

State Disaster Management Group

Annual Report

2005-2006



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Letter of transmission

The Honourable the Minister for Emergency Services GPO Box 1377 BRISBANE QLD 4001

Dear Minister

In accordance with Section 44 of the Disaster Management Act 2003, I am pleased to submit the Annual Report of the State Disaster Management Group (SDMG) for the period 2005-2006.

This report is the third produced by the SDMG and highlights the initiatives and actions undertaken by state government agencies that support the Queensland disaster management system. The report includes achievements in 2005-2006 and also outlines future strategies planned to strengthen disaster management arrangements for Queensland.

No report on disaster management activities covering 2005-2006 would be complete without mention of the efforts made across government to help the communities in Far North Queensland recover from Tropical Cyclone (TC) Larry and TC Monica. This report provides an overview of the immediate response and recovery efforts. TC Larry is the subject of more extensive reports by other agencies including the Department of Emergency Services (DES).

To keep Queenslanders aware of the initiatives and actions undertaken, the report will be available at the DES websites www.emergency.qld.gov.au and www.disaster.qld.gov.au.

The actions outlined in this report continue to build a better-prepared Queensland community on the basis of a comprehensive, all hazards, all agencies approach to disaster management.

I commend the report to you.

Yours sincerely

Chairperson

State Disaster Management Group

Executive summary

This report for the period of 2005-2006 is the third annual report produced by the SDMG. It provides an overview of the SDMG and the Queensland disaster management system, their legislative reporting requirements, activities undertaken during the year to maintain or enhance disaster management arrangements, and details of operations during the period.

All are aligned to lead agencies and to the Disaster Management Strategic Policy Framework (SPF). The report also outlines disaster management priorities for key agencies and groups for 2006-2007.

In terms of disasters, 2005-2006 saw several major events overseas including the bombings of the London Underground system in July 2005 and Hurricane Katrina in the United States of America in August that year.

In Queensland the reporting period was marked by TC Larry and TC Monica in early 2006. All of these events and others have heightened the profile of Queensland's disaster management arrangements and added impetus to an ongoing process of review to ensure they remain the best they can be.

In 2005-2006 the state's disaster management system handled more than 20 major operations and 20 resupply operations that involved full-time operational personnel as well as more than 93,000 volunteer hours of operational response.

Specific activities occurring in the period included:

- establishment of a Queensland Pandemic Influenza Task Force to progress pandemic planning, producing a whole-of-government plan, a communication plan, and business continuity planning notes for a potential influenza pandemic;
- » conducting a strategic review of disaster management arrangements in Queensland incorporating the lessons learned from natural disasters in Australia and around the world as well as emerging threats;
- » the whole-of-government response to the effects of TC Larry and TC Monica;
- » co-ordination of national and international efforts to receive people from the Solomon Islands following civil disturbances prompting their voluntary assisted departure;
- participation in an international effort to bring the Sumatra forest fires in Indonesia under control;
- regular and rigorous testing of the state's disaster management system, at both tactical and strategic levels, though exercises including:
 - » Orchid Alert (counter-terrorism);
 - » Weeping Maiden (tropical cyclone);
 - » Eleusis 05 (avian influenza); and
 - » Pandora (pandemic influenza).

Priorities for the future include implementing lessons learned from TC Larry, better preparing communities for cyclones, counter terrorism responses, pandemic influenza preparedness and the handling of maritime pollution incidents, as well as improving business continuity and recovery processes for local governments and industry.

State Disaster Management Group

The Queensland Disaster Management Act 2003 (the Act) forms the legislative basis for disaster management activities within all levels of government in Queensland and its disaster management system. A key provision in the Act is the establishment and operation of the State Disaster Management Group (SDMG).

Function

The SDMG is the peak policy and planning group for disaster management in Queensland. The main functions of the SDMG are to:

- develop a strategic policy framework for disaster management for the state;
- » ensure an effective disaster management system is developed and implemented for the state;
- ensure effective arrangements between the state and the Commonwealth on matters relating to effective disaster management are established and maintained;
- » identify resources within and outside the state that may be used for disaster response operations;
- » provide disaster management and disaster operations reports and recommendations to the Minister for Emergency Services; and
- » prepare a State Disaster Management Plan.
- » The SDMG is supported by the:
- » State Disaster Co-ordination Group (SDCG) an operational co-ordination group; and
- » State Disaster Mitigation Committee (SDMC) a mitigation policy and planning committee.

Membership Chair



Mr Ross Rolfe

Mr Rolfe held the positions of Director-General of the Department of the Premier and Cabinet and Co ordinator-General and formerly was the Director General of the Department of Environment and Heritage and the Department of State Development. Mr Rolfe was a member of the Operation Recovery Task Force, which oversaw the recovery process of communities affected by Tropical Cyclone Larry.

Deputy Chair



Fiona McKersie ESM

As Director-General of the Department of Emergency Services, Ms McKersie was responsible for leading the department and its three operational divisions, the Queensland Ambulance Service, Queensland Fire and Rescue Service and Emergency Management Queensland. This included responsibility for ensuring the state's disaster management system was appropriately managed.

Fiona previously held the position of Deputy Director-General, Governance in the Department of the Premier and Cabinet, where she also was a member of the Disaster Appeals Trust Fund Committee.

In her role as Director-General, Fiona was a member of a number of national, state and agency committees, including the National Counter-Terrorism Committee, Queensland Counter-Terrorism Committee (co-chair), the Australian Emergency Management Committee, and the Critical Infrastructure Advisory Council.

Other members

Other members of the State Disaster Management Group in 2005-2006 included:

- » Commissioner, Queensland Police Service;
- » Director-General, Department of State Development, Trade and Innovation;
- » Director-General, Queensland Health;
- » Director-General, Department of Primary Industries and Fisheries;
- » Director-General, Department Local Government, Planning, Sport and Recreation;
- » Director-General, Department of Communities;
- » Director-General, Department of Public Works;
- » Director-General, Queensland Transport; and
- Executive Director, Emergency Management Queensland who also fills the role of Executive Officer for the SDMG.

During the reporting period it was resolved to seek approval for the permanent addition to the SDMG of the Chief Executive of the Department of Housing, the Department of Employment and Training and the Environmental Protection Agency. In accordance with Section 19 of the Disaster Management Act 2003, appointments of additional members must be made by the Governor in Council. As at 30 June 2006 these appointments had not been made.

The approach taken by the SDMG is to include other agencies, as appropriate, in relevant meetings. For example, Queensland Treasury is regularly represented at meetings and the Department of Housing and Department of Employment and Training were represented at meetings in the response and recovery phases for TC Larry.

