequently requested (by letter dated 8 December 2011) that the EMQ Report address, at a minimum, a range of specific matters (detailed below).

Reviews of disaster management plans have been undertaken by District Disaster Coordinators (DDCs) and Emergency Management Queensland (EMQ) in accordance with requirements of the *Disaster Management Act 2003* and recommendations of the Queensland Floods Commission of Inquiry Interim Report (the Interim Report).

Additionally, in accordance with Recommendation 3.10 of the Interim Report, EMQ has assessed the effectiveness of the system of reviewing disaster management plans.

This report addresses Recommendation 3.10 of the Interim Report, with specific reference to the information requested by the Commission in its letter of 8 December 2011. Accordingly, this report addresses the following matters:

1. The local disaster management plans reviewed by district disaster coordinators
2. The local disaster management plans reviewed as a sample by Emergency Management Queensland
3. The district disaster management plans reviewed by Emergency Management Queensland
4. The nature of any feedback or criticism from the district disaster coordinators about the *Interim Review and Assessment Workbook*
5. Whether the Interim Review and Assessment Workbook has been amended since version 1 dated August 2011. (If so, a copy of the latest version should be annexed to the report).
6. The nature of any guidance provided to district disaster coordinators in conjunction with the standardised approach.
7. The methodology used by Emergency Management Queensland to assess the effectiveness of the review system.
8. The results of Emergency Management Queensland's assessment of the effectiveness of the review system.

1. The local disaster management plans reviewed by district disaster coordinators.

All 74 local disaster management plans (LDMPs) have been reviewed by District Disaster Coordinators (DDC) using a review tool developed and implemented by EMQ: the *Interim Review and Assessment Workbook*.

It was identified that local governments would require varying degrees of support during disaster responses. Following the review of LDMPs by DDCs, an analysis of the outcomes of the reviews was undertaken by EMQ to identify risks and develop proactive arrangements to assist local disaster management groups (LDMGs) to mitigate any identified omissions or shortcomings in LDMPs.

EMQ is continuing to work with QPS to develop longer-term approaches to address areas of improvement identified in the review of LDMPs. This work will be part of the overall program of continuous improvement for disaster management and will be implemented in the 2012 review period.

2. The local disaster management plans reviewed as a sample by Emergency Management Queensland.

In addition to the review of all LDMPs by DDCs, 22 plans for local government areas most susceptible to flooding have been qualitatively reviewed by EMQ.

The 22 local government areas are: Hinchinbrook; Carpentaria; Doomadgee; Flinders; Moreton Bay; Toowoomba; Maranoa; Somerset; Scenic Rim; Ipswich; South Burnett; Sunshine Coast; Bundaberg; Mackay; Rockhampton; Isaac; Barcoo; Banana; Cassowary Coast; Cairns; Tablelands; and Cook.

Opportunities for improvement have been identified through the review of the sample 22 LDMPs. The themes identified include:

- *Training*: The number of LDMG members who had undertaken Queensland Disaster Management Arrangement (QDMA) training to support LDMPs varied between groups, and the review identified local governments for which future training should be targeted, noting that substantial additional training in disaster management has been delivered in response to Recommendation 3.11.
- *Governance:* Reporting on the LDMP to the District Disaster Management Group (DDMG) was ad hoc and a need to implement a consistent approach to reporting was identified.
- *Risk Management:* All LDMPs included a risk assessment. However, some plans did not also include risk mitigation strategies. A need for further training in risk mitigation has been identified.
- *Planning:* Although some LDMP sub-plans were of a high standard , it was identified as an area that needed overall improvement in content, development and integration.
- *Community Capacity Building:* A number of LDMPs identified disaster management community education and awareness programs, however many LDMPs need to better address community capacity and capability building.
- *Response Arrangements:* Most LDMPs contained appropriate response arrangements and clearly identified the roles of the different agencies.
- *Public Information and Warnings:* The need for a standardised approach across LDMGS to the provision of public information and warnings, noting that EMQ and local government have already begun this with SMS alerting in response to Recommendations 4.4, 4.5, and 4.6.
- *Community Support:* Most LDMPs were developing community support sub-plans and were in the consultation phase.
- *Evacuation:* Sub - plans were being updated to include the revised evacuation guidelines (released in August 2011).

- *Resupply:* The standard of resupply plans varied and a need for overall improvement in quality was identified.
- *Recovery:* The standard of Recovery sub-plans varied and a need for external support agency assistance was identified.

In many LDMPs, gaps were evident in sub-plans. Development work has commenced at both the local, district and state level to improve these areas of weakness. Mitigation and improvement strategies will include specific feedback for each LDMP reviewed.

3. The district disaster management plans reviewed by Emergency Management Queensland

In verbal evidence to the Commission, Bruce Grady indicated that a review of LDMPs and District Disaster Management Plans (DDMP) could be in place before the current wet season. The Commission's Interim Report, in Recommendations 3.7 to 3.10, focussed review effort on LDMPs, and this was reflected in the Government's response. This attention on local plans was reinforced by the variability already identified in LDMPs. Furthermore, the capacity to undertake reviews was fully expended in consideration of LDMPs.

In 2011, the DDCs reviewed all 23 DDMPs, however EMQ has yet to undertake an independent review.

The review of DDMPs by EMQ will commence as soon as possible after the current wet season, with the aim of completing the review in April 2012. Lessons learnt from the review of the LDMPs will be used to inform the review of DDMPs.

4. The nature of any feedback or criticism from the district disaster coordinators about the *Interim Review and Assessment Workbook.*

The following feedback about the *Interim Review and Assessment Workbook* was provided by the DDCs to EMQ:

- the review framework should be consultative, engaging EMQ, the QPS, the Local Government Association of Queensland and, where available, a cross-section of local government representatives;
- appropriate scheduling of reviews will allow more extensive participation in the review process; and
- a self-assessment methodology for use by local government should be considered.

