Queensland Disaster Management Arrangements

PARTICIPANT GUIDE

Version 10.0

Queensland Disaster Management Training Framework

Queensland Government

Queensland Disaster Management
Training Framework

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Version 10.0

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About this Participant Guide

This Participant Guide has been developed for the use of Queensland disaster management stakeholders. Written feedback about this guide is welcomed. Please email:

DMTraining.Feedback@police.qld.gov.au

Acknowledgement

Acknowledgement is made of the staff of Queensland Police Service who developed and designed this Participant Guide.

Authorisation

This Participant Guide is an authorised, version-controlled document. This is an authoritative document that replaces all previous training references associated with this topic, where applicable.

Information contained within this text reflects the Disaster Management Act 2003, the State Disaster Management Plan and other relevant disaster management doctrine at the time of printing.

What you should achieve

On completion of the course, participants should have a knowledge of:

- disaster management legislation, doctrine, principles and approaches
- local, district and State disaster management group structures and functions
- prevention, preparedness, response and recovery activities
- disaster declaration arrangements
- disaster funding arrangements.

What you need to complete this course

You need:

- a copy of this Participant Guide
- access to a copy of the Disaster Management Act 2003 and the Disaster Management Regulation 2014
- access to a copy of the State Disaster Management Plan.

Prerequisites

There are no prerequisites for this course.

ROAD
CLOSED
NO
ENTRY
DUE TO FLOODING

Topic 1

Definitions
Legislation
Doctrine
Principles
Approaches

Definitions

A number of definitions of 'emergency' and 'disaster' have been proposed over time, many of them focusing on some measure of the cost of the event in terms of loss of life or damage. An early definition of 'disaster' was 'an event which takes more than 10,000 lives'. Of course, if this were true, the only recorded disaster in Australia would be the influenza epidemic of 1918–1919 which caused at least 10,000 deaths.

More recently, however, the focus of concern with emergencies and disasters has moved towards consideration of the impact on a community by a hazard or hazards, rather than simply upon the origin, nature, size, onset speed or other physical attributes of the hazards.

It should be noted that at the Australian Government level and in some jurisdictions, the term 'emergency' is used interchangeably with 'disaster'. In Queensland, the Disaster Management Act 2003 (the Act) provides the definitions which underpin the disaster management arrangements. The terms 'disaster' and 'disaster management' are used in Queensland as detailed in the Act.

A ***disaster*** is a serious disruption in a community, caused by the impact of an event, that requires a significant coordinated response by the State and other entities to help the community recover from the disruption.

The Act s13(1)

In this definition, 'serious disruption' and 'event' have the following meanings.

Serious Disruption means:

(a) loss of human life, or illness or injury to humans; or

(b) widespread or severe property loss or damage; or

(c) widespread or severe damage to the environment.

The Act s13(2)

(1) An event means any of the following:

(a) a cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening;

(b) an explosion or fire, a chemical, fuel or oil spill, or a gas leak;

(c) an infestation, plague or epidemic;

Example of an epidemic— a prevalence of foot-and-mouth disease

(d) a failure of, or disruption to, an essential service or infrastructure;

(e) an attack against the State;

(f) another event similar to an event mentioned in paragraphs (a) to (e).

(2) An event may be natural or caused by human acts or omissions.

The Act s16

Disaster Management means arrangements about managing the potential adverse effects of an event, including, for example, arrangements for mitigating, preventing, preparing for, responding to and recovering from a disaster.

The Act s14

Disaster Operations are activities undertaken before, during or after an event happens to helpreduce loss of human life, illness or injury to humans, property loss or damage. or damage to the environment, including, for example, activities to mitigate the adverse effects of the event.

The Act s15

Queensland's complex environment

Queensland is Australia's second largest state, covering more than 1.7 million square kilometres or nearly one-quarter of the total land area of the Australian continent. In comparison, Queensland covers seven times the area of the United Kingdom and is five times larger than Japan.

Queensland's climate varies from tropical, sub-tropical, hot arid to warm temperate. Average temperatures range from 29°C in summer and 16°C in winter. Most of Queensland receives more than half of its annual rainfall during the summer months. The average annual rainfall varies from less than 200 mm in the central-west region to over 3,200 mm on the far northern coast. The present population is estimated at 4.9 million which is expected to increase to between 7.9 to 11.1 million by 2061[1].

The past few years have proven Queensland has a very complex environment. Natural and non-natural threats and disasters such as tropical cyclones, floods, bushfires, storms, oil spills and pandemics have all taken their toll on communities, infrastructure, businesses and the environment.

Therefore, it is important to be aware of the types of hazards and potential disasters that are likely to occur, and to understand the risks associated with these hazards.

It is particularly necessary that disaster management stakeholders have a good understanding of the common hazards and most importantly, the precautions that should be taken to minimise the effects of these. It is vital that accurate information relating to such situations is provided to the public as part of a wider mitigation strategy, well in advance of a disaster event.

[1] Data source - Population Projections, Australia, 2012 - 2061, Australian Bureau of Statistics.

Legislation

Disaster management arrangements are applied across a range of circumstances and must adhere to the requirements of the Act and the Disaster Management Regulation 2014 (the Regulation). Where necessary, the Act provides for the declaration of a disaster situation which enlivens extraordinary powers that may be used by District Disaster Coordinators (DDC)s and declared disaster officers to assist with the management of an event.

At times, legislation other than the Act may provide powers more suited to an event, such as provisions within the Public Safety Preservation Act 1986 that provide extraordinary powers to assist police with the management of a rapid onset natural event. Other departments may have legislation that is more appropriate to enliven for a particular event and is readily administered by their own officers. In determining the appropriate legislation to apply to a disaster event, a balance needs to be found between the requirement for powers under a declaration of a disaster situation and the practical administration of appropriate powers in other legislation.

Disaster Management Act 2003

The Act forms the legislative basis for the Queensland disaster management arrangements (QDMA). The Act provides a framework in which all levels of government, government owned corporations, non-government organisations (NGOs), partners and stakeholders can work collaboratively to ensure effective disaster management across the State.

The Act makes provision for the establishment of disaster management groups for State, disaster districts and local government areas. It also provides the legislative basis for the preparation of disaster management plans and guidelines, declarations of disaster situations, establishing the Office of the Inspector-General of Emergency Management (IGEM) and ensuring communities receive appropriate information about preparing for, responding to and recovering from disasters.

Objects of the Act

The main objects of the Act are:

(a) to help communities -

(i) mitigate the potential adverse effects of an event; and

(ii) prepare for managing the effects of an event; and

(iii) effectively respond to, and recover from, a disaster or an emergency situation;

(b) to provide for effective disaster management for the State.

The Act s3

Guiding principles of the Act

This Act is to be administered according to the following principles—

(a) disaster management should be planned across the following four phases -

(i) the taking of preventative measures to reduce the likelihood of an event occurring or, if an event occurs, to reduce the severity of the event;

(ii) the taking of preparatory measures to ensure that, if an event occurs, communities, resources and services are able to cope with the effects of the event;

(iii) the taking of appropriate measures to respond to an event, including action taken and measures planned in anticipation of, during and immediately after an event to ensure that its effects are minimised and that persons affected by the event are given immediate relief and support;

(iv) the taking of appropriate measures to recover from an event, including action taken to support disaster-affected communities in the reconstruction of infrastructure, the restoration of emotional, social, economic and physical wellbeing, and the restoration of the environment;

(b) all events, whether natural or caused by human acts or omissions, should be managed in accordance with the following -

(i) a strategic policy framework developed by the Queensland Disaster Management Committee;

(ii) the State disaster management plan;

(iii) any disaster management guidelines;

(c) local governments should primarily be responsible for managing events in their local government area;

(d) district groups and the QDMC should provide local governments with appropriate resources and support to help the local governments carry out disaster operations.

The Act s4A

Disaster Management Regulation 2014

The Regulation supports the Act by describing disaster management group membership, appointments of Chairs and meeting requirements.

Doctrine

Queensland Disaster Management Strategic Policy Statement

Development of a strategic policy framework for disaster management for the State is a function of the Queensland Disaster Management Committee (QDMC) under the Act. The Queensland Disaster Management Strategic Policy Statement sets out the approach, objectives and strategies for disaster management and informs the Queensland government's strategic approach to keeping people safe and making communities more resilient to disaster risks and impacts and meets the requirement of s18 of the Act for the QDMC to develop a strategic policy framework.

Queensland State Disaster Management Plan

The Queensland State Disaster Management Plan (SDMP):

- makes provision for the Strategic Policy Statement for Disaster Management
- outlines the principles for disaster management in Queensland
- describes the roles and responsibilities of disaster management stakeholders to support disaster management as legislated in the Act
- outlines the arrangements for prevention, preparedness, response and recovery and resilience.

Disaster management guidelines

The Commissioner, Queensland Police Service may prepare disaster management guidelines in accordance with s63 of the Act. Importantly as outlined at s4A(b) of the Act, all disaster events should be managed in accordance with any disaster management guidelines.

Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline

The aim of the Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline (the DM Guideline) is to provide flexible, good practice recommendations and advice to those responsible for implementing disaster management arrangements in Queensland. It assists Queensland disaster management stakeholders in disaster prevention, preparedness, response and recovery in accordance with the Act, Strategic Policy Statement, Standard for Disaster Management in Queensland, SDMP and other key documents.

The DM Guideline is supported by supporting documents including:

- manuals
- reference guides
- forms
- templates
- handbooks
- links to related publications.