2. Overview of Queensland's disaster management system

The Disaster Management Act 2003 provides the legislative basis for disaster management arrangements in Queensland including:

- » establishing disaster management groups for the state, disaster districts and local government areas:
- » detailing planning requirements at each level;
- maintaining the role and operations of the State Emergency Service (SES) and establishment of Emergency Services Units (ESU); and
- » providing for the conferring of powers on selected individuals and groups.

Structure

Queensland's whole-of-government disaster management system is based upon partnership arrangements between state and local governments. These arrangements recognise that each level of the disaster management system must work collaboratively to ensure the effective co-ordination of planning, services, information and resources necessary for comprehensive disaster management.

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

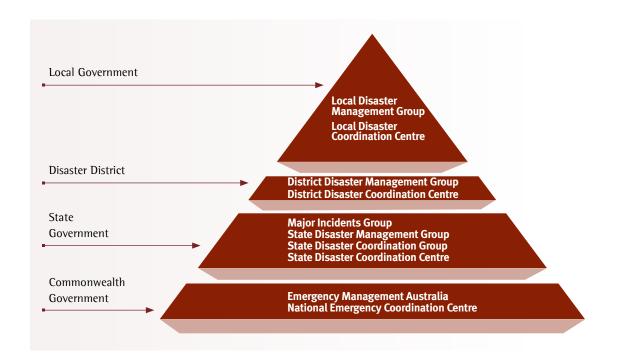
Queensland's system complements and contributes to development of disaster management planning and policy at the national level. Queensland is represented on a range of national committees responsible for ensuring co-operation and co-ordination of disaster management initiatives across Australia. For example, the Ministerial Council for Police and Emergency Management considers high-level policy issues and the Australian Emergency Management Committee (AEMC), comprising chief executives of emergency management portfolios across Australia, progresses strategic initiatives. National plans, and complementary state plans, are in place for specific threats such as:

- animal diseases, through the Australian Veterinary Emergency Plan for Exotic Animal Diseases;
- » pandemic influenza, through the National Action Plan for Human Influenza Pandemic; and
- * terrorism, through the National Counter-Terrorism Plan developed by the National Counter-Terrorism Committee (NCTC).

The disaster management system comprises several key management and co-ordination structures through which the functions of disaster management for Queensland are achieved.

The principal structures that make up Queensland's disaster management system are:

- disaster management groups that operate at local, district and state levels and which are responsible for the planning, organisation, co-ordination and implementation of all measures to mitigate/ prevent, prepare for, respond to and recover from disasters;
- co-ordination centres at local, district and state levels that support disaster management groups in co-ordinating information, resources, and services necessary for disaster operations;
- state government functional lead agencies through which the functions and responsibilities of the state government in relation to disaster management are managed and co-ordinated; and
- state government threat-specific lead agencies responsible for the management and co-ordination of combating threats.



Functional arrangements

To provide for the effective co-ordination of state-level capabilities in disaster management, Queensland has adopted the concept of functional lead agencies. Each functional lead agency is responsible to the SDMG for the provision of specific state government services, expertise and support, as needed, to communities or to the Queensland government prior to, during, and after disaster events.

Functional lead agencies are nominated on the basis of their core functions. The specific requirements for each function are established under Memoranda of Understanding between each of the functional agencies and the Department of Emergency Services (DES). The allocation of functional lead agency status to government departments is shown below:

Function	Lead Agency
Building and engineering services	Department of Public Works
Communications	Department of Public Works
Community recovery	Department of Communities
Co-ordination of the disaster management system in Queensland	Department of Emergency Services through Emergency Management Queensland
Dam safety/flooding	Department of Natural Resources and Water
Electricity/fuel/gas supply	Department of Mines and Energy
Emergency supply	Department of Public Works
Health	Queensland Health
Transport and transport engineering	Queensland Transport

Threat-specific arrangements

In addition to functional lead-agency responsibilities, Queensland has identified a number of specific potential threats where government departments and agencies have a designated lead-agency role. These lead agencies are allocated responsibility to prepare for, respond to and recover from the specific threats based on their core business.

The disaster management system in Queensland could be activated to co-ordinate resources in support of lead agency operations as required, and is responsible for the management of the wider consequences of a specific threat under arrangements described above.

Representatives of threat-specific lead agencies are members of the SDCG and may be members of disaster management groups at local and district level as required.

The current allocation of threat-specific lead-agency status to government departments is as follows:

Threat	Lead Agency
Biological disasters	Queensland Health
Bushfire	Department of Emergency Services Service
Chemical hazard	Department of Emergency Services
Exotic animal/plant disease	Department of Primary Industries and Fisheries
Oil spill at sea	Queensland Transport through Maritime Safety Queensland
Pandemic influenza	Queensland Health
Radiological disasters	Queensland Health
Terrorism	Queensland Police Service

Emergency Management Queensland

EMQ was established in May 2006, replacing Counter Disaster and Rescue Services. The change reflects the commitment of DES to a contemporary approach to emergency management, contributing to safer, more resilient and sustainable communities through:

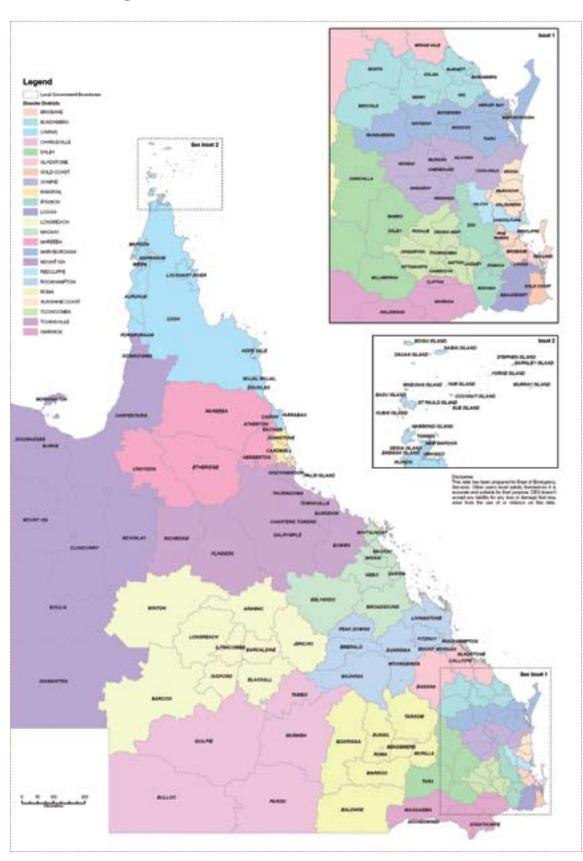
- leading and co-ordinating activities undertaken before, during and after a disaster or emergency to minimise adverse community impacts;
- disaster awareness and hazard reduction services including community safety and education programmes, chemical hazard safety management

- and the Emergency Services Cadets;
- response and recovery services including SES volunteers, Emergency Service Units, EMQ Helicopter Rescue, and state disaster response management; and
- supporting volunteer marine rescue organisations, including Surf Life Saving Queensland, as well as contract and community helicopter search and rescue providers.