The feedback provided by DDCs will be incorporated into the policy and/or guidelines for development of LDMPs, including:

- EMQ will establish a consultative committee through the Disaster Management Alliance to finalise amendments to the review and assessment workbook.
- The 2012 review process will commence immediately following the wet season and any amendments to the review and assessment workbook. This will allow a substantial period to complete the review prior to the 2012-13 wet season.
- Changes to the methodology will be considered by the consultative committee establish through the Disaster Management Alliance at which local government is represented by LGAQ.

5. **Whether the Interim Review and Assessment Workbook has been amended since version 1 dated August 2011.**

The original *Interim Review and Assessment Workbook for District Review of Local Disaster Management Plans* was distributed to local governments and the QPS on 1 September 2011.

Following initial feedback from the DDCs regarding certification requirements, a revised *Interim Review and Assessment Workbook* was released in October 2011 (see **Attachment A**).

The workbook will be reviewed in March 2012 in conjunction with the *Local Disaster Management Interim Guidelines*, the *District Disaster Management Guidelines* and the *Governance Guidelines for District Disaster Management Groups*.

6. **The nature of any guidance provided to district disaster coordinators in conjunction with the standardised approach.**

To support the review process, EMQ and the QPS provided guidance (via the support of senior officers and area directors) and education to DDCs in the application of the *Interim Review and Assessment Workbook* to the review process (see **Attachment B**). The workbook itself also provided instructions for DDCs in conducting assessments.

However, it is recognised that DDCs would benefit from more training and support in the use of the review and assessment workbook, to ensure there is a consistent approach taken to the conduct of reviews. Prior to the implementation of the 2012 review, EMQ and QPS management will agree on an appropriate training package to support QPS officers applying the workbook.

7. **The methodology used by Emergency Management Queensland to assess the effectiveness of the review system.**

The terms of reference of the assessment of the review system is at **Attachment C**.

The effectiveness of the review system was assessed through detailed analysis of LDMPs for five local government areas. The five council areas were: Moreton Bay Regional Council; Carpentaria Shire Council; Flinders Shire Council; Scenic Rim Regional Council; and Toowoomba Regional Council. These council areas were selected because they are representative of the diversity in council areas, having regard to geographical location and size, population and financial resources.

There were two aspects to the review process: quantitative analysis by Executive Officers of the District Disaster Management Groups (DDMG); and qualitative assessment undertaken by EMQ. A copy of the assessment of review system questions is attached (**Attachment D**).

The methodologies applied included: theme development and comparative analysis; open enquiry; and interview.

8. The results of Emergency Management Queensland's assessment of the effectiveness of the review system.

Respondents were generally able to apply the review methodology in an appropriate manner, however there were some reports of difficulties encountered. These will be taken account of in the review of methodology referred to in section 4 above.

Although, the planning guidelines and the review process are generally effective, there continues to be room for improvement, which will form the basis for ongoing work by EMQ, DDCs, LDMGs and DDMGs.

As a result of the assessment of the review system, EMQ will :

- Monitor annual reviews of LDMPs by DDCs, applying an agreed annual evaluation methodology.
- Report annually to SDMG on compliance and identified areas of improvement.
- Ensure evaluation methodology and tools capture both compliance requirements and quality improvement opportunities.
- Develop and implement appropriate training and education for planners and reviewers to ensure consistency and objectivity.
- Ensure the review methodology will enable enhancements to be applied to LDMPs in advance of the forthcoming wet season.
- Develop an overarching policy and implementation standard that will be applied to disaster management plans at all levels.

Attachments:

A.   Revised *Interim Review and Assessment Workbook* released in October 2011

B.   Memo from QPS Deputy Commissioner (Regional Operations), Ian Stewart

C.   Terms of Reference for Assessment of the Disaster Management Plan Review System

D.   Assessment of Review System - Questions

<<Insert Local Government>>
Disaster Management Plan

INTERIM

Review & Assessment Workbook

For District Review of Local Disaster Management Plans

Version 2

October 2011

This Interim Review and Assessment Workbook will be reviewed in March 2012 in conjunction with the Local Disaster Management Interim Guidelines, the District Disaster Management Guidelines and the Governance Guidelines for District Disaster Management Groups.

INSTRUCTIONS FOR DISTRICT ASSESSORS

1. The District Disaster Coordinator (DDC) should appoint the Executive Officer (XO) of the District Disaster Management Group (DDMG) as the District Assessor for Local Disaster Management Plans (LDMPs) within that District. The XO should, wherever possible, undertake the assessment of LDMPs with the assistance of the Emergency Management Queensland (EMQ) member on the DDMG. The DDC may also appoint one or more persons to form a supporting assessment panel if considered appropriate.

2. Prior to conducting the assessment the District Assessor or District Assessment Panel should clearly explain to Local Disaster Management Group (LDMG) representatives the purpose of the district assessment process:

    *   To provide awareness to the DDC and DDMG on the status of planning by LDMGs in their District;
    *   To confirm where LDMPs are compliant with relevant sections of the *Disaster Management Act 2003*;
    *   To assist LDMGs in identifying areas of the LDMP requiring further development to ensure consistency with relevant guidelines;
    *   To aid LDMGs in finalising transition to changes in legislation and policy; and
    *   To identify a baseline for LDMGs to implement a continuous improvement strategy for LDMPs.

    The District Assessor or District Assessment Panel should also advise LDMG representatives that following the assessment process EMQ will proactively work with LDMGs to assist with prioritising and implementing solutions to any issues identified during the assessment process.

3. The XO, supported by the EMQ member, should assess the LDMP against the twelve components of disaster management capability identified in the Review & Assessment Workbook. An assessment should be made on the LDMP's compliance with legislation and consistency with any appropriate disaster management guidelines as required under the *Disaster Management Act 2003*. In undertaking this assessment the XO and the EMQ member should, wherever possible, consult closely with the Chair of the LDMG and the Local Disaster Coordinator (LDC).

4. District Assessors should ensure that feedback provided at the end of each component question is provided in a clear and constructive manner, with full disclosure of identified issues made to the LDMG Chair and the LDC during the assessment and recorded on the Workbook.