Standard for Disaster Management in Queensland

In accordance with s16N of the Act, the IGEM may make disaster management standards regarding the way in which entities responsible for disaster management in the State are to undertake disaster management.

The Standard establishes the outcomes to be achieved for all entities involved in disaster management in Queensland and provides the parameters within which disaster management in Queensland should be conducted, without being prescriptive about how. The Standard also allows for flexibility across a range of different entities with different capability, capacity and needs.

The elements of the Standard are Shared Responsibilities, Outcomes, Accountabilities and Indicators.

Further information about the Standard may be found at: www.igem.qld.gov.au

Disaster management approaches

The following approaches to disaster management build on the comprehensive and integrated approach adopted by the Australian Emergency Management Arrangements and the four guiding principles outlined in the Act s4A.

Comprehensive approach

The Comprehensive Approach encompasses all hazards and recognises that dealing with the risks to community safety, which such hazards create, requires a range of prevention/mitigation, preparedness, response and recovery programs and other risk management treatments. This approach to disaster management also ensures a balance between the reduction of risk and the enhancement of community resilience (adaptive capacity of a community's members to respond to and influence the consequences of disasters to continue an acceptable level in functioning and structure) whilst ensuring effective response and recovery capabilities.

Disaster management should be planned across the four phases of the comprehensive approach: prevention, preparedness, response and recovery (PPRR) as provided in s4A Guiding principles of the Act. All sectors of society share responsibility for the broader application of PPRR including the community, business and governments.

Section 4A(a) of the Act describes the PPRR phases as follows:

Prevention:

(i) the taking of preventative measures to reduce the likelihood of an event occurring or, if an event occurs, to reduce the severity of the event.

Preparedness:

(ii) the taking of preparatory measures to ensure that, if an event occurs, communities, resources and services are able to cope with the effects of the event.

Response:

(iii) the taking of appropriate measures to respond to an event, including action taken and measures planned in anticipation of, during, and immediately after an event to ensure that its effects are minimised and that persons affected by the event are given immediate relief and support.

Recovery:

(iv) the taking of appropriate measures to recover from an event, including action taken to support disaster-affected communities in the reconstruction of infrastructure, the restoration of emotional, social, economic and physical wellbeing, and the restoration of the environment.

The four phases of PPRR are neither linear nor independent of each other, but more precisely, they overlap and support each other as shown in Figure 1.1. For example, recovery activities are likely to begin during the response phase and mitigation strategies may be considered during the recovery phase.

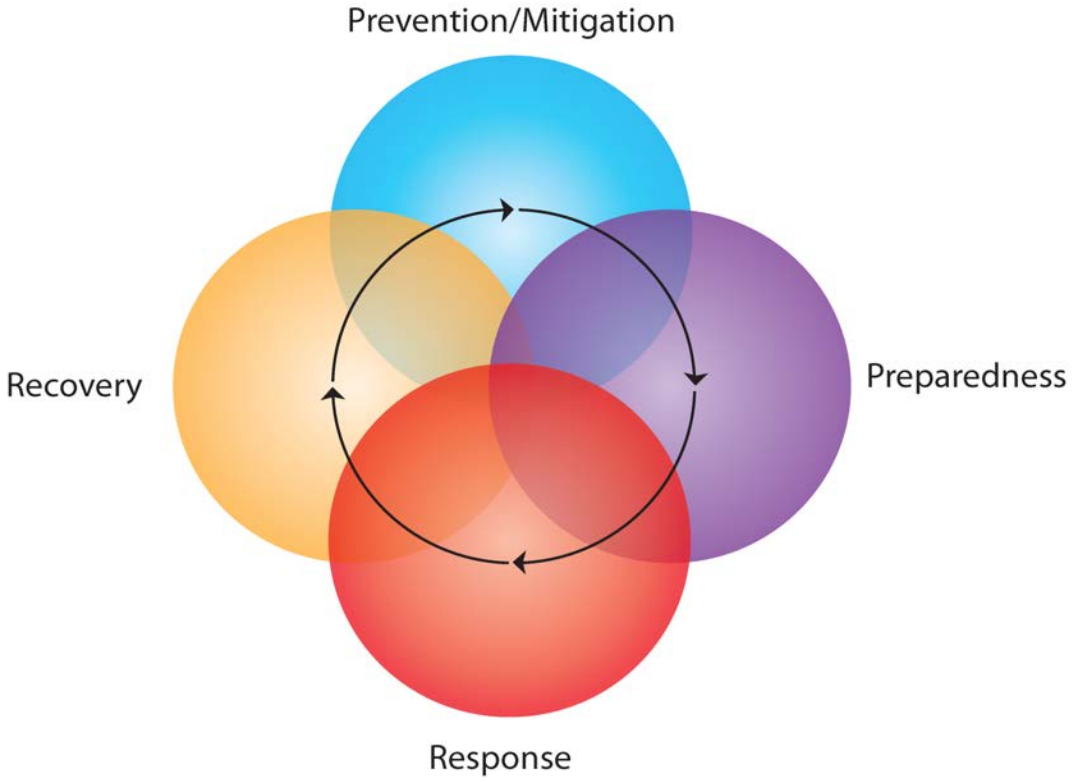


Figure 1.1 The 'comprehensive approach' to disaster management

All hazards approach

This approach applies to all events whether natural or caused by human acts or omissions and is based on the assumption that the functions and activities applicable to one hazard are most likely applicable to a range of hazards.

This approach allows for a general, non-specific approach to the delivery of services. It does not, however, affect the need for specific plans and arrangements for identified hazards and risks that require specific technical capability or authority to effect or direct a response.

Hazard specific primary agencies

Queensland has identified a number of specific hazards where government departments and agencies have a designated primary agency role. These primary agencies are allocated responsibility to prepare for, and to combat, the specific hazards based on their legislated and/or technical capability and authority.

The disaster management arrangements in Queensland coordinate resources in support of primary agency operations, as required, but remain responsible for the wider management of the consequences of the specific hazard.

Representatives of hazard specific primary agencies are members of the State Disaster Coordination Group (SDCG) and are represented at district and local disaster management groups as required.

Integrated approach

The integrated approach ensures the engagement of governments, all relevant organisations and agencies, the private sector and the community. This approach recognises that no single agency can prepare for, and deal with the disruption to community life and infrastructure that can result from a disaster event.

Agencies have a responsibility for ensuring an understanding of the QDMA and contribute to the arrangements by giving effect to their legislation, as relevant to an event, in addition to the ongoing conduct of their core business. It is necessary for a lead or primary agency to coordinate the activities of the large number of organisations and agencies that are involved. These can be drawn from across all levels of government, non-government and private sectors.

State Government agencies and organisations have designated responsibilities in disasters which reflect their legislated and/or technical capability and authority with respect to hazards, functions and/or activities of disaster management.

Response function responsible agencies

Various State agencies are responsible for response functions within Queensland, allocated in accordance with the agency's role in administering relevant legislation or ability to provide specialist resources. At times, these agencies will also coordinate with other agencies and organisations in undertaking the nominated function.

Local disaster management capability

Local level capability is recognised as the frontline of disaster management. Section 4A(c) of the Act provides that 'local governments should primarily be responsible for

managing events in their local government area'.

Local governments have a key role in identifying and understanding the credible hazards and risks that could impact on the safety and sustainability of their communities. Their role is to put in place mitigation, preparation, response and recovery strategies and arrangements, within the capability of their resources and responsibility. This is achieved through Local Disaster Management Groups (LDMGs) and the development of local disaster management plans (LDMPs) that enhance their community's preparedness to manage the consequences of a hazard impact and provide a vital link to individuals, voluntary organisations and community organisations that are integral to the implementation and achievement of disaster management strategies.

Section 4A(d) of the Act provides that 'district groups and the QDMC should provide local governments with appropriate resources and support to help the local governments carry out disaster operations'.

A scalable and flexible structure

Effective disaster management requires a structure that takes into account the strategic, tactical and operational levels at which the arrangements must operate. Such a structure should allow for functions applicable to all hazards, operate across all phases of PPRR and include standing coordination arrangements. In Queensland the structure, known as the Queensland DIsaster Management Arrangements (QDMA), is responsive and

LOCAL
DISASTER
COORDINATOR

Topic 2

Queensland Disaster Management Structure

scalable, to adjust to situations as they evolve.

Queensland disaster management structure

The QDMA are based upon partnership arrangements between local and State governments. These partnership arrangements recognise that each level of the disaster management arrangements must not only work collaboratively but in unison to ensure the effective coordination of planning, services, information and resources necessary for comprehensive disaster management.

The QDMA operate on three distinct levels. These are:

- Local Government
- Disaster District
- State Government.

A fourth level, the Australian Government, is also included in the QDMA recognising that Queensland may need to seek Australian Government support in times of disaster.

Figure 2.1 depicts the three levels of the QDMA including the link to the Australian Government for Federal-level support when required.