EMQ continues to take the lead in the co-ordination of emergency management response in Queensland.



Queensland disaster districts and local government boundaries



Disaster management strategic policy framework

Development of a strategic policy framework (SPF) for disaster management for the state is a function of the SDMG under the Act. Queensland's SPF was endorsed by the SDMG in February 2006.

The SPF aims to:

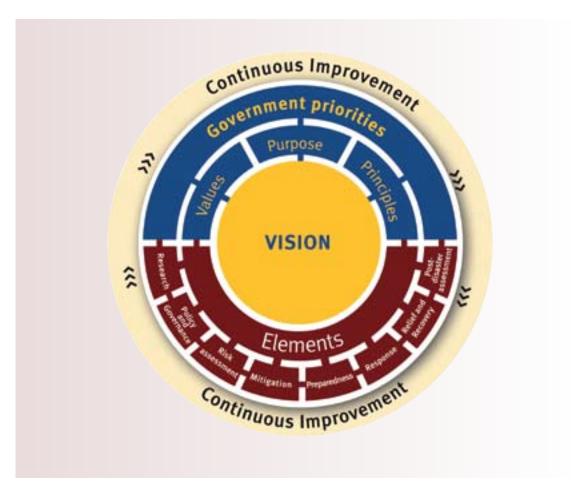
- » articulate the vision for disaster management;
- outline strategic direction to guide policies and programmes;
- mainstream disaster mitigation; and
- » outline governance and accountability arrangements to support achievement of disaster management priorities.

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

- » disaster research;
- » policy and governance;
- disaster risk assessment;
- » disaster mitigation;
- » disaster preparedness;
- disaster response;
- » disaster relief and recovery; and
- » post-disaster assessment.

Initiatives undertaken across Queensland's disaster management system are reported on under these elements in sections 3 and 4 of this Annual Report.

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



3. Strategic Policy Framework elements of disaster management:

disaster research, policy and governance, disaster risk assessment, disaster mitigation and disaster preparedness

This section covers the legislative requirement to report on activities undertaken during the year to maintain or enhance the state's disaster management capacity. It covers a wide range of pre disaster activities undertaken by departments to research, assess, risk manage, mitigate against, and prepare for, all hazards that may cause disasters, together with governance activity to ensure they are followed through diligently.

Australian Emergency Plan (AEP)

Lead Agency: Department of Emergency

Services

SPF Elements: Disaster policy and governance,

preparedness

The Augmented Australasian Police Ministers' Council (AAPMC) — now known as the Ministerial Council for Police and Emergency Management — requested the AEMC in April 2006 to develop a National Emergency Plan for catastrophic disasters. The request was made when the council endorsed the October 2005 Report on the Review of Australia's Ability to Respond and Recover from Catastrophic Disasters.

This confidential report was prepared in response to recommendations 28 and 29 of the COAG report *Natural Disasters in Australia, Reforming Mitigation, Relief and Recovery Arrangements*, as well as an expressed desire by the AAPMC to more fully assess the nation's emergency response capability to catastrophic events.

AEMC established a National Emergency Plan Working Group, on which Queensland is represented through DES. Completion of the plan is anticipated in 2007.

The purpose of the AEP is to:

- support the National Emergency Protocol adopted by COAG in February 2006;
- address national arrangements and baseline response matters such as food, shelter, transport, communications, medical support and essential services;

- be supported by a Crisis Action Plan of matters to consider in the early stages of a catastrophic disaster;
- contain an Australian government Disaster Plan covering arrangements in terms of national and international response; and
- outline co-ordination arrangements between jurisdictions and the Commonwealth government and interaction with local government.

Natural Disaster Mitigation Programme

Lead Agency: Commonwealth government

Department of Transport and Regional Services and administered in Queensland by

the Department of Emergency

Services

SPF Strategies: Disaster research, risk assessment,

mitigation, preparedness

This national programme provides funds to local and state agencies for natural disaster mitigation works, measures and related activities that contribute to safer and sustainable communities which are better prepared to cope with the effects of natural disasters. Risk management studies and mitigation initiatives are undertaken through the Natural Disaster Mitigation Programme (NDMP). All three levels of government provide funding under the programme.

In Queensland during 2005-2006, 18 new proposals and 15 re-applications for further funding were approved for mitigation initiatives.

Bushfire Mitigation Programme

Lead Agencies: Commonwealth government

Department of Transport and Regional Services administered in Queensland by the

Department of Emergency

Services

SPF Strategies: Disaster research, risk

assessment, preparedness

On 8 September 2004 the Prime Minister announced an allocation for a \$15 million Bushfire Mitigation Programme over three years, for construction, maintenance and signage of fire-trail networks to help local communities better prepare for and withstand bushfires.

All three levels of government provide funding under this programme with local and state agencies applying for funding for fire trails and associated accessibility measures.

In Queensland during 2005-2006, 48 new proposals were approved for funding to commence bushfire mitigation initiatives.

'Working Together To Manage Emergencies' initiative

Lead agency: Emergency Management

Australia and administered in

Queensland by the Department

of Emergency Services

SPF Strategies: Disaster research, risk assessment and preparedness

In 2004 the Commonwealth government announced the Working Together to Manage Emergencies policy initiative in recognition of the need to develop selfreliance at both the community and local government level to enhance community safety.

Over a four-year period this initiative will provide \$49 million in grants through two programmes: the Local Grants Scheme (LGS), and the National Emergency Volunteer Support Fund (NEVSF).

The LGS provides grants at the local government level to assist communities to develop and implement emergency risk management initiatives, identify vulnerabilities with a view to enhancing protective measures for critical infrastructure, and provide emergency management and security awareness training for local government staff.

The NEVSF provides grants for projects developed to boost the recruitment, retention and training of volunteer organisations at the frontline of emergency management.

In 2005-2006, 41 new proposals for funding were approved under the LGS and 43 new proposals for funding were approved under the NEVSF.

For further information visit: http://www.ema.gov.au.