5. An assessment of 'needs improvement' or 'not applicable' against any of the disaster management components must be supported by explanatory notes in the 'Assessor's Notes' section of each question. This will assist the LDMG and EMQ to identify the context and direction for mitigation of the identified issue/s.

6. The Chair of the LDMG and the LDC should indicate their acceptance or non-acceptance of the findings of the district assessment on the certificate of compliance. The Chair and LDC should be encouraged to provide comments to contextualise their acceptance or non-acceptance.

7. Following the assessment, the EMQ member will liaise with the LDMG to develop strategies to mitigate identified 'needs improvement' issues and plan and prioritise appropriate solutions.

8. A standing agenda item is to be incorporated into DDMG meeting schedules to report on the review and the status of local plan recommendations from district assessments. The EMQ member is to liaise with each LDMG to prepare a single brief to each DDMG meeting to report on progress against issues identified across the local government areas in the district.

9. Each DDMG should implement procedures for retention and information management regarding district assessments. In addition to these procedures, copies of the finalised and endorsed Review & Assessment Workbook should be forwarded to the following:

   • DDC to Chair of the LDMG with accompanying pro-forma letter;
   • DDC to relevant Regional Assistant Commissioner, QPS for on-forwarding to the Assistant Commissioner, Operations Support Command;
   • EMQ member to EMQ Regional Director; and
   • EMQ member to Executive Manager, Operations Performance, Policy & Performance Branch, EMQ.

CERTIFICATION OF ACKNOWLEDGEMENT

Local Government
Area:

Assessment Date:

DISTRICT ASSESSOR

Name	Position	District	Contact No.
Signed:		Date:	

ASSESSMENT PANEL (if relevant)

Name	Position	District	Contact No.

Local Disaster Management Group (Chair)

Name	Position	Contact No.
Findings Noted: ☐		
Comments:		
Signed:	Date:	

Local Disaster Coordinator (LDC)

Name	Position	Contact No.
Findings Noted: ☐		
Comments:		
Signed:	Date:	

COMPLIANCE SCHEDULE FOR <<Insert Local Government>> LOCAL DISASTER MANAGEMENT PLAN AS AT <<Insert Date>>

	Adequate	Needs Improvement	Not Applicable
Question 1 – Organisation & Governance	☐	☐	☐
Question 2 – Risk Management	☐	☐	☐
Question 3 – Planning Process	☐	☐	☐
Question 4 – Community Capacity Building	☐	☐	☐
Question 5 – Response Arrangements	☐	☒	☐
Question 6 – Impact Assessment	☐	☐	☐
Question 7 – Coordination	☐	☐	☐
Question 8 – Public Information	☐	☐	☐
Question 9 – Community Support	☐	☐	☐
Question 10 – Evacuation	☐	☐	☐
Question 11 – Resupply	☐	☐	☐
Question 12 – Recovery	☐	☐	☐

LEGEND

Adequate (A)	• Complies with a legislative requirement or is consistent with guidelines
Needs Improvement (NI)	• Requires work to comply with a legislative requirement or achieve consistency with guidelines. If this option is indicated, explanatory notes should be provided in the Assessor's Notes section following the appropriate question.
Not Applicable (NA)	• The risk assessment process or another valid process has not identified this component or element as requiring consideration in the LDMP. If this option is indicated, explanatory notes should be provided in the Assessor's Notes section following the appropriate question.

Components of Disaster Management Capability

The following components of disaster management capability should be evident in the LDMP. They are expressed as questions. Key words are highlighted in bold.

Question 1
Does the LDMP provide for an ORGANISATION that has clear responsibilities, accountabilities and decision making authority and a GOVERNANCE framework in accordance with the *Disaster Management Act 2003* and the Local Disaster Management Guidelines?

Question 2
Is the LDMP built on a FOUNDATION OF RISK MANAGEMENT that continuously guides the ongoing development of the council's mitigation effort and the plan in accordance with AS/NZS ISO 31000:2009?

Question 3
Has the DISASTER MANAGEMENT PLANNING PROCESS resulted in relevant Sub Plans that address the disaster risks in the disaster risk register and which have been developed using a consultative process?

Question 4
Does the LDMP detail how the LDMG provides for COMMUNITY CAPACITY BUILDING in order to enhance resilience with their community?

Question 5
Does the LDMP articulate the processes to transition to and sustain relevant and timely RESPONSE ARRANGEMENTS that ensures public safety and the protection of property?

Question 6
Does the LDMP detail the processes and arrangements for the gathering of data to support IMPACT ASSESSMENT and the ability for this data to influence operational response outcomes?

Question 7
Does the LDMP provide for the effective COORDINATION of all agencies and community support for response?

Question 8
Does the LDMP detail a PUBLIC INFORMATION AND WARNING strategy and the processes necessary to effectively deliver information needed by the community to ensure their safety and well being before, during and after the impact of a disaster?

Question 9
Does the LDMP provide for the management and coordination of COMMUNITY SUPPORT that ensures the well being of the community during and after the impact of a disaster?

Question 10
Does the LDMP detail an EVACUATION strategy, management processes and triggers that ensure that those at risk are able to be safely removed from harm and cared for while evacuated?

Question 11
Does the LDMP ensure the effective RESUPPLY of those isolated by disaster?

Question 12
Does the LDMP outline the framework and processes to transition to and sustain RECOVERY across the spectrum of community, infrastructure, the economy and the environment?

QUESTION 1: ORGANISATION AND GOVERNANCE

Does the LDMP provide for an ORGANISATION that has clear responsibilities, accountabilities and decision making authority and a GOVERNANCE framework in accordance with the *Disaster Management Act 2003* and the Local Disaster Management Guidelines?