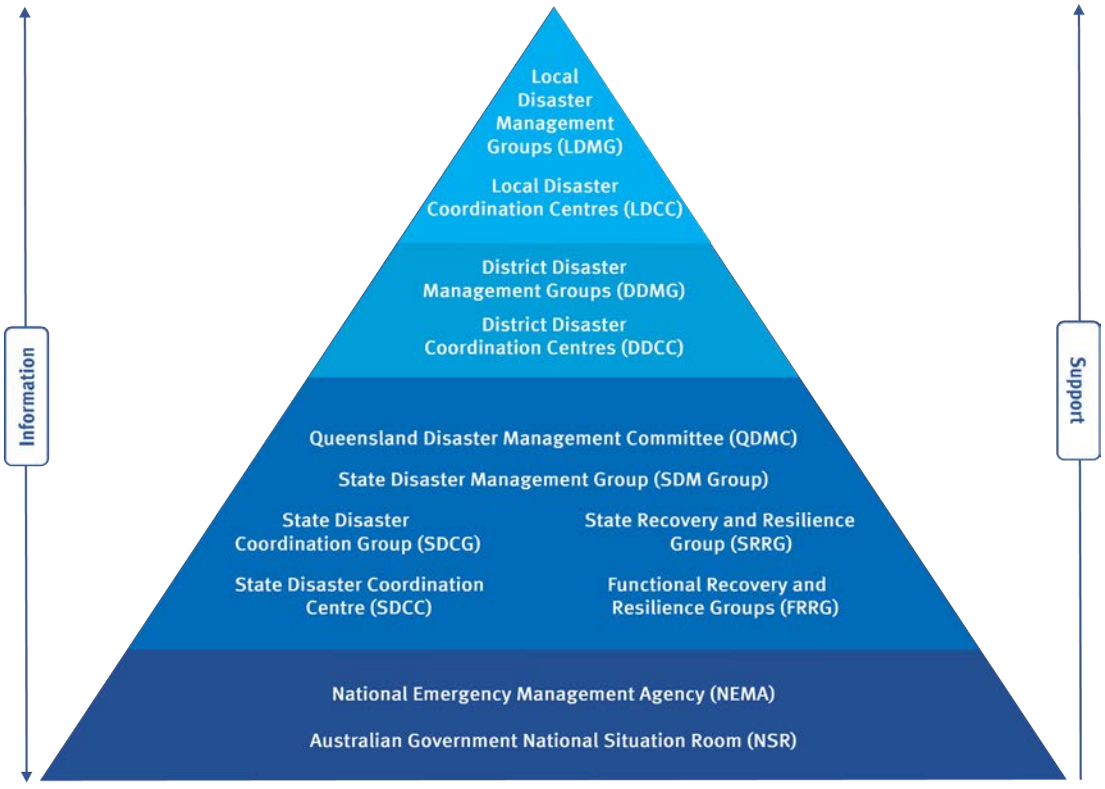


Figure 2.1 Queensland disaster management structure

The arrangements enable a progressive escalation of support and assistance through these levels as required. It comprises several key management and coordination structures through which effective disaster management for Queensland is achieved. The principal structures that make up QDMA are:

- disaster management groups that operate at local, district and State levels and are responsible for the planning, organisation, coordination and implementation of all measures to mitigate/prevent, prepare for, respond to and recover from disaster situations

- coordination centres at local, district and State levels that support disaster management groups in coordinating information, resources and services necessary for disaster operations
- specific-purpose committees, either permanent or temporary, established under the authority of disaster management groups for specific purposes relating to disaster management.

Management of a disaster at the community level is conducted by local governments, who are responsible for the development and implementation of their local disaster management plan (LDMP).

If local governments require additional resources to manage the event, they are able to request support through their District Disaster Management Group (DDMG).

This allows for the rapid mobilisation of resources at a regional or district level.

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

Finally, when State resources are inadequate or inappropriate, Australian Government support can be obtained through the National Emergency Management Agency (NEMA).

Local level

Local Disaster Management Group

Local governments are primarily responsible for managing disaster events in their local government areas. Local governments are ideally placed to provide specific disaster management at the community level given their knowledge and understanding of social, environmental, geogrpahical and economic issues. They achieve coordinated disaster management through the LDMG.

Membership of an LDMG

The Mayor, or another councillor of the local government, is appointed the Chair of the LDMG.

Membership of the LDMGs is outlined in the Regulation.

Generally, an LDMG is comprised of:

- local government
- State emergency response agencies
- other State agencies
- any NGOs or representatives the Chair may appoint to the LDMG in consideration of the LDMG requirements.

Functions of an LDMG

The functions of the LDMG are described in the Act which states–

A local group has the following functions for its area—

(a) to ensure that disaster management and disaster operations in the area are consistent with the QDMC's strategic policy framework for disaster management for the State;

(b) to develop effective disaster management, and regularly review and assess the disaster management;

(c) to help the local government for its area to prepare a local disaster management plan;

(d) to identify, and provide advice to the relevant district group about, support services required by the local group to facilitate disaster management and disaster operations in the area;

(e) to ensure the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster;

(f) to manage disaster operations in the area under policies and procedures decided by the QDMC;

(g) to provide reports and make recommendations to the relevant district group about matters relating to disaster operations;

(h) to identify, and coordinate the use of, resources that may be used for disaster operations in the area;

(i) to establish and review communications systems in the group, and with the relevant district group and other local groups in the disaster district of the relevant district group, for use when a disaster happens;

(j) to ensure information about a disaster in the area is promptly given to the relevant district group;

(k) to perform other functions given to the group under this Act;

(l) to perform a function incidental to a function mentioned in paragraphs (a) to (k).

The Act s30

Chair and Deputy Chair

The chairperson of a local group has the following functions –

(a) to manage and coordinate the business of the group;

(b) to ensure, as far as practicable, that the group performs its functions;

(c) to report regularly to the relevant district group, and the police commissioner, about the performance by the local group of its functions.

The Act s34A

Local Disaster Coordinator

The Chair of the LDMG must, after consultation with the Commissioner, QPS, appoint a LDC for the group. A person may only be appointed as a LDC if the Chair is satisfied that the person has the necessary experience or expertise to perform the functions of the LDC. The LDC must be the chief executive or an employee of the local government. The appointment must be made in writing and may only be revoked in writing.

The functions of the LDC are:

(a) to coordinate disaster operations for the local group;

(b) to report regularly to the local group about disaster operations;

(c) to ensure, as far as is practicable, that any strategic decisions of the local group about disaster operations are implemented.

The Act s36

Meetings

Under the Regulation, LDMGs must meet at least once each six months at the times and places decided by the Chair. These meetings must meet quorum requirements as outlined in s13 of the Regulation.

However, the Chair of the LDMG must call a meeting of the LDMG upon a written request by:

- the Chair for the disaster district in which the LDMG is situated; or
- at least one half of the members of the LDMG.

Notwithstanding the above, the LDMG may meet more regularly than once each six months and may conduct its business, including its meetings, in a way it considers appropriate. Members may participate in meetings of the LDMG remotely through the use of technology such as teleconferencing and are to be taken as being present at the meeting. The LDMG is to keep minutes of all meetings.

Further information about membership and meetings of LDMGs may be found in Parts 2 and 3 of the Regulation.

Local Recovery Group

A Local Recovery Group (LRG) can be established at the discretion of the chair of the LDMG, in consultation with key agencies on the group, depending on the scale of the disaster, impact/needs assessments and anticipated recovery operations.

Local Recovery Coordinator

It may be determined by the LDMG that it is necessary to appoint a Local Recovery Coordinator (LRC) to coordinate recovery at the local level.
The LRC should not, where possible, be the same person appointed as the LDC and should liaise regularly with the LDC during disaster operations.

Local Disaster Coordination Centre

At local government level, local disaster coordination centres (LDCC) are established to support the LDMG in determining the activities required and supporting planning for how the direction is to be implemented.

For further information on coordination centres, refer to — Topic 5: Response and Recovery.

District level

District Disaster Management Group

Queensland is divided geographically into disaster districts. Each of these districts covers one or more of Queensland's local government areas.

The Act establishes a DDMG for each disaster district. The DDMG provides whole-of-government planning and coordination capacity to support local governments in disaster operations. The disaster districts perform a 'middle management' function within the disaster management arrangements by providing coordinated State government support when requested by local governments. DDMGs are responsible to the QDMC for all aspects of State Government capabilities in disaster management for their district.

Where a disaster is likely to encompass two or more adjoining disaster districts, the Act includes provisions allowing the Chair of the QDMC to establish, in consultation with the Commissioner, QPS, a temporary DDMG to manage the disaster across all affected disaster districts.

Membership of a DDMG

The Commissioner, QPS, appoints a Chair and Deputy Chair for each disaster district. DDMG membership should predominantly comprise of:

- representatives of those State agencies responsible for hazard specific arrangements and the functions of disaster management
- a representative for each local government in the district.

As each disaster district is unique, it is acknowledged that the composition of DDMGs may differ to meet the needs of the individual disaster district.

Chair/Deputy Chair/District Disaster Coordinator

The Chair of a DDMG is also the District Disaster Coordinator (DDC) of the DDMG.

The DDC has the following function:

'to coordinate disaster operations in the disaster district for the group'.

The Act s26A

The Chair has the following responsibilities as described in the Act:

(a) to manage and coordinate the business of the group;

(b) to ensure, as far as practicable, that the group performs its functions;

(c) to report regularly to the QDMC about the performance by the District Disaster Management Group of its functions.

The Act s26

The DDC may, with the approval of the Minister, declare a disaster situation for part or all of a district, thereby enabling specific powers under the Act to be exercised.

Executive Officer

The Commissioner, QPS, is to appoint a person as the Executive Officer of the DDMG. The Executive Officer's primary role is to support the group in the performance of its functions, as directed by the Chair.