Review of Queensland's disaster management system

Lead Agency: Department of Emergency

Services

SPF Strategies: Disaster research, policy and

governance, preparedness

The effects of terrorism attacks in London and the response to Hurricane Katrina in the USA produced sobering lessons for those concerned in the planning for, and management of, disasters. Recent Queensland experiences, including the Indian Ocean tsunami relief deployment and the lessons learned from Exercise Orchid Alert, have highlighted the need to review preparedness of the state to face the threats and extreme events that have characterised the first years of this century.

In September 2005 the Premier announced a review of Queensland's disaster management arrangements. The review was to identify the strengths of existing arrangements as well as areas in need of improvement from an 'all hazards' perspective and has been overseen by the SDMG.

The project commenced in November 2005 and progressed until April 2006 with interviews and workshops being held across the state with state agencies, local governments and disaster management groups and committees.

Following the impact of TC Larry in March 2006, the SDMG agreed to delay the finalisation of the report to allow lessons and findings from the state's experience with the cyclone to be identified and further inform the review.

A project team was established in June and external consultants engaged to progress these reviews concurrently in an integrated manner. The findings are expected to be considered by the SDMG.

Public cyclone shelter design guidelines

Lead Agency: Department of Public Works SPF Elements: Disaster research, mitigation,

preparedness

The impact of several severe category cyclones on Queensland's coastline over the past two years, and in particular TC Larry, resulted in broad acknowledgement that a review of Queensland's current shelter building design guidelines would be timely.

A submission outlining the scope and terms of reference of a review will be prepared by the Department of Public Works (DPW) for the consideration of the Queensland Tropical Cyclone Co-ordination Committee (QTCCC) and the SDMG.

Public cyclone shelters

Lead Agency: Department of Public Works
SPF Elements: Disaster research, risk assessment,

mitigation

DPW continued development of strategies for the provision of an infrastructure of public cyclone shelters in the coastal communities of Queensland. This included further development of a list of buildings considered potentially suitable for upgrading as public cyclone shelters along with their associated budgets.

A draft report on the preliminary findings of the review was tabled for the consideration by the QTCCC and the SDMC. This report will be tabled at an upcoming meeting of the SDMG for consideration.

Australian Tsunami Working Group

Lead Agency: Geoscience Australia, Australian

Bureau of Meteorology

Supported by: Queensland Tropical Cyclone

Co-ordination Committee and its

member agencies

SPF Element: Disaster mitigation and

preparedness

During 2005 the AEMC supported the establishment of the Australian Tsunami Warning System project over four years to improve the current Australian Tsunami Alert System. Geoscience Australia and the Australian Bureau of Meteorology jointly operate the system around-the-clock with Emergency Management

Australia (EMA) handling public awareness and disaster response aspects of the system involving states and territories.

In Queensland, representation on this project is undertaken by DES through EMQ. During the year working groups were held to establish the requirements of states and territories in terms of community awareness and capacity development.

Queensland Tropical Cyclone Co-ordination Committee

Lead Agencies: Department of Emergency

Services through Emergency Management Queensland, Australian Bureau of Meteorology

SPF Elements: Disaster research, risk

assessment, preparedness

The QTCCC is jointly chaired by the Bureau of Meteorology and EMQ. The primary function of this whole-of-government group is to provide advice to the SDMC on measures to mitigate the effects of tropical cyclones on Queensland communities. In 2006 the committee extended its scope, under its terms of reference, to address tsunami warning in Queensland.

Projects advanced on the QTCCC agenda included:

- » the Queensland storm tide mapping project;
- the Queensland public cyclone shelters project;
 and
- » the Queensland tropical cyclone DVD public awareness project.

As part of public awareness initiatives, disaster management workshops were presented by the Bureau of Meteorology, DES and the Environmental Protection Agency (EPA) between October and November 2005 in Mackay, Proserpine, Hervey Bay, Bundaberg, Longreach, Cairns, Rockhampton, Innisfail, Townsville, Gladstone, Brisbane, Redcliffe, Mount Isa and Maroochydore.

The purpose of these workshops was to share the latest available information on tropical cyclone, flood and storm tide preparedness, warning and response. The workshop programme included an interactive exercise modelled on TC Ingrid and Hurricane Katrina. During November, the Bureau distributed comprehensive briefing notes to the relevant disaster management groups throughout Queensland.



Mitigating the adverse impacts of storm tide inundation

Environmental Protection Agency Lead Agency:

SPF Elements: Disaster risk assessment,

mitigation, policy and

governance

EPA released a new guideline to provide advice and information on interpreting and implementing the coastal hazards policy 2.2.4 of the State Coastal Management Plan. The guideline aims to ensure that storm-tide inundation is adequately considered when decisions are made about development, particularly when making or amending local government planning schemes, assessing development applications, or when land is designated for community infrastructure.

For further information and a copy of the guideline: http://www.epa.qld.gov.au/publications/p01698aa. pdf/Mitigating_the_adverse_impacts_of_storm_tide_ inundation.pdf.

Local government storm tide mapping project

Lead Agency: **Department of Emergency**

Services

Supported by: Department of Natural Resources

> and Water, Environmental Protection Agency, Australian Bureau of Meteorology, Local Government Association of Queensland and Queensland coastal local governments

SPF Elements: Disaster research, risk

assessment, mitigation,

preparedness

The Local Government Storm Tide Mapping Project is a four-year scheme funded through the Natural Disaster Mitigation Programme, with 2005-2006 being its first year of operation.

Commencing in December 2005, the project established a study advisory group and a call for expressions of interest was sent to all coastal local governments with positive responses being received. The focus during the initial stage of the project will be on the areas of greatest risk to storm tide inundation, from Douglas Shire in the north, to Burnett Shire in the south. Draft storm tide inundation maps have been developed for the Cairns and Mackay City Councils.

The project aims to develop storm tide inundation maps for all coastal local governments in Queensland with maps developed to meet the National Storm Tide Mapping Model for Emergency Response (2002).

Avian influenza planning

Lead Agency: Department of Primary Industries

& Fisheries

SPF Element: Disaster preparedness

During 2005-2006 public interest continued in the possibility of an outbreak of avian influenza.

An Avian Influenza Contingency Plan for operational use was developed by the Department of Primary Industries and Fisheries (DPI&F) and in collaboration with the QFRS, a training course was developed on the use of personal protective equipment and its associated site management. Three of these courses have been completed with further courses to be conducted during 2006-2007.

In conjunction with EPA and local government, DPI&F continues to investigate reports of dead or sick birds, taking samples to exclude the incidence of avian influenza.

For further information visit the following web sites: Australian Department of Agricultural, Fisheries and Forestry http://www.daff.gov.au/ or alternatively Queensland Department of Primary Industries & Fisheries: http://www.dpi.qld.gov.au/cps/rde/xchg/dpi/hs.xsl/16_35_ENA_HTML.htm.