Element	Criteria	A	NI	NA
MEMBERSHIP OF THE LDMG				
1.1	Local government has appointed a Councillor as the Chair of the group *(s. 34)*	☐	☐	☐
1.2	Local government has appointed a Deputy Chair from the membership of the group *(s. 34)*	☐	☐	☐
1.3	Members of the LDMG have the necessary experience or expertise to perform the functions on the LDMG *(s. 33)*	☐	☐	☐
1.4	Members of the LDMG have the authority and necessary delegations within their organisations to perform the role effectively *(s. 30)*	☐	☐	☐
1.5	Deputies to LDMG members are appointed by signed notice with approval of the Chair of the Group *(s. 40A)*	☐	☐	☐
APPOINTMENT OF A LDC				
1.6	The Chairperson has appointed, in writing, a LDC in consultation with EMQ *(s. 35)*	☐	☐	☐
1.7	The LDC has the necessary experience or expertise to perform the function *(s. 35)*	☐	☐	☐
1.8	The LDC has the authority and necessary delegations within local government to perform the role effectively *(s. 30)*	☐	☐	☐
NOTIFICATION OF LDMG APPOINTMENTS AND MEMBERSHIP				
1.9	The LDMG has provided written notification to EMQ and the DDC of the membership of the LDMG dated within the past 12 months *(s. 37)*	☐	☐	☐
LDMG MEETINGS				
1.10	The LDMG meets at least once every six months *(s. 39)*	☐	☐	☐
1.11	The LDMG can demonstrate the achievement of quorum at LDMG meetings *(s. 40)*	☐	☐	☐

Element	Criteria	A	NI	NA
1.12	The LDMG maintains minutes of LDMG meetings *(s. 43)*	☐	☐	☐
1.13	The LDMG can demonstrate consistency with governance requirements through: • Attendance registers; • Use of meeting papers/briefing notes; • Correspondence register; • Resolution register; and/or • Maintenance of a Secretariat function	☐	☐	☐
1.14	The LDMG provides a status report to the DDMG following the end of each financial year	☐	☐	☐
	LOCAL DISASTER MANAGEMENT PLAN			
1.15	Local government has approved the LDMP (s. 80)	☐	☐	☐
1.16	Local government, in approving the LDMP, has ensured that the local government has the ability to provide equipment and a suitable number of persons to effectively deal with an emergency situation or a disaster in the local government area (s. 80)	☐	☐	☐
1.17	The LDMP outlines the administration and governance arrangements for the LDMG and should include (but not limited to): • Purpose and objectives; • Statement of establishment and authority to plan referencing the Act; • Terms of reference; • Statement of compliance with legislation, guidelines and strategic policy framework; • Approval of executive members; • Amendment register and version control; • Distribution and availability of plan; • Definitions, abbreviations and acronyms; • Processes and timeframes for review and assessment; and • Governance processes (including, but not limited to, collection and management of membership details, meeting schedules and processes, requirements for establishment and management of sub-groups; identification and engagement with advisors and observers)	☐	☐	☐

Element	Criteria	A	NI	NA
LOCAL GOVERNMENT REPRESENTATION ON THE DISASTER DISTRICT				
1.18	Local government has appointed a representative on the DDMG (s. 24)	☐	☐	☐

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 2: RISK MANAGEMENT

Is the LDMP built on a FOUNDATION OF RISK MANAGEMENT that continuously guides the ongoing development of the council's mitigation effort and the plan in accordance with AS/NZS ISO 31000:2009?

Element	Criteria	A	NI	NA
THE EMERGENCY RISK MANAGEMENT PROCESS IS APPLIED				
2.1	The risk assessment process is defined in the plan	☐	☐	☐
2.2	Establishes the context for the process within the broader community context	☐	☐	☐
2.3	Identifies hazards, both natural and non–natural, that may impact the local area	☐	☐	☐
2.4	Analyses and evaluates the risks and develops a risk register	☐	☐	☐
2.5	Documents strategies and resources for risk treatment and mitigation	☐	☐	☐
2.6	A process is evident for review of the risk register and treatment plan, including where a significant new risk has emerged	☐	☐	☐

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 3: DISASTER MANAGEMENT PLANNING PROCESS

Has the DISASTER MANAGEMENT PLANNING PROCESS resulted in relevant Sub Plans that address the disaster risks in the disaster risk register and which have been developed using a consultative process?

Element	Criteria	A	NI	NA
	THE LDMP CONTAINS SUB PLANS RELEVANT TO RISKS AND HAZARDS IDENTIFIED IN THE RISK REGISTER			
3.1	Sub Plans are developed that address risks and risk treatments detailed in the disaster risk register. These may include but are not limited to: • Activation (see Q5 & Q7) • Public Information and Warnings (see Q8) • Logistics • Financial Management • Evacuation (see Q11) • Evacuation Centre Management (see Q11) • Impact Assessment (see Q6) • Public Health • Resupply operations (see Q12) • Recovery (see Q13) Note: Please provide titles of additional LDMP sub plans in Assessor's Notes for this question. Also include any sub plans developed by the LDMG to support functional or primary lead agencies for specific hazards i.e. bushfire, oil spill etc.	☐	☐	☐
3.2	Sub Plans contain the following information: • The agency or entity responsible for development and maintenance of the sub plan if appropriate • The purpose and scope of the sub plan • The date of completion and review • Support agencies tasked to assist in the formulation and review of the sub plan, or who have involvement in activation of the sub plan • The activation processes relevant to the particular sub plan	☐	☐	☐