Functions of the DDMG

The DDMG has the following functions, as outlined in s23 of the Act:

(a) to ensure that disaster management and disaster operations in the district are consistent with the QDMC's strategic policy framework for disaster management for the State;

(b) to develop effective disaster management for the district, including a district disaster management plan, and regularly review and assess that disaster management;

(c) to provide reports and make recommendations to the QDMC about matters relating to disaster management and disaster operations in the district;

(d) to regularly review and assess—

(i) the disaster management of local groups in the district; and

(ii) local disaster management plans prepared by local governments whose areas are in the district;

(e) to ensure that any relevant decisions and policies made by the QDMC are incorporated in its disaster management, and the disaster management of local groups in the district;

(f) to ensure the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster;

(g) to coordinate the provision of State resources and services provided to support local groups in the district;

(h) to identify resources that may be used for disaster operations in the district;

(i) to make plans for the allocation, and coordination of the use, of resources mentioned in paragraph (h);

(j) to establish and review communications systems in the group, and with and between local groups in the district, for use when a disaster happens;

(k) to ensure information about an event of a disaster in the district is promptly given to the QDMC and each local group in the district;

(l) to prepare, under section 53, a district disaster management plan;

(m) to perform other functions given to the group under this Act;

(n) to perform a function incidental to a function mentioned in paragraphs (a) to (m).

The Act s23

Meetings

Under the Regulation, DDMGs must meet at least once each six months at the times and places decided by the Chair. These meetings must meet quorum requirements as outlined in s13 of the Regulation. However, the Chair of the DDMG must call a meeting of the group if asked, in writing, to do so by:

- the Chair of the QDMC; or
- at least one half of the members of the DDMG.

Notwithstanding the above, the DDMG may meet more regularly than once each six months and may conduct its business, including its meetings, in a way it considers appropriate. Members may participate in meetings of the DDMG remotely by teleconferencing and are to be taken as being present at the meeting. The DDMG is to keep minutes of all meetings.

Further information about membership and meetings of DDMGs may be found in Parts 2 and 3 of the Regulation.

District Recovery Group

A District Recovery Group may be established at the discretion of the chair of the DDMG, in consultation with key agencies on the group, depending on the scale of the disaster, impact/needs assessments and anticipated recovery operations

District Disaster Coordination Centre

District disaster coordination centres (DDCC) are established to support the DDMG in the provision of district and State level support to local governments.

For further information on coordination centres, refer to — Topic 5: Response and Recovery.

Queensland Disaster Management Committee

The QDMC provides strategic direction and State-level decision making for disaster management within the State and ensures PPRR activities are coordinated from a whole-of-government perspective and based on an all hazards approach.

Functions of the QDMC

The QDMC has the following functions under s18 of the Act:

(a) to provide strategic leadership for disaster management and disaster operations for the State

(b) to develop a strategic policyf ramework or the State

(c) to ensure arrangements between the State and the Commonwealth about matters relating to effective disaster management are established and maintained;

(d) to identify resources, in and outside the State, that may be used for disaster operations;

(e) to provide reports and make recommendations that the QDMC considers appropriate about matters relating to disaster management and disaster operations;

(f) to prepare, under section 49, the State disaster management plan;

(g) to coordinate State and Commonwealth assistance for disaster management and disaster operations;

(h) to perform other functions given to the group under this or another Act;

(i) to perform a function incidental to a function mentioned in paragraphs (a) to (h).

Membership

Membership comprises:

- the Premier
- the Minister administering the Act
- the Ministers administering the Acts listed in s2(c) of the Regulation
- Assisting Officials, as listed in s3(1) of the Regulation
- Observers, invited by the Chair, as listed in s3(2) of the Regulation.

Further information about membership of the QDMC can be found in Parts 2 and 3 of the Regulation.

Chair and Deputy Chair

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

(a) to manage and coordinate the business of the group;

(b) to ensure, as far as practicable, that the group performs its functions

(c) other functions given to the chairperson under this Act or another Act.

The Act s20A

The Deputy Chair is to act as Chair during a vacancy in the office of the Chair or during all periods when the Chair is absent from duty or, for another reason, cannot perform the functions of the office.

Meetings

Under the Regulation, the QDMC must meet at least once every six months at the times and places decided by the Chair. These meetings must also meet quorum requirements as outlined in s13 of the Regulation.

Notwithstanding the above, the QDMC may meet more regularly than once every six months and may conduct its business, including its meetings, in a way it considers appropriate.

Members may participate in meetings of the QDMC remotely by teleconferencing and are to be taken as being present at the meeting.

The QPS is to provide administrative and secretariat services to the QDMC and the QDMC is to keep minutes of all meetings.

Advisors and Observers

At the discretion of the Chair of the QDMC, invitations to attend QDMC meetings, or part of a meeting, may be extended to representatives of Commonwealth agencies, State authorities, local governments, NGOs and commercial businesses.

Annual Report

As soon as practicable after the end of each financial year, the QDMC must prepare a written report about disaster management in the State and publish the report on an appropriate website providing information to the public.

As per s44 of the Act, the Annual Report must include the following:

(a) information about activities undertaken during the financial year to maintain or enhance the State's disaster management;

(b) details of disaster operations performed during the financial year;

(c) information about the priorities for disaster management; and

(d) other matters about disaster management the QDMC considers appropriate.

In preparing the QDMC's Annual Report, the QDMC is to review and incorporate issues arising from reports provided by each of the DDMGs as well as by other State committees.

State Disaster Management Group

The State Disaster Managemetn Group (SDM Group) will manage the business of disaster management for the State on behalf of the QDMC.

The functions and pwers of the SDM Group are:

(1) to provide timely strategic oversight of, and support for, disaster management and disaster operations for the State;

(a) to consider strategies and policies for managing a disaster and to give advice to the QDMC about implementing the strategies and policies;

(b) other functions given to the group under this Act or another Act;

(c) functions incidental to a function mentioned in paragraph (a), (b) or (c).

(2) The SDM Group has power to do anything necessary or convenient to be done for the performance of its functions.

State Disaster Coordinator

The chairperson of the QDMC must appoint one of the following persons as a State disaster coordinator (SDC) to coordinate disaster operations for the group—

(a) a deputy commissioner of the police service;

(b) another person the chairperson decides, after considering the nature of the disaster operations, should be appointed to coordinate the operations.

The Act s21B(1)

State Disaster Coordinator Functions

(1) The State disaster coordinator has the following functions—

(a) to coordinate the disaster response operations for the QDMC;

(b) to report regularly to the QDMC about disaster response operations;

(c) to ensure, as far as reasonably practicable, that any strategic decisions of the QDMC about disaster response operations are implemented;

(d) to provide strategic advice on disaster response operations to district disaster coordinators.

The Act s21C

Commissioner, Queensland Police Service

The Commissioner, QPS has the following functions under the Disaster Management Act 2003:

(a) to establish and maintain arrangements between the State and the Commonwealth about matters relating to effective disaster management;

(b) to ensure that disaster management and disaster operations in the State are consistent with the following—

(i) the QDMC's strategic policy framework for disaster management for the State;

(ii) the State disaster management plan;

(iii) the disaster management standards;

(iv) the disaster management guidelines;

(c) to ensure that persons performing functions under this Act in relation to disaster operations are appropriately trained;

(d) to provide advice and support to the QDMC and local and district groups in relation to disaster management and disaster operations.

The Act s16A

State Disaster Coordination Group

The State Disaster Coordination Group (SDCG) is responsible for coordinating operational response activities for disasters in Queensland at the state level. The SDCG also coordinates preparedness and resilience activities for disaster response operations, including support for Local and District Disaster Management Groups.

Functions of the SDCG include:

- *implementing decisions of the QDMC relating to disaster response and operational preparedness*
- *developing an annual work plan to assist QDMC progress its responsibilities*
- *escalating significant disaster response and preparedness issues to relevant bodies for resolution*
- *providing a forum to discuss the impact of strategic national and state disaster management initiatives on Queensland relevant to all aspects of disaster response*
- *coordinating preparedness activities to support effective disaster response operations*
- *reporting and providing strategic operational advice to the State Disaster Coordinator on disaster response operations*
- *ensuring the coordinated and effective deployment of state government resources in disaster response operations*
- *liaising with invitees and other organisations, including local and federal governments, to ensure the coordinated and efficient deployment of their resources in disaster response operations*
- *providing advice on disaster impacts*
- *providing advice on identified emergency relief needs*
- *supporting the transition to recovery operations.*

State Recovery and Resilience Group

The State Recovery and Resilience Group (SRRG) is resonsible for :

- *implementing the decisions of the QDMC to achieve recovery and resilience in Queensland*
- *providing advice to the QDMC in strategic matters relating to the recovery and resilience of Queensland communities.*
- *The functions of the SRRG are:*
- *implementing decisions of the QDMC relating to disaster recovery and resilience*
- *enacting the Queensland Recovery Plan (QRP) when required*
- *providing guidance on recovery and resilience capability needs, development opportunities and research focus areas for Queensland*
- *coordinating actions and outcomes on diverse issues that span multiple FRRGs and departments/agencies*
- *supporting the development of specific recovery plans in partnership with the Queensland Reconstruction Authority (QRA) and the State Recovery Coordinator (SRC) where appointed*
- *recommending to the Chair the establishment of additional FRRGs on a temporary or permanent basis as required*
- *facilitating after action reviews to identify lessons and drive continuous improvement in disaster recovery and resilience*
- *participating in the prioritisation, delivery and monitoring of strategic recovery and resilience programs*
- *identifying opportunities for whole-of-government disaster recovery and resilience policy development informed by emerging issues.*

Emergency Relief Working Group

The Emergency Relief Working Group (ERWG) supports the SDCG during response operations and the SRRG during recovery operations, to manage complex, diverse and or challenging relief needs to preserve life requiring immediate multi-agency coordination and collaboration during disaster events. The ERWG stands up at the direction of the SDCG for response operations and the SRRG for recovery operations.