Pandemic planning

Lead Agencies: Queensland Health

Department of Emergency

Services

Supported by: Department of Public Works

Department of Communities
Department of Primary

Industries and Fisheries

SPF Elements: Disaster policy and governance,

preparedness

In October 2005 at the request of the Premier, the SDMG created the Queensland Pandemic Influenza Task Force to progress planning for a possible influenza pandemic. The SDMG-determined core group, comprising functional agency representatives, was to support the task force in developing a whole-of-government plan.

The core group comprised members seconded from DES, Queensland Health (Q-Health), Department of Communities (DoC) and DPW. With support from DPI&F it developed an Interim Queensland (Whole-of-Government) Pandemic Influenza Plan. In developing the plan, the core group consulted with local governments,

disaster managers and key stakeholders across Queensland.

The plan was approved by State Cabinet in July 2006. The purpose of this plan is to provide a framework for the management of pandemic influenza in Queensland which:

- outlines roles and responsibilities of agencies across government and non-government sectors; and
- provides an insight into the potential impacts on Queensland's business, industry and individuals.
- In June 2006 the Cabinet Budget Review Committee approved:
- \$6.816 million output funding and \$4.929 million equity funding in 2006-2007 for the purchase of personal protective equipment such as gowns, gloves and masks; and
- » \$0.317 million from 2007-2008 onwards.
- Queensland planning complements the COAG National Action Plan for Human Influenza Pandemic and the Australian Health Management Plan for Pandemic Influenza.

Q-Health developed the Queensland Health Interim Pandemic Influenza Plan to address health-specific requirements for preparedness, response and recovery.

Queensland Ambulance Service (QAS) has undertaken a pandemic influenza preparedness project for provision of personal protective equipment, patient care and infection control consumables and staff training. The project includes:

- » development of command and control protocols;
- distribution of respirators to operational QAS officers across the state including accessories, training and fit testing;
- » a detailed logistics plan;
- » notification and patient handover protocols; and
- » a staff awareness campaign.

To ensure maintenance of an acceptable level of essential services the QFRS enhanced its established state and regional level Pandemic Response Plan.

Marine pollution preparedness

Lead Agency: Queensland Transport (Maritime

Safety Queensland)

SPF Elements: Disaster policy and governance,

preparedness

The Queensland government, acting through Maritime Safety Queensland (MSQ), is responsible for prevention and mitigation of ship-sourced marine pollution in Queensland Coastal Waters. Queensland is also a party to the National Plan to Combat Pollution of the Sea by Oil and other Noxious and Hazardous Substances.

Other Commonwealth and state agencies that assist MSQ through membership on the Queensland National Plan State Committee include:

- » the Australian Maritime Safety Authority;
- » the Great Barrier Reef Marine Park Authority;
- » Torres Strait Regional Authority;
- » EMO;
- » QFRS;
- » EPA;
- » DPI&F; and
- » the Queensland Police Service (QPS).

Membership of the state committee also includes representation by the Queensland Port Authorities Association, the Local Government Association of Queensland (LGAQ), and the oil industry.

The policy and operational framework for response to ship-sourced marine pollution is described in the Queensland Coastal Contingency Action Plan (QCCAP), a threat-specific plan under Queensland's disaster management arrangements. The primary objectives of QCCAP are to:

- » protect Queensland's marine and coastal environment from the adverse effects of shipsourced oil spills by outlining operational plans, policies and procedures for effective response to all incidents within the scope of the plan; and
- provide an adequate level of preparedness for incidents within the scope of the plan by promoting teamwork and co-operation between the Commonwealth and Queensland governments, the oil industry and other non-government agencies.

During 2005-2006 the QCCAP was reviewed and expanded by MSQ to include first-strike oil spill response plans for all Queensland ports and the Queensland/New South Wales border region. Details of

arrangements for response to oil-affected wildlife were prepared by the EPA and included in the plan.

Throughout the year MSQ continued to provide competency based training for all operational oil spill responders and developed a new training programme for oil spill administration and logistics support personnel.

Oil spill response exercises were conducted by MSQ in the ports of Bundaberg, Mackay, Thursday Island and Skardon River. In addition, a major exercise to test the national Maritime Place of Refuge Risk Assessment Guidelines was held in Brisbane on 14 December 2005.

New oil spill response equipment was purchased for boat harbours at Urangan, Bowen and Port Douglas and a five-year programme to refurbish MSQ's fleet of oil recovery vessels continued as planned.

Nuclear-powered warships

Lead Agency: Department of Emergency

Services

SPF Element: Disaster preparedness

As part of the Australian government's agreement for visits by nuclear-powered warships of foreign allied countries, Queensland's disaster management system maintains plans to facilitate arrangements for radiation monitoring, evacuation and decontamination during visits by such vessels to the state's ports for the purposes of crew rest and recreation.

During 2005-2006 these preparatory arrangements were activated on two occasions. The USS Key West, a Los Angeles-class fast-attack submarine, visited Brisbane from 1 to 9 July 2005. The aircraft carrier USS Ronald Reagan visited Brisbane from 23 to 27 January 2006, creating widespread public and media interest. The United States Navy aircraft carrier USS Nimitz was scheduled to visit Brisbane from 18 to 22 October 2005 but the visit was cancelled due to operational requirements.



Disaster management planning guidelines for local government

Lead Agency: Department of Emergency

Services (EMQ)

Local Government Association

Oueensland

SPF Element: Policy and governance

The Queensland Disaster Management Planning Guidelines 2005 for Local Government were developed in consultation with local government representatives and key stakeholders. The guidelines help councils prepare local disaster management plans and understand the need for a consistent approach to disaster management planning.

The planning process aims to help local governments to apply a comprehensive disaster management approach to prevent, prepare for, respond to and recover from, disasters and emergencies in their local area. The guidelines provide information on disaster risk management and templates for development of local disaster management plans.

For further information:

www.disaster.qld.gov.au/publications.

Local government operational planning guidelines

Lead Agency: Department of Emergency

Services through Emergency

Management Queensland

SPF Element: Disaster preparedness

On 27 September 2005 the EMQ Executive Director commissioned a review of local disaster management plans. By 28 October 2005 a total of 16 of a total of 23 district plans were received, along with 32 of the 150-plus local plans. While the response was not universal, it was enough to be accepted as a representative sample of disaster management planning in Queensland.

It was seen that the plans were essentially sets of documented disaster management 'arrangements', rather than documented actions to be taken in relation to a given circumstance. A number of plans addressed specific hazards via sub-plans, but few plans addressed 'functional areas' specifically — for example evacuation and communications.