Element	Criteria	A	NI	NA
LOGISTICS				
3.3	The LDMP provides direction on the process for management of logistics	☐	☐	☐
FINANCIAL MANAGEMENT				
3.4	Authority/Delegation to expend funds is detailed, or referenced	☐	☐	☐
3.5	Authorised expenditure limits for key personnel and functions are detailed	☐	☐	☐
3.6	The process for the capture and recording of expenses is detailed, or referenced	☐	☐	☐
3.7	Guidance and direction on the recouping of expenses through NDRRA is provided or referenced	☐	☐	☐
PUBLIC HEALTH				
3.8	The LDMP provides for the provision of safe and adequate water supply	☐	☐	☐
3.9	The LDMP provides for the provision of safe and adequate food supply	☐	☐	☐
3.10	The LDMP provides for the provision of emergency ablution facilities as required	☐	☐	☐
3.11	The LDMP provides for refuse and waste disposal	☐	☐	☐
3.12	The LDMP provides for vermin and vector control	☐	☐	☐
3.13	The LDMP provides for infectious disease control	☐	☐	☐
3.14	The LDMP provides guidance on personal hygiene requirements	☐	☐	☐
3.15	The LDMP provides for the disposal of dead stock and animals	☐	☐	☐
3.16	The LDMP provides for the disinfection of buildings and premises	☐	☐	☐
CONSULTATIVE PROCESSES ARE UNDERTAKEN BY THE LDMG IN THE DEVELOPMENT, IMPLEMENTATION AND MAINTENANCE OF SUB PLANS				
3.17	Agreements are recorded for LDMG member agencies with responsibility for sub plans or who have agreed to assist in sub plan development and review	☐	☐	☐
3.18	Records are kept detailing consultative processes undertaken in the development,	☐	☐	☐

Element	Criteria	A	NI	NA
	implementation and review of sub plans			
DISASTER MANAGEMENT SUB PLANS INCLUDE MEASURES FOR THEIR REVIEW					
3.19	The process for the review of the LDMP and sub plans is documented and includes timeframes and the consultative processes to be undertaken	☐	☐	☐
THE DISASTER MANAGEMENT PLANNING PROCESS ALIGNS TO CORPORATE AND STRATEGIC PLANNING CYCLES					
3.20	Planning processes align to local government corporate and strategic planning cycles to ensure that they are supported in local government plans	☐	☐	☐

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 4:   COMMUNITY CAPACITY BUILDING

Does the LDMP detail how the LDMG provides for COMMUNITY CAPACITY BUILDING in order to enhance resilience with their community?

Element	Criteria	A	NI	NA
	THE COMMUNITY HAS ACCESS TO INFORMATION ON LOCAL RISKS, MITIGATION MEASURES AND DISASTER MANAGEMENT ARRANGEMENTS			
4.1	The current version of the LDMP is available and accessible to the public *(s. 60)*	☐	☐	☐
	THE LDMG HAS APPROVED A COMMUNITY AWARENESS STRATEGY			
4.2	A strategy that seeks to build resilience and promote community capacity is documented, approved by the LDMG and implemented *(s. 30)*	☐	☐	☐
4.3	The strategy identifies opportunities for consistent messaging, joint programs and commonalities in conjunction with the DDMG	☐	☐	☐
4.4	The strategy addresses the specific needs of local communities through a program of: • Community awareness events • Joint projects and opportunities for community engagement • Social marketing projects	☐	☐	☐
4.5	There is a documented and endorsed plan for reviewing the effectiveness of the strategy	☐	☐	☐

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 5:   RESPONSE ARRANGEMENTS

Does the LDMP articulate the processes to transition to and sustain relevant and timely RESPONSE ARRANGEMENTS that ensures public safety and the protection of property?

Element	Criteria	A	NI	NA
ABILITY TO ACHIEVE SITUATIONAL AWARENESS OF EMERGING EVENTS				
5.1	The LDMP details the mechanisms by which the Local Government and the LDMG will likely receive warnings of emerging events	☐	☐	☐
5.2	The LDMP details the expected warning notices and timelines for each hazard based on the risk register	☐	☐	☐
5.3	The LDMP specifies how and when warning products are to be distributed	☐	☐	☐
CLEARLY DEFINED ROLES AND RESPONSIBILITIES FOR ALL AGENCIES INVOLVED IN RESPONSE OPERATIONS				
5.4	The LDMP clearly articulates the roles and responsibilities of all agencies required for effective response operations	☐	☐	☐
TIMELY ACTIVATION PROCESSES				
5.5	There is a tested and current system of quickly contacting members of the LDMG and other key stakeholders when response operations are, or may be, necessary	☐	☐	☐
5.6	Activation processes for the LDMG are clearly documented including the authority and triggers for activation levels	☐	☐	☐
5.7	Activation processes for the LDCC are clearly documented	☐	☐	☐
ABILITY TO SUSTAIN RESPONSE OPERATIONS				
5.8	The LDCC has the capacity to sustain extended operations based on hazards identified in the risk register	☐	☐	☐
ACTIVATION OF SUB PLANS AND STANDARD OPERATING PROCEDURES				
5.9	The LDMP plans for timely response to events, hazards or risks	☐	☐	☐
5.10	The LDMP plans for the timely activation of sub	☐	☐	☐

Element	Criteria	A	NI	NA
	plans and standard operating procedures.			

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 6: IMPACT ASSESSMENT

Does the LDMP detail the processes and arrangements for the gathering of data to support IMPACT ASSESSMENT and the ability for this data to influence operational response outcomes?

Element	Criteria	A	NI	NA
AN IMPACT ASSESSMENT PLAN IS IN PLACE				
6.1	The LDMP contains an Impact Assessment Sub Plan which identifies resource requirements and agency roles and responsibilities	☐	☐	☐
6.2	The Impact Assessment Sub Plan details measures to undertake a Rapid IMPACT Assessment that may include: • Extent of affected areas • Affected population including characteristics and condition • Emergency medical, health, nutritional, water and sanitation situation	☐	☐	☐
6.3	The Impact Assessment Sub Plan details measures to undertake a Rapid DAMAGE Assessment (in conjunction with QFRS) that may include damage and the consequences of that damage to: • infrastructure and facilities • homes and public buildings • commercial premises	☐	☐	☐
6.4	The sub plan details processes for the collection, collation, recording, and distribution of information	☐	☐	☐

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 7: COORDINATION

Does the LDMP provide for the effective COORDINATION of all agencies and community support for response?