State Recovery Policy and Planning Coordinator

The Chief Executive Officer of the QRA is the State Recovery Policy and Planning Coordinator (SRPPC).

The SRPPC functions under s21CB of the Act are:

(a) to make policies and plans for the QDMC about coordinating effective disaster recovery operations;
(b) to liaise with, and advise, the State disaster coordinator about disaster recpvery operations;
(c) without limiting paragraph (b), to work with the State disaster coordinator to transition from disaster response operations to disaster recovery operations;
(d) to oversee the implementation of policies for effective disaster recovery operations and for improving resilience of the State;
(e) if a State recovery coordinator is appointed for a disaster—to liaise with, and advise, the State recovery coordinator about coordinating the disaster recovery operations for the disaster;
(f) to report regularly to the QDMC about the coordination of disaster recovery operations;
(g) to otherwise coordinate disaster recovery operations for the QDMC.

The Act s21CB

State Recovery Coordinator

The SRC, under s21D of the Act, may be appointed to coordinate recovery operations following a specific event.

The QDMC Chair, after consultation with the SRPPC, may appoint a suitably experienced SRC if satisfied the appointment is necessary to coordinate disaster recovery operations for the State.

The State disaster recovery coordinator has the following functions-

(a) to coordinate the disaster recovery operations for the disaster;
(b) to liaise with, and advise, the State recovery policy and planning coordinator about the disaster recovery operations;
(c) to report regularly about the disaster recovery operations to the State recovery policy and planning coordinator;
(d) to report about the disaster recovery operations to the chairperson of the QDMC as directed by the chairperson;
(e) to ensure, as far as reasonably practicable, that any strategic decisions of the QDMC relevant to the disaster recovery operations are implemented;
(f) to provide strategic advice on the disaster recovery operations to government agencies performing disaster recovery operations for the disaster.

The Act s21E

Functional Recovery and Resilience Groups

Functional Recovery and Resilience Groups (FRRGs) provide a platform to coordinate efforts by all agencies involved in recovery and resilience. The five FRRGs are Human and Social, Economic, Environment, Building, and Roads and Transport. Each FRRG has a designated lead agency responsible for group coordination, management, assessment of needs and impacts, and stakeholder engagement. The chair of each FRRG, in consultation with its members, has the autonomy to determine if there is requirement for them to 'stand-up' to support recovery activities for a particular event.

State Disaster Coordination Centre

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

For further information on coordination centres, refer to — Topic 5: Response and Recovery.

The Inspector-General of Emergency Management

Under Part 1A of the Act, the IGEM and the Office of the IGEM have been established in Queensland.

The key priority for the Office of the IGEM is to facilitate improvements to the QDMA to enable confidence in the system and enhance public safety outcomes.

The IGEM is appointed by the Governor in Council on the recommendation of the Minister.

Functions of the Office of IGEM

In accordance with s16C of the Act, the Office of the IGEM has the following functions:

- *(a) to regularly review and assess the effectiveness of disaster management by the State, including the State disaster management plan and its implementation;*
- *(b) to regularly review and assess the effectiveness of disaster management by district groups and local groups, including district and local disaster management plans;*
- *(c) to regularly review and assess cooperation between entities responsible for disaster management in the State, including whether the disaster management systems and procedures employed by those entities are compatible and consistent;*
- *(d) to make disaster management standards;*
- *(e) to regularly review and assess disaster management standards;*
- *(f) to review, assess and report on performance by entities responsible for disaster management in the State against the disaster management standards;*
- *(g) to work with entities performing emergency services, departments and the community to identify and improve disaster management capabilities, including volunteer capabilities;*
- *(h) to monitor compliance by departments with their disaster management responsibilities;*
- *(i) to identify opportunities for cooperative partnerships to improve disaster management outcomes;*
- *(j) to report to, and advise, the Minister about issues relating to the functions mentioned in paragraphs (a) to (i);*
- *(k) to make all necessary inquiries to fulfil the functions mentioned in this section;*
- *(l) to perform a function incidental to a function mentioned in paragraphs (a) to (k).*

Additional requirements for disaster management groups

Appointment of deputies

In accordance with s14 of the Regulation, a member of a disaster management group may with the approval of the Chair appoint, by signed notice, a deputy.

The approved deputy may attend disaster management group meetings in the absence of the member and exercise the member's functions and powers, as outlined in the Act, at the meeting.

Directions about functions

The Chair of the QDMC may give written direction to a DDMG about the performance of the DDMG's functions to ensure those functions are performed appropriately. Before giving the direction, the Chair must consult with the DDC of the DDMG. The DDMG must comply with the direction.

The DDC of a DDMG may give an LDMG from the district a written direction to ensure the performance of the LDMG's functions after consultation with the Chair of the LDMG. The LDMG must comply with the direction.

Requirement for disaster management groups to consult

In accordance with s48A of the Act, if the Chair of a disaster management group considers essential service providers can help the group perform their functions the group must consult with the provider(s) (gas, electricity, telecommunications, water, sewage infrastructure etc.) This could be achieved by, for example, inviting them to attend meetings held by the group, seeking their advice through provision of reports and recommendations relating to disaster management or operations or seeking their advice in preparing disaster management plans.

Australian Government level

National Emergency Management Agency

The National Emergency Management Agency (NEMA), has been established as Australia's national disaster management organisation to respond to emergencies, help communities recover, and prepare Australia for future disasters through:

- funding programs and initiatives that help communities to prepare for, respond to and recover from emergencies
- working with communities, industry and non-government organisations by connecting local Recovery Support Officers and other NEMA staff throughout Australia
- management of Australian Government Disaster Response Plan
- the provision of:
  - national leadership to share knowledge, situational awareness, and trends in disaster efforts to guide and shape the national picture and decision-making
  - round-the-clock all-hazards monitoring and operational coordination for domestic and international emergencies.

National Situation Room

The Australian Government National Situation Room (NSR) is:

- is an all-hazards, 24/7 crisis management information and whole-of-government coordination facility
- is directly connected to state and territory emergency centres
- provides whole-of-government all hazards monitoring and 24/7 situational awareness for domestic and international events affecting Australia or Australian interests
- coordinates physical Australian Government emergency assistance
- manages the National Security Hotline, vital to Australia's national counter-terrorism efforts.

Cross Border Collaboration

Queensland (QLD) shares its borders with New South Wales (NSW), South Australia (SA), the Northern Territory (NT) and Papua New Guinea (PNG). On occasion, disaster events may overlap these borders, requiring interstate or international collaboration.

QLD/NSW cross-border collaboration

The Statement of Principles and Priorities for Cross-Border collaboration 2016- 2019 provides a broad, overarching framework for QLD/NSW cross-border collaboration, including work undertaken in managing disasters. The statement applies to the respective local government area and State agency activities on the QLD/NSW border region.

Other Borders

Although no formal cross-border agreements with other jurisdictions exist, cross-border activities can still occur, such as local and district disaster planning, coordination, and operations.

The SDCC interacts with other States and Territories during disaster operations, coordinating requests for support to DDMGs and LDMGs.

Topic 3

Prevention and Preparedness

Emergency Risk Management

Local and district disaster management groups and the state group within Queensland's disaster management arrangements hold responsibility for managing disaster risk, for all hazards, across the four phases of a comprehensive approach: prevention, preparedness, response and recovery.

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

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

Mitigation

Disaster mitigation is the means, taken in advance of or after a disaster, aimed at decreasing or eliminating its impact on communities, the economy, infrastructure and the environment.

On a practical basis it is linked to recovery when it is apparent there is an opportunity to build communities in ways more resilient than before. Mitigation efforts reduce the consequences of events, even if they fall short of preventing an event from happening directly.

The implementation of appropriate and targeted mitigation initiatives can offer more sustainable cost savings to communities and government in the event of a disaster.

Mitigation strategies can include:

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

Mitigation measures should flow from risk analysis, enabling disaster managers to set priorities according to community, environment and infrastructure vulnerability and potential economic cost. Mitigation should result in reduced risk and vulnerability, enhancing community resilience and sustainability.

All agencies have a responsibility to mitigate against disasters. Agencies with a specific portfolio responsibility to influence mitigation should actively seek to do so with the full support of all other agencies. Some mitigation measures are able to be realised in the shorter term and overlap with preparedness. Other measures may be long term and should be built into corporate plans of local government and State agencies.

Disaster management planning

Disaster management arrangements, from mitigation through to recovery, must be systematically planned for and be scalable and adaptable to change. Such an approach will ensure that the outcomes are appropriate to the situation and that the overall approach is flexible and can adapt should the situation change. Comprehensive, effective planning can establish processes and outcomes to treat risk and prevent or mitigate the effects of disasters.

Planning must be carried out both as normal business and during events. It must result in consistency between disaster management plans at all three levels (State, district and local). All disaster management programs, strategies, funding and arrangements should flow out of the planning process.

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

The output of the planning process results in documented disaster management plans, business continuity plans and event action plans to deal with specific events.

Disaster management plans	• These plans provide overall guidance on disaster management concepts, structures and arrangements. • Disaster management planning is the specific responsibility of all agencies in addition to the QDMC, DDMGs and LDMGs. Under legislation, disaster districts and local governments are required to develop effective disaster management plans covering events likely to happen in their areas. • The content of these plans is outlined in the Act and in the DM Guideline. Disaster management plans are to be disseminated to all stakeholders and be available for inspection by members of the public.
Functional plans	• developed by responsible agencies to address specific planning requirements attached to each response function.
Hazard specific plans	• developed by a state government agency with assigned lead responsibility to address a particular hazard under the SDMP.
Business continuity plans	• detail how an organisation will function when service delivery is affected by events outside normal business. Business continuity plans ensure the continuation of operations to the extent required in the event of a disruption. • State Government agencies and local government should apply sound business continuity practices and promote these practices to businesses, industries and communities.
Event action plans	• response plans which outline a problem/concern/vulnerability and identify the appropriate actions (what? who? how? when?) to address the situation. Groups are encouraged to prepare an event action plan which sits within the disaster management plan and is developed after conducting a risk assessment.