The focus of the local government planning review for the next several months was the development of a planning process with local disaster management groups for local disaster management groups, to enable these issues to be addressed.

About 20 local disaster management groups and five district disaster management groups, in concert with EMQ headquarters and regional personnel, were involved in the development of a document Operational Planning Guidelines for Local Disaster Management Groups. As of 30 June 2006 work was ongoing.

Disaster Management Alliance

Lead Agencies: Department of Emergency

Services and Local Government

Association of Queensland

(LGAQ)

SPF Elements: Disaster research, policy and

governance, preparedness,

response

The Disaster Management Alliance is a formal partnership between the LGAQ, representing Queensland local councils, and DES aimed at disaster management capacity-building at the local level. The Alliance provides a holistic framework to enhance collaboration and co-ordination between all levels of government within the state to ensure communities benefit from appropriate disaster management planning, preparedness, mitigation, response and recovery.

During 2005-2006, key achievements included:

- conduct of a disaster management needs analysis
 a survey of Queensland mayors/chief executive officers to define local government capacity-building needs;
- development of regional disaster management concepts and working methodologies;
- formation of a pilot regional disaster management group under the Darling Downs Regional Organisation of Councils including development of a regional risk profile and risk-reduction strategies;
- development of a regional disaster management framework for Far North Queensland Regional Organisation of Councils;
- development and distribution of an Elected Member's Guide to Disaster Management containing more than 80 useful disaster management publications, fact sheets, funding guidance and interactive tutorials on disaster risk management; and

- conducting disaster management and mitigation workshops for local government delegates at the 2005 and 2006 LGAQ Annual Conferences and the 2006 Infrastructure Symposium.
- In addition, the Alliance responded to a number of state requests for assistance in the following areas:
- » participation in the Pandemic Influenza Task Force to develop and distribute the Local Government Planning Notes - Pandemic Influenza;
- contribution to the disaster management strategic review processes; and
- » participation in delivery of state sponsored catastrophic disaster exercises.

For further information phone the Disaster Management Alliance on 3000 2222 or e-mail enquiries@lgaq.asn.au.

State Planning Policy 1/03

Lead Agencies: Department of Emergency

Services,

Department of Local

Government, Planning, Sport

& Recreation

SPF Element: Policy and governance, disaster

mitigation

DES worked with the Department of Local Government, Planning, Sport and Recreation to ensure that local government planning schemes effectively incorporated the requirements of State Planning Policy (SPP)1/03 for mitigating the adverse impacts of flood, bushfire and landslide. Planning schemes compliant with SPP 1/03 are an important strategy in ensuring future land use is planned and developed in a way that assists mitigation of natural disasters. DES, assisted by the Department of Natural Resources, Mines and Water, provided advice to local governments and developers in relation to developments potentially affected by the natural hazards of flood, bushfire and landslide.

State Emergency Service

The SES is a volunteer organisation managed by EMQ. The aim of SES units across the state is to:

- Prepare themselves and their communities to minimise the effects of a disaster;
- » encourage self-help and mutual assistance within each community during times of disasters; and
- » provide support and assistance during incidents such as road accidents, searches for missing persons or vertical rescues.

Non-Recurrent Subsidy Programme

Lead agency: Department of Emergency

Services through Emergency

Management Queensland

SPF Elements: Disaster preparedness, relief and

recovery

The aim of the Non-Recurrent Subsidy Programme is to help local governments provide a high-quality emergency and disaster service by supporting the activities of the SES.

Eligible projects for SES units/groups include:

- accommodation purchase, construction, modification/renovation, extension and/or land;
- motor vehicle and accessories acquisition or replacement of rescue vehicles and outfitting of necessary accessories; and
- office equipment purchase of equipment required for effective service delivery.

During 2005-2006, the following SES subsidy applications were approved:

10 new accommodation facilities: \$277,758

18 new and replacement motor vehicles and accessories: \$284,032

» 19 office equipment subsidies: \$12,989

For further information on the NDMP, Bushfire Mitigation and SES programmes, either refer to web site: http://www.dotars.gov.au or, alternatively e-mail: emqgrants_subsidies@emergency.qld.gov.au.

Operational Doctrine

Lead Agency: Department of Emergency

Services

SPF Elements: Policy and governance

The SES Operations and Procedures Manual continues to be reviewed and a framework establishing operations doctrine and business management developed.

Training and equipment implementation of the Volunteer **Support Package**

Lead Agency: Department of Emergency

Services

SPF Element: Disaster preparedness

Under the Volunteer Support Package the following initiatives were progressed:

- two 5.3 metre Swift flood boats were supplied to Mirani and Hervey Bay, four 4.6 metre flood boats to Muttaburra, Isisford, Yelarbon and Armstrongs Beach, one Polycraft flood boat to Holloways Beach, and one outboard motor supplied to Moranbah;
- six rescue trailers were supplied to SES units located at Seisia, Aramac, Carmilla, Yeppoon, Gatton and Richmond;
- road accident rescue equipment was provided to SES units located at Thallon, Jundah, Seisia, Lakeland, Croydon and Wallambuilla;
- 1,124 additional sets of protective clothing were supplied to SES volunteers; and
- 721 wet/cool weather jackets, 398 fleece liners and 152 quilt liners were issued to SES volunteers.

Training Activities

Lead Agency: **Department of Emergency**

Services through Emergency Management Queensland

SPF Element: Disaster preparedness

During 2005-2006 a total of 3,693 SES volunteers received training. A review was commenced on the quality of training provided to EMQ staff and SES volunteers to ensure the EMQ capability meets the requirements of the Act.

Major disaster management exercises

Disaster preparedness SPF Element:

The SDMG meets the legislative requirements under the Act to ensure disaster management plans are reviewed for their effectiveness at least once a year, in part by the development and delivery of exercises. Exercises also form part of an ongoing comprehensive 'all hazards' disaster management programme designed to enable relevant individuals and groups to practise and evaluate their processes.

With the exception of a real event, exercises provide the most valuable method of reviewing effectiveness. Outlined below are major disaster management exercises conducted in Queensland during 2005-2006:

Exercise Weeping Maiden (tropical cyclone)

Lead Agency: Department of Emergency

Services through Emergency Management Queensland

In consultation with disaster management regional and local representatives from Far North Queensland, Exercise Weeping Maiden was conducted in Cairns in November 2005. A second exercise was planned for Townsville in March 2006, however the impact of TC Larry resulted in the postponement of this exercise until the 2006-2007 reporting period.

Designed and facilitated by EMQ, the exercise practised communication, decision-making, co-operation and co-ordination within local and district disaster management groups and tested evacuation plans for major coastal communities.