Element	Criteria	A	NI	NA
ACTIVATION AND MANAGEMENT OF A LOCAL DISASTER COORDINATION CENTRE				
7.1	The LDMP identifies and provides for the activation and management of a LDCC	☐	☐	☐
7.2	The LDCC is adequately resourced	☐	☐	☐
7.3	An alternative LDCC has been identified	☐	☐	☐
7.4	A diagram of the LDCC layout has been developed and available in the Plan	☐	☐	☐
COMMUNICATIONS				
7.5	A communications/ IT Officer has been appointed to work in the LDCC	☐	☐	☐
7.6	A communications plan identifies equipment needed and details internal and external communication processes and contingencies	☐	☐	☐
7.7	Provision for emergency back up telecommunications have been identified	☐	☐	☐
7.8	A maintenance program is in place for telecommunications facilities to the LDCC	☐	☐	☐
7.9	There is provision for internet facilities in the LDCC	☐	☐	☐
7.10	There is provision for communication with the DDCC, Evacuation Centres and participating agencies	☐	☐	☐
EMERGENCY POWER				
7.11	There is provision for backup or emergency power supply to the LDCC	☐	☐	☐
STAFFING AND FACILITIES				
7.12	Management and staffing arrangements have been identified	☐	☐	☐
7.13	Appropriate persons are appointed from the relevant agencies or groups to the LDCC	☐	☐	☐
7.14	Security measures are in place for the LDCC	☐	☐	☐
7.15	The plan identifies measures to manage the media in the LDCC	☐	☐	☐

Element	Criteria	A	NI	NA
INFORMATION MANAGEMENT				
7.16	A process is in place to develop and disseminate situation reports	☐	☐	☐
7.17	A process is in place to record and manage information flows into and out of the LDCC	☐	☐	☐
ADMINISTRATION				
7.18	The LDMP identifies administrative processes to manage staff rosters, fatigue management, shift handover, catering and staff welfare	☐	☐	☐
7.19	The LDMP identifies processes for ensuring document protection, confidentiality and waste disposal of information in the LDCC	☐	☐	☐
TRAINING AND EXERCISING				
7.20	The LDMP details a process for the training of LDCC staff	☐	☐	☐
7.21	The LDMP details a process for testing and exercising the LDCC and associated procedures	☐	☐	☐

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 8:   PUBLIC INFORMATION AND WARNING

Does the LDMP detail a PUBLIC INFORMATION AND WARNING strategy and the processes necessary to effectively deliver information needed by the community to ensure their safety and well being before, during and after the impact of a disaster?

Element	Criteria	A	NI	NA
	THE LDMP DESCRIBES THE COMMUNICATION STRATEGY THAT SUPPORTS ENHANCED PUBLIC WARNING AND INFORMATION			
8.1	The strategy provided: • is documented; • includes public information requirements for all identified risks; • is conveyed to all identified stakeholders • demonstrates that the LDMG works closely with other entities and agencies	☐	☐	☐
	THE LDMP CONTAINS A PUBLIC INFORMATION AND WARNINGS SUB PLAN			
8.2	A Public Information and Warnings Sub Plan has been developed	☐	☐	☐
8.3	The sub plan identifies supporting agencies and provides for consultation with the ABC and local media outlets	☐	☐	☐
8.4	The sub plan identifies a clear process for the authority for release of public information	☐	☐	☐
8.5	The sub plan details the methods of release likely to be used to disseminate public information and warnings which may include, but are not limited to: • Emergency Alert • Standard Emergency Warning Signal (SEWS) • Radio and television • Print Media • Loud speaker • Door knock • Website • Community newsletters • Electronic variable message signs • Social media	☐	☐	☐
8.6	The sub plan provides guidance on the nature of information likely to be released to the public	☐	☐	☐
8.7	The sub plan provides direction on the	☐	☐	☐

Element	Criteria	A	NI	NA
	regularity of public information releases			
8.8	The sub plan provides guidance on how rumours and other misinformation will be managed	☐	☐	☐
8.9	The sub plan provides direction on the record keeping of public information and/or warnings released to the public	☐	☐	☐
8.10	The sub plan identifies the types and sources of warnings likely to be received and specifies the action to be taken by stakeholders on receipt of such warnings	☐	☐	☐
8.11	The sub plan identifies the likely target recipients for the release of public information and warnings	☐	☐	☐
8.12	The sub plan provides guidance on how public information and warnings will be provided to vulnerable persons/communities	☐	☐	☐
8.13	The sub plan provides for standardised distribution lists for public information and warnings	☐	☐	☐
8.14	The sub plan provides direction on the anticipated content of public information messages and warnings	☐	☐	☐

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 9:   COMMUNITY SUPPORT

Does the LDMP provide for the management and coordination of **COMMUNITY SUPPORT** that ensures the well being of the community during and after the impact of a disaster?

Element	Criteria	A	NI	NA
COMMUNITY SUPPORT AGENCIES ARE IDENTIFIED IN THE LDMP				
9.1	The LDMP lists the community support agencies to provide information or support to community well being requirements	☐	☐	☐
9.2	The LDMP provides for liaison with representatives from multicultural and/or vulnerable persons community groups (as required)	☐	☐	☐
9.3	The LDMP provides for a information/reporting system that enables post impact information regarding the needs of the affected community to be collected and reported	☐	☐	☐

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 10:   EVACUATION

Does the LDMP detail an EVACUATION strategy, management processes and triggers that ensure that those at risk are able to be safely removed from harm and cared for while evacuated?