Figure 3.1 Types of plans

Local Disaster Management Plans

All local governments in Queensland must, under s57 of the Act, prepare a disaster management plan for their local government area.

The development of a LDMP should be based on the comprehensive, all hazards approach to disaster management incorporating all aspects of PPRR and specific provisions under s57 and s58 of the Act. It should outline steps to mitigate the potential risks as well as response and recovery strategies.

The plans are to be made available to the relevant DDMGs, and are to be available for inspection by members of the public, free of charge, at the local government head office, on the local government's website and other places the Chief Executive Officer of the local government considers appropriate (the Act s60).

In accordance with s59 of the Act, an LDMG may review or renew its plan when the group considers it appropriate. However, the LDMG must review the effectiveness of the plan at least once a year through, for example, exercises and/or operational activities.

District Disaster Management Plans

The Act requires that the DDMG prepare a disaster management plan for its disaster district.

DDMPs detail the arrangements within the disaster district to provide whole-of-government planning and coordination capability to support local governments in disaster management. A DDMP should be developed in consideration of the local disaster management plans in the district to ensure the potential hazards and risks relevant to that area are incorporated. It should outline steps to mitigate the potential risks as well as response and recovery strategies.

In accordance with s55 of the Act, a DDMG may review or renew its plan when the group considers it appropriate. However, the DDMG must review the effectiveness of the plan at least once a year through, for example, exercises and/or operational activities.

In addition to annual exercises or operational activities, it is recommended that a district plan assessment be conducted once every two years.

State Disaster Management Plan

In accordance with s49 of the Act, the QDMC must prepare a SDMP outlining disaster management for the State.

The SDMP establishes the framework, arrangements and practices that enable disaster management in Queensland. It includes guidance for disaster management stakeholders through the provision of commentary and directions to supporting documents such as plans, strategies or guidelines.

The plan highlights significant elements of disaster management which are important to all Queenslanders. To achieve this, various definitions, principles and functions have been reproduced from relevant legislation, guidelines and policy documents.

This plan makes provision for the following, as prescribed by the *Disaster Management Act 2003*:

- the Queensland Disaster Management 2016 Strategic Policy Statement
- the roles and responsibilities of entities involved in disaster operations and disaster management for the state
- the coordination of disaster operations and activities relating to disaster management performed by those who have roles and responsibilities
- events that are likely to happen in the state
- the priorities for disaster management for the state

- matters stated in disaster management guidelines
- any other matters the QDMC considers appropriate or as prescribed by the Disaster Management Regulation 2014.

Section 51 of the Act states that the QDMC may review, or renew, the SDMP when the group considers it appropriate. To ensure effectiveness of disaster management by the State, it is recommended the SDMP is reviewed annually and following disaster operations.

QPS has the responsibility to coordinate the review and renewal of the SDMP.

The SDMP is to be provided to each DDMG and LDMG and is to be available for inspection by members of the public, free of charge, at the department's Head Office, on the department's website and at other places the Chair considers appropriate.

In accordance with s16C of the Act, the Office of the IGEM has been delegated the legislative responsibility to ensure that local, district and State plans remain effective and will monitor their implementation and support their review.

State agency plans

The SDMP is supported by supplementary hazard specific plans and functional plans developed and managed by State government agencies with hazard, functional or activity specific responsibilities.

Hazard specific plans

These plans address specific hazards where State departments or agencies have primary management responsibility to ensure that an effective plan is prepared. Hazard specific plans address the hazard actions across all PPRR phases, include information on how the QDMA links with the hazard specific arrangements and support the primary agency to manage the hazard specific event.

Hazard specific planning is required as coordination and operational procedures for specific hazards may be different to those for disaster management.

Agency specific coordination centres may be established in addition to local, district and State coordination centres and internal structures including the passage of information and resources may be managed using different processes.

Primary agencies also have a role in ensuring State hazard specific plans link to national hazard specific plans and arrangements and that appropriate communication and relationships with counterparts at the national level are maintained.

For further detail regarding Hazard specific agencies, refer to the State Disaster Management Plan available at — www.disaster.qld.gov.au

Response functional plans

The response functions of disaster management identify important services required before, during and after the impacts of a disaster, and help to identify and define an agency's services and responsibilities in disaster operations.

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

For further detail regarding agencies responsible for response functions, refer to the State Disaster Management Plan available at — www.disaster.qld.gov.au

Private sector and non-government organisation planning

The private sector, businesses and NGOs play key roles before during and after disasters.

Private sector

Private sector entities own and are responsible for operating and maintaining key critical infrastructure networks, for example, telecommunications companies.

Disaster management planning is coordinated through industry legislation or codes of practice.

These entities can provide advice on essential services to State, local and district groups as advisors or members.

Businesses

To support community recovery, businesses should prepare plans to maintain the continuity of service during events and re-establish service as soon as possible after an event.

For further information on business continuity planning, refer to — www.business.qld.gov.au/running-business/protecting-business/risk-management/continuity-planning

Non-government organisations

NGOs, for example, the Australian Red Cross, also play important roles before, during and after a disaster, including assisting vulnerable members of the community to prepare for events, volunteer management and recovery support. NGOs typically have networks of clients who may be vulnerable members of the community. The role of NGOs in supporting the vulnerable members of the community should be recognised through all levels of disaster management arrangements.

For further information on Planning refer to the Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline available at — www.disaster.qld.gov.au

Australian Government Disaster Response Plan

The Australian Government Disaster Response Plan (COMDISPLAN) outlines the coordination arrangements for the provision of Australian Government non-financial assistance in the event of a disaster or emergency within Australia or its offshore territories.

Community education and engagement

Section 4(c) of the Act states '*communities should receive appropriate information about preparing for, responding to and recovering from a disaster*'.

In a disaster management context, community education has a range of objectives, which may include:

- developing awareness in communities of the nature and potential of hazards and the potential impact and damage hazards can bring
- promoting public self-reliance through personal responsibility for managing risks as much as possible. This may be through a range of preparedness measures that the public and industry can take to reduce risk to themselves, their workforce, their families, their communities and infrastructure before, during and after an event

- developing the community's appreciation of the QDMA and the assistance available to communities which can be activated in a disaster. This includes local and State mitigation and preparedness strategies, emergency warnings (delivery methods and actions required), evacuation routes and accessing information during disasters, for example, local radio, television, notice boards.

Activities and products such as publications, multimedia information packages and community information events are the responsibility of all levels of government and other agencies and organisations, working in partnership. Due to this, it is important for the community to be provided with consistent messages, across all programs.

Training

Disaster management training has been identified as an essential means through which agencies can develop and maintain their disaster management capabilities and capacity. Training and education can provide the knowledge, skills and attitudes required to address the issues of disaster management through prevention, preparedness, response and recovery. Furthermore, consistent training is important in ensuring that all agencies can seamlessly integrate their arrangements and contribute to effective and coordinated disaster management.

Section 16A(c) of the Disaster Management Act 2003, provides the legislative requirement for those involved in disaster operations to be appropriately trained. Disaster management training is also identified in the key outcomes of the capability integration component of the Standard for Disaster Management in Queensland.

To support these requirements and outcomes, training in Queensland is undertaken in accordance with the Queensland Disaster Management Training Framework, which outlines the core training courses and inductions relevant to the key disaster management stakeholders to support the effective performance of their roles.

Exercises

An exercise is a controlled, scenario driven (but objective based) activity utilised to train or assess and develop competencies for personnel, evaluate and validate procedures and plans, and test the availability and suitability of resources. Exercises can be conducted as discussion-based, table-top or live in the field. Exercises are an essential component of disaster preparedness and should be used by disaster management stakeholders to enhance capacity and contribute towards continuous improvement.

Exercises provide the opportunity to involve all agencies and levels within the QDMA. They build stakeholder networks and relationships, which are essential in providing effective response and recovery for affected communities. They should be designed to incorporate the lessons identified from previous events and be linked to priorities and hazards relevant to the participants.

At the local and district level, disaster management groups are responsible for disaster management exercises. For a consistent approach to building capability and capacity across Queensland, QPS provides support and guidance to local and district groups.

Communication

The Queensland Government arrangements for coordinating public information in a crisis specify the establishment of a Crisis Communication Network of departmental communication officers to manage community information. The Director-General of the Department of Premier and Cabinet will activate these arrangements, when required, to provide leadership for the many cross-government communication activities that occur as a result of an event, and to assist agencies to harmonise their activities and messages.

For further information on communication, refer to the Queensland Government Arrangements for Coordinating Public Information in a Crisis available at — www.disaster.qld.gov.au

Assurance activities

Assurance activities collectively contribute to the assessment of the overall effectiveness of disaster management in Queensland. Disaster management entities can conduct assurance activities on their disaster management arrangements, ensuring they meet legislative repsonsibilities as well as community expectations.

The Office of the Inspector-General of Emergency Management has a legislative requirement to review and assess the effectiveness of disaster management of State, district and local groups. This is undertaken through assurance activities.