The exercise involved a number of key clients and stakeholders both in the preparation of exercise material and participation in the exercise itself. These groups included local government, functional agencies such as DoC, QPS, EPA, DPW and Australian government agencies of EMA and the Bureau of Meteorology.

The information gleaned from this exercise enabled local and district disaster management plans to be reviewed and revised to ensure adequate response capability should such an event occur. In addition, the effective preparation for and response to TC Larry and TC Monica early in 2006 illustrated the success of this exercise as a means of training emergency service and local government personnel.



Exercise Eleusis 05 (avian influenza)

Lead Agencies: Department of Primary

Industries and Fisheries Queensland Health Department of Emergency

Services

Exercise Eleusis 05, a national exercise, was led in Queensland by the DPI&F working in partnership with Q-Health and DES. The aim of the exercise was to enhance capability to manage emergency zoonotic disease outbreaks across industry and government and to test and evaluate a number of strategies outlined in the National Emergency Animal Disease Business Plan.

As a result of lessons learned during the exercise, a whole-of-government Implementation Plan was developed by the leading agencies. The plan continues to be implemented with a focus on enhancing:

- » the information management framework;
- response capacity including communication links with industry and other jurisdictions;
- » system infrastructure including business continuity management;
- » workforce planning; and
- » training and awareness.

The exercise re-asserted the following priorities:

- collaboration between lead agencies is essential to a successful response;
- multi-level co-ordination across disciplines and jurisdictions regarding procedures, policies, and plans is essential for effective disease control both before and during a response;
- * the importance of national strategies for animal and human health including surveillance and animal welfare;
- good local management will prevent issues developing into national problems; and
- industry engagement in the decision-making processes and in implementing response plans is critical. Public communication demands will be significant and consistent public messages between jurisdictions and agencies will maintain public confidence in an emergency.

Exercise Pandora (pandemic influenza)

Lead Agencies: Queensland Health

Department of Emergency Services through Emergency Management Queensland

Exercise Pandora, a tabletop/discussion exercise, was conducted in June 2005 to test the strategic decision making and communication of the SDMG and its ability to respond to a large-scale influenza pandemic and assist in the preparation for the national pandemic exercise to be held in the second half of 2006.

The exercise raised awareness of the impact and likely consequences of a pandemic affecting Queensland, illustrated the challenges and dilemmas posed to government by the onset of a pandemic, emphasised the need for appropriate and timely planning, and enhanced understanding of the public information and communication issues involved. The exercise also highlighted the priorities to be addressed in the event that H5N1 (avian influenza) was the likely candidate >> virus that changed sufficiently to become a pandemic human virus.

As a result of the participation in this exercise by QPS, a review of disaster plans at district level was undertaken with a view to integrating specific planned responses to a possible influenza pandemic and the risk management and business continuity contingencies within the policing environment.

Significant internal initiatives

A number of state departments made significant changes in 2005-2006 to improve their disaster management skills.

Department of Communities

SPF Elements: Disaster preparedness,

post-disaster assessment

Following the significant recovery response required for TC Larry, and in recognition of the growing need for timely, co-ordinated and effective community recovery services, the DoC is developing enhanced systems, processes, procedures, training and resources to support service delivery.

The strengthening of partnerships with government and non government recovery service providers will be a focus of ongoing planning and training, at state and regional levels. In keeping with this initiative DoC staff also attended community recovery training conducted by EMA.

Department of State Development, Trade and Innovation

SPF Element: Disaster research

In December 2005, the Director-General of the Department of State Development, Trade and Innovation (DSDT&I) approved the establishment of an Internal Disaster Management Group comprising representatives from units involved in supporting disaster management activities.

The purpose of the group is to provide advice to the department's Director-General and Minister on matters relating to disaster management and to provide a mechanism for the co-ordination of response by DSDT&tl to disaster events. The group also facilitates efficient and consistent communication across the department and was mobilised during the agency's response to TC Larry.

This group is responsible for developing and enhancing internal systems and procedures to support the activities of DSDT&II within the four phases of disaster management, namely prevention, preparedness, response and recovery. This includes liaising with the units that develop programmes and information material for business and industry prevention as well as preparedness and recovery.

National and international research undertaken identified potentially applicable tools and proforma for use in the four phases of disaster management — prevention, preparedness, response and recovery.

Appropriate tools and proformas to trial with internal disaster management systems will be developed for use to support both DSDT&I's internal disaster management activities and for its client businesses.

DSDT&tl developed a draft business and industry recovery plan and regional business economic recovery and renewal strategy. Following TC Larry, a secondary and tertiary industry short-term recovery plan was developed in consultation with industry in the affected region.

DSDT&tl-related activities in the plan were incorporated into the activities of the agency's regional office operations. Consultation has commenced with regional stakeholders to design the long-term business and economic recovery and renewal strategy.

4. Strategic Policy Framework elements of disaster management:

Disaster response, disaster relief and recovery and post disaster assessment

This section covers the legislative requirement to report on disaster operations during the financial year. In Queensland, disaster management services through emergency management operations are delivered through a whole-of government response. This whole-of-government response is co-ordinated by the State Disaster Co-ordination Centre (SDCC).

June 2005

Gold Coast — flooding

Co-ordinated by the

State Disaster Co-ordination Centre

SPF Elements: Disaster response, disaster

relief and recovery, post-disasterassessment

In late June 2005, extensive rain fell over South East Queensland with extremely heavy rainfall impacting the Gold Coast. Widespread flooding occurred across the Gold Coast area, resulting in major road and airport closures as well as inundation to a number of properties resulting in evacuations and the requirement for temporary accommodation to be provided. Due to personal hardship and significant damage to local and state government infrastructure, the State/Commonwealth's Natural Disaster Relief Arrangements (NDRA) were activated.

A number of private dwellings on Currumbin Hill suffered loss of structural integrity due to landslip affecting their foundations, resulting in considerable media coverage. The Minister for Emergency Services subsequently declared a Disaster Situation under the provisions of the Act.

August 2005

Binary Industries chemical fire — initial response and recovery

Lead Agencies: Environmental Protection

Agency (site remediation &

rehabilitation)

8 December 2005 onwards, Department of Emergency Services 25 August 2005–

7 December 2005

SPF Elements: Disaster response, disaster relief

and recovery, post-disaster

assessment

On the night of 25 August 2005 a large fire at a chemical storage company at a Narangba industrial estate north of Brisbane caused significant damage and environmental pollution. The company, Binary Industries, has subsequently ceased trading.