Element	Criteria	A	NI	NA
EVACUATION PLANNING				
10.1	An Evacuation Sub Plan has been developed	☐	☐	☐
10.2	The sub plan identifies and documents reources available at a local level and considers what assistance may be required from the DDMG and when	☐	☐	☐
10.3	A strategy is in place to assist neighbouring local governments with the reception of evacuees	☐	☐	☐
EVACUATION ZONES				
10.4	Evacuation zones have been identified and maps have been developed	☐	☐	☐
COMMUNITY EDUCATION AND AWARENESS				
10.5	The sub plan includes a community education and awareness program regarding evacuation	☐	☐	☐
DECISION TO EVACUATE				
10.6	The sub plan documents a decision making process to allow timely assessment on the necessity to evacuate exposed persons	☐	☐	☐
WARNINGS AND ALERTS				
10.7	The sub plan details procedures to disseminate warnings and information to potentially affected communities	☐	☐	☐
WITHDRAWAL				
10.8	The sub plan details a process for the physical withdrawal and coordinated movement of exposed persons to a safer location	☐	☐	☐
SHELTER				
10.9	The sub plan, or alternately an Evacuation Centre Management Sub Plan, provides	☐	☐	☐

Element	Criteria	A	NI	NA
	procedures for evacuation centres and their management			
RETURN				
10.10	The sub plan details a process for the safe return of evacuees to their homes	☐	☐	☐

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 11:   RESUPPLY

Does the LDMP ensure the effective RESUPPLY of those isolated by disaster?

Element	Criteria	A	NI	NA
RISK ASSESSMENT				
11.1	The risk assessment process has identified communities likely to be isolated	☐	☐	☐
REGISTERS AND DATABASES				
11.2	The LDMG has a register of properties that may be subject to isolation	☐	☐	☐
11.3	The LDMG has a register of aircraft landing strips / helipads	☐	☐	☐
COMMUNITY AWARENESS				
11.5	Community awareness information is provided to at risk rural properties, communities, retailers and suppliers in relation to resupply	☐	☐	☐
RESUPPLY PROCEDURES				
11.6	The LDMP includes a Resupply Sub Plan in line with the Resupply Guidelines	☐	☐	☐
11.7	The Resupply Sub Plan has been submitted to the DDMG and endorsed	☐	☐	☐
11.8	The sub plan has procedures in place for processing requests for resupply by any community in their area of responsibility	☐	☐	☐
TRAINING				
11.9	The LDC has undertaken the prescribed training in line with the Disaster Management Training framework	☐	☐	☐

Assessor Notes:

Insert explanatory notes for elements identified as needing improvement or not applicable

QUESTION 12: RECOVERY

Does the LDMP outline the framework and processes to transition to and sustain RECOVERY across the spectrum of community, infrastructure, the economy and the environment?

Element	Criteria	A	NI	NA
	THE LDMP DETAILS ARRANGEMENTS FOR DISASTER RECOVERY			
12.1	A Recovery Sub Plan has been developed	☐	☐	☐
12.2	The sub plan provides for the formation of a Local Recovery Group	☐	☐	☐
12.4	The sub plan lists triggers for seeking District support during recovery operations	☐	☐	☐
	THE RECOVERY SUB PLAN ADDRESSES THE FUNCTIONS OF RECOVERY			
12.5	The sub plan covers the four functions of recovery being: • Economic • Environmental • Human Social • Infrastructure	☐	☐	☐
	THE RECOVERY SUB PLAN PROVIDES FOR AN EFFECTIVE RECOVERY ORGANISATON AND GOVERNANCE			
12.6	The sub plan provides for the appointment of a Local Recovery Coordinator as required	☐	☐	☐
12.7	The LDMG has identified governance processes to manage recovery operations across each function	☐	☐	☐
	THE RECOVERY SUB PLAN DETAILS HOW RECOVERY OPERATIONS WILL BE MANAGED			
12.8	The sub plan details triggers and arrangements for transition through levels of recovery	☐	☐	☐
12.9	The sub plan provides for information from impact assessments to determine recovery requirements	☐	☐	☐

Assessor Notes:
Insert explanatory notes for elements identified as needing improvement or not applicable

REFERENCES

State Level
Disaster Management Act 2003
Disaster Management Strategic Policy Framework
State Disaster Management Plan
Queensland Recovery Guidelines (draft)
Queensland Resupply Guidelines

District Level
District Disaster Management Guidelines
Governance Guidelines for District Disaster Management Groups

Local Level
Local Disaster Management Interim Guidelines
Operational Planning Guidelines for Local Disaster Management Groups
Queensland Evacuation Guidelines

Operational Guidelines
Emergency Alert Operational Guidelines
Standard Emergency Warning Signal (SEWS)
Queensland Tsunami Notification Guidelines

Miscellaneous
NERAG – National Emergency Risk Assessment Guidelines
EMA – Criteria for Review of Emergency Management Plans AEM: *Community Planning Guide*, Annex A to Chapter Eleven
Victorian Municipal Emergency Management Review Tool

Memo from QPS Deputy Commissioner (Regional Operations)

TO: **See Distribution List**

FROM: **Deputy Commissioner (Regional Operations)**

SUBJECT: **ASSESSMENT OF LOCAL DISASTER MANAGEMENT PLANS**

The Interim Report of the Queensland Floods Commission of Inquiry (the Interim Report) was publically released on the 1 August 2011 (available from *www.floodcommission.qld.gov.au*).

The Interim Report contains a number of early recommendations on matters associated with Queensland's flood preparedness, to enable their implementation before next summer's wet season. The Commission's final report is due for release in late February 2012.

Recommendation 3.8 of the Interim Report relates to an assessment of Local Disaster Management Plans (LDMP) by District Disaster Management Groups (DDMG):

> *3.8   Each district disaster co-ordinator should ensure that, before the next wet season, the disaster management plan of every local government in the co-ordinator's district susceptible to flooding:*
>
> - *is consistent with the Disaster Management Act 2003*
> - *addresses local risks and circumstances*
> - *can be used easily in the event of a disaster.*

This recommendation is consistent with a function of DDMGs, in s. 23(d) of the *Disaster Management Act 2003*, and is supported by the Service.

The Interim Report (Recommendation 3.9) also requires Emergency Management Queensland (EMQ) to provide a standardised approach for assessing LDMPs; to provide guidance as necessary to District Disaster Coordinators; and to generally oversee the process.

An assessment template (the 'Local Disaster Management Review and Assessment Workbook') has been prepared by EMQ and is attached, with accompanying user instructions. These documents have been provided electronically to all relevant districts by the Disaster Management Unit (DMU), Operations Support Command.