For further information on IGEM assurance activities, refer to — www.igem.qld.gov.au/assurance-framework/assurance-activities

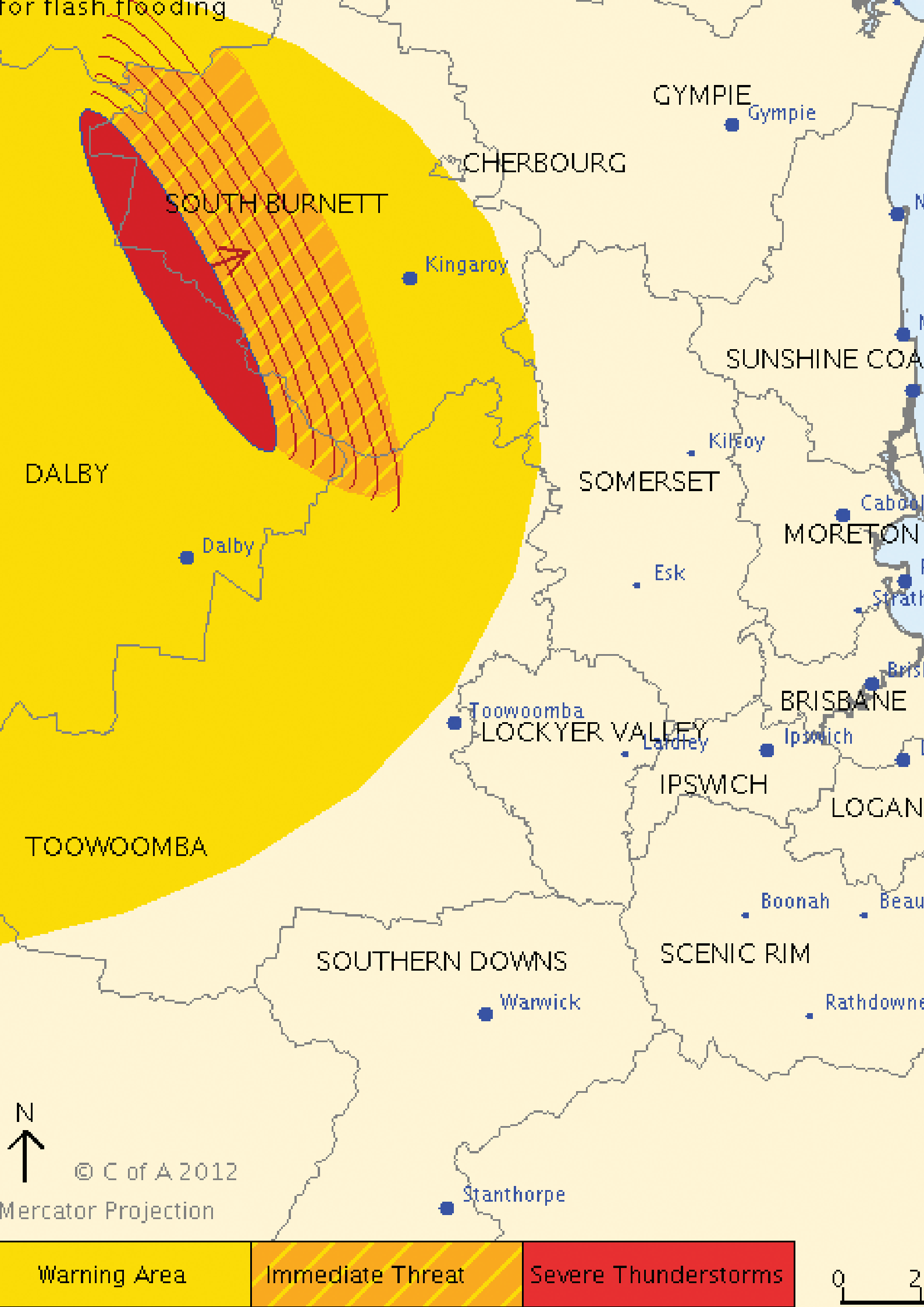
Lessons Management

Lessons management is a key element of continuous improvement and establishes a learning culture to support captured observations and insights from monitoring, debriefing and reviewing activities, before, during and after events, that are then analysed for trends, risks and lessons.

Lessons management should be acted upon across all levels of the disaster management arrangements.

The Queensland Disaster Management Lessons Management Framework (QDMLMF), developed by IGEM, provides guidance on good practice and opportunities for improvement.

For further information on the QDMLMF, refer to — www.igem.qld.gov.au/lessons-management


for flash flooding
GYMPIE
Gympie
CHERBOURG
SOUTH BURNETT
Kingaroy
SUNSHINE COA
Kilkoy
DALBY
SOMERSET
Caboo
MORETON
Dalby
Esk
Strath
Toowoomba
BRISBANE
LOCKYER VALLEY
Laidley
Ipswich
IPSWICH
LOGAN
TOOWOOMBA
Boonah
Beau
SOUTHERN DOWNS
SCENIC RIM
Warwick
Rathdowne
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Mercator Projection
Warning Area
Immediate Threat
Severe Thunderstorms
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Topic 4

Warnings and Alerts

Warnings

Warnings are defined as point-in-time information about a hazard that is impacting or is expected to impact communities. Warnings describe the impact and expected consequences for communities and include advice on actions to take.

Australian Warnings System

The Australian Warning System (AWS) is a national framework which provides consistency through, three warning levels, hazard icons and colours for each warning level, and calls to action statements.

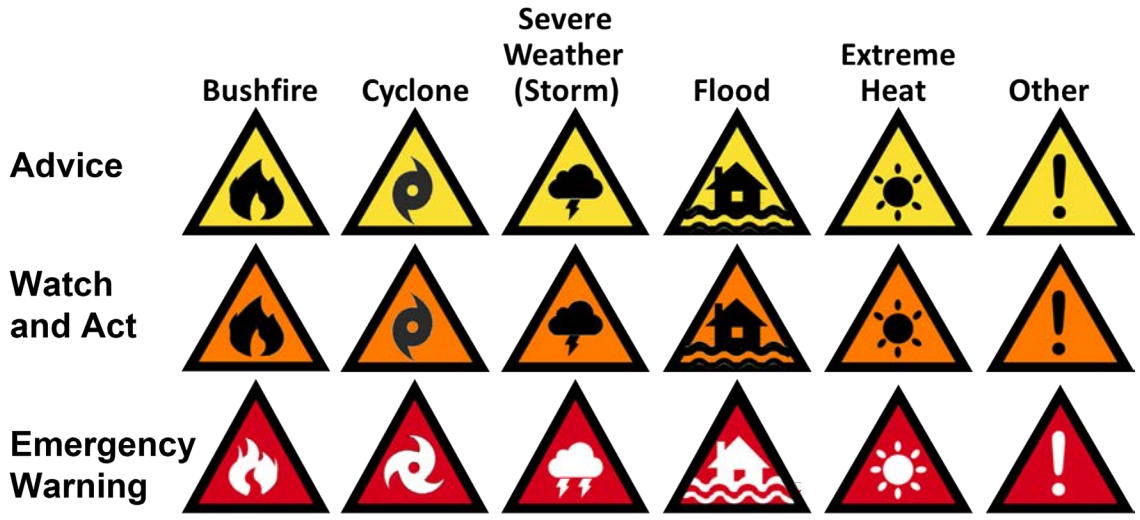

Figure 4.1 AWS Hazard Icons and Warning Levels.

The AWS aims to provide consistent messaging across the States and Territories for a set of nationally agreed hazards. These hazards are bushfire, cyclone, severe weather, flood, extreme heat and other.

Standard Emergency Warning Signal

The Standard Emergency Warning Signal (SEWS) is a distinctive audio signal that has been adopted to alert the community to the broadcast of an urgent safety message relating to a major emergency/disaster. It is intended for use as an alert signal to be played on public media (such as radio, television, public address systems, mobile sirens), to draw listeners' attention to a following emergency warning.

The operational procedures for the use of SEWS in Queensland, including factors for use, eligible events and management and responsibilities is outlined in the Queensland Standard Emergency Warning Signal Manual.

Emergency Alert

Emergency Alert (EA) is a national telephone warning and alert system used to send voice messages to landline telephones and text messages to mobile phones within a defined spatial area about a likely disaster and/or emergency situation.

EA messages will:

- warn targeted areas of the Queensland community of imminent and severe threats from fire, chemical and natural weather or geological events
- direct those warned to other sources of information and/or direct them to move away from an imminent hazard or threat.

EA is one means of informing the public and should not be used in isolation. A number of mediums should be utilised to ensure maximum coverage of all elements of the community.

Tsunami Warnings

The Australian Tsunami Warning System is a national system used in collaboration with the Bureau of Meteorology, Geoscience Australia, and the Commonwealth Attorney-General's Department, operating within the Joint Tsunami Warning Centre (JATWC), providing a comprehensive tsunami warning system to deliver effective tsunami warnings.

Disaster Management Dashboards/Portals

A number of local councils use a disaster management dashboard/portal as a point of truth for community messaging and current warnings. Dashboards/portals can be linked to key information sites such as the Bureau of Meteorology, and SunWater.

For further information refer to the Queensland Warning Manual available at — www.disaster.qld.gov.au

Topic 5

Response and Recovery

Disaster operations

Disaster response and disaster recovery are undertaken as components of disaster operations. Disaster operations is defined in s15 of the Act as:

> *'activities undertaken before, during or after an event happens to help reduce loss of human life, illness or injury to humans, property loss or damage, or damage to the environment, including, for example, activities to mitigate the adverse effects of the event.'*

A diagrammatic representation of the correlation between disaster operations, response and recovery phases, levels of activation and stages of operations is outlined in Figure 5.1.