At the request of the QFRS Incident Controller, EPA attended the fire and assisted with containing contaminated firewater runoff to a section of a tributary of Saltwater Creek. Initial actions taken resulted in most of the contaminated firewater runoff being bunded in a 700-metre section of an unnamed tributary of Saltwater Creek.

In the days following the fire, EPA attended the site daily to provide DES with assistance or advice and to take water samples to assess the environmental impact on the Saltwater Creek system. Since the incident, EPA has continued to undertake water monitoring of the Saltwater Creek system. Following the fire and prior to the 2005-2006 wet season DES, Caboolture Shire Council (CSC) and the EPA took a number of steps to contain the contamination within the impacted zone and to divert clean stormwater around contaminated areas.

In September 2005 a working party including representatives from the CSC, DSDT&I, Q-Health, DES, Department of the Premier and Cabinet (DPC) and Pine

Rivers Shire Council was established to oversee the ongoing consequent management including extensive containment and remediation works. >>

A key lesson from this incident is that disaster management does not end with the extinguishment of a fire when the impact on the environment is severe, or there remains a significant risk of a loss of control of hazardous materials or the clean-up works required are extensive.

Since 8 December 2005 the EPA has taken on the lead-agency role for the remediation and rehabilitation of the state and CSC land adjacent to the Binary Industries' site impacted by firewater runoff during the incident. The clean-up project currently involves about 20 EPA staff and has cost approximately \$2.2 million so far. It is anticipated that the project will take a further six to 12 months to completely remediate and rehabilitate the contaminated areas.

August 2005

Sumatra fires

Lead Agency: Queensland Fire & Rescue

Service

SPF Elements: Disaster response, post-disaster

assessment

On 13 August 2005 a formal request was received from the Indonesian government for Australia to provide expert advice in relation to fires along the provincial border between North Sumatra and Riau provinces. A number of Australian jurisdictions were invited to provide information on remote-area fire fighting capability, including aerial fire fighting that might be able to assist with the current situation. QFRS personnel were deployed as part of the Australian Technical Assessment Team.

13 October 2005

Gold Coast — storm damage

Co-ordinated by the

State Disaster Co-ordination Centre

SPF Element: Disaster response

Severe storm and hail damage occurred on the Gold Coast with about 1,300 requests for SES assistance completed. Suburbs affected included Coombabah, Oxenford, Mount Nathan, Gaven, Helensvale, Studio Village, Coomera, Paradise Point, Hollywell, Pacific Pines, Biggera Waters, Clagiraba and Runaway Bay. The SDCC was involved in organising replenishment of stores for SES units involved in the operations.

3 October 2005

Bali bombings

Co-ordinated by the

State Disaster Co-ordination Centre

SPF Element: Disaster response, relief and

recovery

On 3 October 2005 the SDCC was tasked by EMA to provide a portable image intensifier for deployment to Bali under the AUSASSISTPLAN — the plan providing for emergency assistance outside Australia.

The instrument was sourced through by the Princess Alexandra Hospital in Brisbane and shipped via Garuda Airlines to Bali on 5 October, arriving the same day.

26 November to 2 December 2005

Central and Southern Queensland — storm damage

Co-ordinated by the

State Disaster Co-ordination Centre

SPF Elements: Disaster response, relief and

recovery, post-disaster assessment

Unstable meteorological conditions resulted in storm activity impacting central and southern parts of Queensland extending from Hughenden in the west across to the coast and south to the Gold Coast. High winds, hail and torrential rain caused significant road damage, some structural damage and water inundation. The SDCC was activated to co-ordinate the response and recovery issues associated with this storm event.

The Minister for Emergency Services activated the State Disaster Relief Arrangements (SDRA) for Livingstone and Caboolture Shires for storms on 27 November 2005 and for Aramac Shire as a result of storms on 2 December 2005. For administrative purposes, these two events were subsequently combined into one under the Commonwealth/State NDRA for the restoration of essential public assets, counter disaster operations, disaster relief assistance scheme and concessional loans to primary producers and small businesses.

8 December 2005

Logan — severe storms

Co-ordinated by the

State Disaster Co-ordination Centre

SPF Elements: Disaster response, relief and

recovery, post-disaster

assessment

A severe storm travelled through the community of Hillcrest causing damage to dwellings with the SDCC activated to co-ordinate the response and recovery issues associated with this event. The Minister for Emergency Services activated the SDRA for disaster relief assistance and counter-disaster operations.

17 December 2005

Bundaberg — severe storms

Co-ordinated by the

State Disaster Co-ordination Centre

SPF Elements: Disaster response, relief and

recovery

A severe storm travelled through the community of Moore Park causing damage to private dwellings resulting in activation of the SDCC to co-ordinate the response and recovery issues associated with the event. The Minister for Emergency Services activated the SDRA for disaster relief assistance and counterdisaster operations.

21-22 December 2005

Bloomfield region — bushfire

Co-ordinated by the

State Disaster Co-ordination Centre

SPF Elements: Disaster response, relief and

recovery

Communities in the Bloomfield region and the Wujal Wujal Aboriginal settlement were affected by bushfire on Thursday 21 December 2005 and Friday 22 December 2005. One dwelling was destroyed as a result of the fire and the SDCC was activated to co-ordinate recovery. As a result of this event, the Minister for Emergency Services activated SDRA for disaster relief assistance and counter-disaster operations.

6-9 January 2006

Southern Queensland — **storms**

Co-ordinated by the

State Disaster Co-ordination Centre

SPF Element: Disaster response

Personnel were required to render counter-disaster operational support as a result of severe thunderstorms over southern parts of Queensland. Although more then 270 SES personnel were involved in about 520 response activities. During this period there was no activation of either SDRA or NDRA.

9-29 January 2006

North West Queensland — storms and flooding

Co-ordinated by the

State Disaster Co-ordination Centre

SPF Elements: Disaster response, relief and

recovery

Storm activity impacted North West Queensland with torrential rain causing damage to road networks within the region.

24 January 2006

Marine pollution response

Lead Agency: Queensland Transport (Maritime

Safety Queensland)

SPF Elements: Disaster response, relief and

recovery, post-disaster

assessment

Queensland's response arrangements for oil spills were tested following a collision between the tug Tom Tough and the bulk coal carrier Global Peace at Gladstone on 24 January 2006. The incident, which happened at about six minutes to midnight, caused 25 tonnes of heavy fuel oil to spill unchecked into the waters of Gladstone harbour. The multi-agency team was successful in limiting environmental damage associated with the spill and recovered eight tonnes of oil and 61 cubic metres of oily debris over eight days.

In total, Maritime Safety Queensland received reports of 62 oil spills in 2005-2006. All incidents were effectively managed by MSQ in close co-operation with Queensland port authorities and local government agencies.