Distribution List

AC NORTH COAST REGION	AC CENTRAL REGION
AC SOUTH EASTERN REGION	AC SOUTHERN REGION
AC FAR NORTHERN REGION	AC METROPOLITAN NORTH REGION
AC NORTHERN REGION	AC OPERATIONS SUPPORT COMMAND

Your assistance is requested to ensure District Officers under your control who are District Disaster Coordinators (DDCs) address this matter by having all LDMPs of Local Disaster Management Groups in their disaster district assessed using this workbook by the 1 November 2011. Wherever possible, these assessments should be conducted in partnership with the District Disaster Management Group EMQ member.

It is requested that interim advice on the status of these assessments be provided to my office by Monday 12 September 2011, and an additional status advice on Monday 31 October 2011.

Additionally, a hard copy of each completed workbook and any associated post assessment correspondence to the local government are to be forwarded through your Region to my office for the information of the Assistant Commissioner, Operations Support Command.

The assessment of LDMPs is also to be included as a standing activity in the annual operational plan of each DDMG, and reflected in each DDMG Annual Report to the State Disaster Management Group.

This is the first state-wide consistent assessment of LDMPs conducted by DDCs. EMQ will continue to further develop and improve this process. Feedback by your DDCs on the workbook and assessment process is strongly encouraged, and should be provided directly to the DMU via email ('Disaster Management [OSC]'). The DMU will forward all feedback received directly to EMQ.

Any queries with respect to this matter should be directed to Inspector Craig Huxley, DMU, on 07 3364 6323.

IAN STEWART
DEPUTY COMMISSIONER
(REGIONAL OPERATIONS)

Terms of Reference for Assessment of the Disaster Management Plan Review System

Terms of Reference

Title Assessment of the Review System

Background

A recommendation of the Queensland Floods Commission of Inquiry (3.10) is for EMQ to...*assess the effectiveness of the review system before the end of 2011 and report its results to the Commission by 31 December 2011.* This requirement was further strengthened by the Queensland Government response to the Flood Commission of Inquiry Interim Report (pp.12-13).

Scope

This assessment is focused on the review system and the two elements of that system – the quantitative review undertaken by the Executive Officer on behalf of District Disaster Coordinators using the interim Review and Assessment tool developed by EMQ; and the qualitative review using the *draft* interim Standards Guide distributed by Director, Disaster Management Services Unit along with further email guidance. Given the 22 local disaster management plans identified in the Queensland Government response to the Flood Commission of Inquiry Interim Report (p.13) establish the requirement for these plans to be reviewed by both District Disaster Coordinators and EMQ, by consequence they also form the focus of this assessment of that review system.

Statement of Expectation

It is expected that during this assessment:

1. Questions will be developed based upon common themes and issues identified as a result of analysing the outputs of both the quantitative and qualitative processes;

2. The questioning will be narrative based and focus on the system, not the data or commentary collected during the application of the two separate elements; and

3. A report outlining the effectiveness of the review system will be developed, including where necessary, findings and recommendations for improvement.

Membership

Executive Manager Operations Performance
Operations Performance staff

Reporting and Frequency

See: Project Schedule

References

DCS Strategic Plan 2011-2015
Queensland Government response to the Flood Commission of Inquiry Interim Report
Disaster Management Act 2003
Assessment of the Review Process – Local Disaster Management Plans 17

Tasks

Direction
>See: Terms of Reference

Collection (1)
>Confirm version of review tool being applied - Quantitative
>Confirm version of review tool being applied - Qualitative
>Obtain outputs of Quantitative review
>Obtain outputs of Qualitative review

Analysis (Collection activity – Question formulation)
>Categorise responses from Quantitative review
>Categorise responses from Qualitative review
>Establish themes in responses from Quantitative review
>Establish themes in responses from Qualitative review
>Compare themes of both Quantitative and Qualitative reviews
>Contrast themes of both Quantitative and Qualitative reviews
>Examine themes of Quantitative review: Consider QDMA
>Compare themes of Quantitative review: Consider QDMA
>Develop questioning based on themes
>Test questions
>Validate questions

Collection (2) – Apply Questioning
>Responses from local government area staff involved in Quantitative review
>Responses from local government area staff involved in Qualitative review
>Responses from District Disaster Coordinators who applied the interim Review and Assessment tool
>Responses from EMQ staff who applied the *draft* interim Standards Guide

Analysis
>Establish themes in responses from local government area staff involved in Quantitative review
>Establish themes in responses from local government area staff involved in Qualitative review
>Establish themes in responses from District Disaster Coordinators who applied the interim Review and Assessment tool
>Establish themes in responses from EMQ staff who applied the *draft* interim Standards Guide
>Compare themes of both Quantitative and Qualitative reviews
>Contrast themes of both Quantitative and Qualitative reviews
>Integrate themes
>Identify commonality across both Quantitative and Qualitative reviews
>Examine reasoning
>Develop findings
>Develop recommendation

Reporting
>Draft report
>DPPB feedback (1)
>Stakeholder feedback (1)
>Second draft
>DPPB feedback (2)
>Stakeholder feedback (2)
>DPPB clearance
>ADG clearance

Assessment of Review System - Questions

Interview Commenced: XXXXhrs
Interview Ceased: XXXXhrs

Assessment of the Review System - Questions

Q1. How did you apply the review process?

Clarifying question:
I am trying to understand how you went about the review process, we have a record of a number of things here and we want to know how you came to record these?

Q2. What level of engagement occurred to conduct the review process?

Clarifying question:
In thinking about the last question: who were the groups, people, and entities for example: Local Governments and colleagues that came to assist you to complete the review?

Q3. What worked well?

Q4. What didn't work well?

Q5. What information were you provided to assist in applying the review process?

Clarifying question:
1. Verbal 2.tangible/electronic

Q6. How were you supported during the review process?

Clarifying question:
You were provided a tool to use as part of the review process: where did you go to ask questions to clarify questions?
Further Clarifying question:
Did you have your questions answered by that source?

Q7. Do you have any feedback about the process