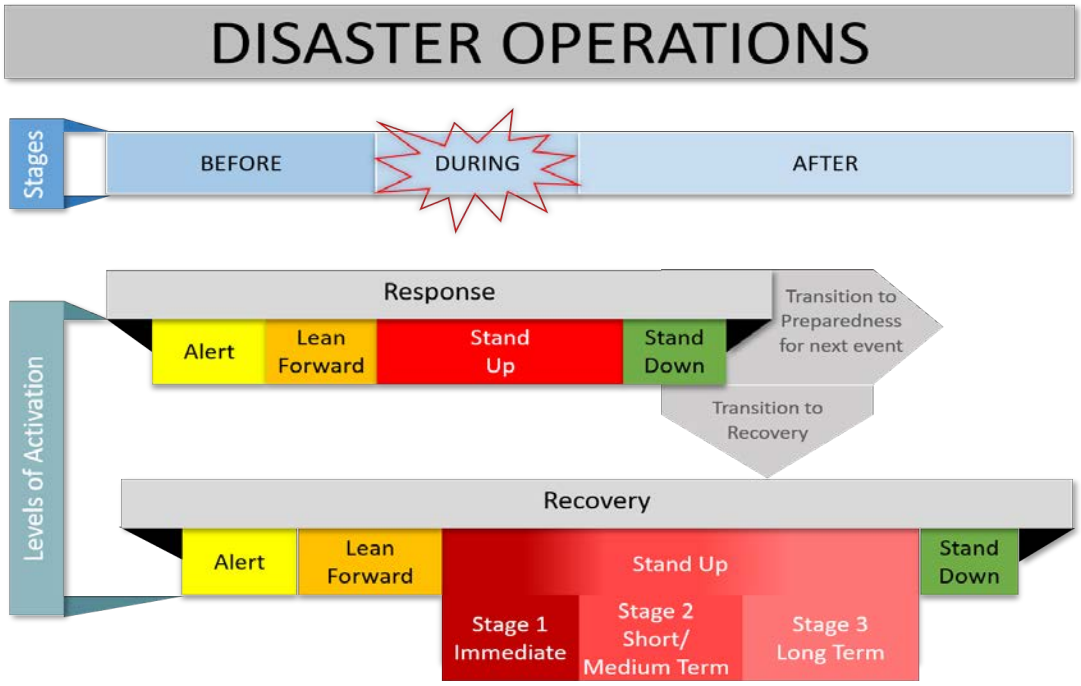

Figure 5.1

It is important to acknowledge that in accordance with the Act, the SDC is only responsible for the coordination of disaster response operations, handing over to the SRC for recovery operations, whereas district disaster coordinators and local disaster coordinators are responsible for the coordination of all disaster operations (unless an LRC has been appointed).

This difference in the responsibilities of these positions reflects the temporary (event based) and permanent (ongoing) nature of their respective appointments.

Disaster response

Disaster response is:

> *'the taking of appropriate measures to respond to an event, including action taken and measures planned in anticipation of, during, and immediately after an event to ensure that its effects are minimised and that persons affected by the event are given immediate relief and support'.*
>
> Act s4A(a)(iii)

The response phase of disaster management involves the conduct of activities and appropriate measures necessary to respond to an event.

In accordance with s4A of the Act, local governments are primarily responsible for managing events in their local government area, district and State levels provide local government with appropriate resources and support to help local governments carry out disaster operations.

Activation of response arrangements

Timely activation, across all levels of the QDMA, is critical to an effective response. It relies on an understanding of the indicators of disasters and the QDMA to monitor and provide situational awareness of events. Timely activation is achieved by following the escalation procedures that include trigger points and required actions during pre-emptive operations, leaning forward and standing up of the arrangements. The activation procedures need to be included in disaster management plans at all levels.

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

The QDMA is activated using an escalation model from alert, to lean forward, to stand up and to stand down. The levels of activation are defined in Figure 5.2.

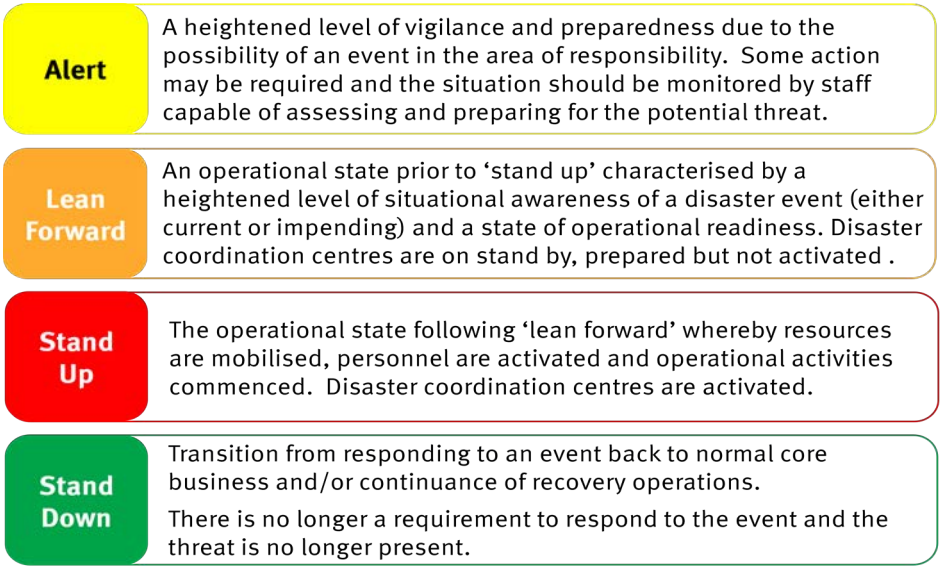

Figure 5.2 Levels of activation

The movement of disaster management groups through this escalation phase is not necessarily sequential, rather it is based on flexibility and adaptability to the location and event.

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

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

Activation does not necessarily mean the convening of disaster management groups, rather the provision of information to disaster management group members regarding the risks associated with a pending hazard impact.

Following any activation of response arrangements and/or operational activity, it is important to identify and adopt any lessons that can be learnt to continuously improve the QDMA.

Hazard specific arrangements

Where a disaster event requires the activation of hazard specific arrangements based on the primary agency's legislated and/or technical capability and authority, the broader QDMA may be activated to provide coordinated support to the hazard specific arrangements.

Figure 5.3 provides a diagrammatic representation of the process for the conduct of operations where the QDMA are activated to provide support to a hazard specific primary agency operating under hazard specific arrangements.

The hazard specific arrangements are demonstrated as a generic structure. Hazard specific detail on the nature of the support provided by the disaster management arrangements, the placement of liaison officers and notification processes is provided in hazard specific plans.

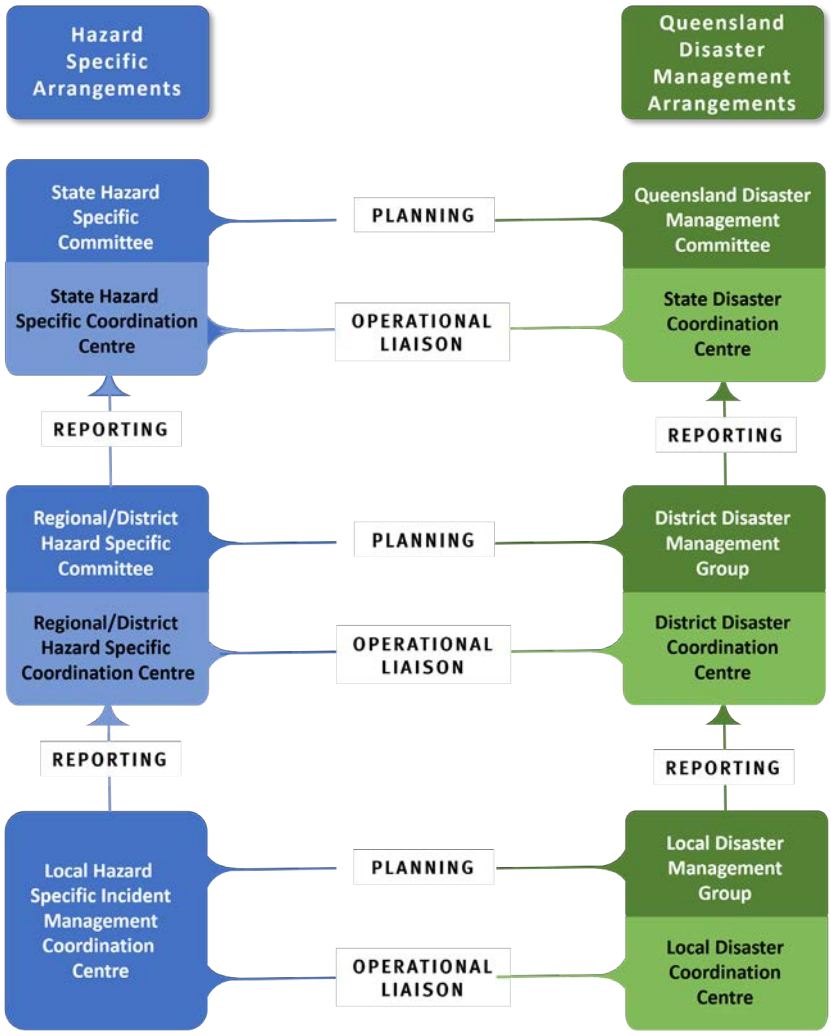

Figure 5.3 Hazard specific arrangements and the QDMA.

Disaster declarations

Declaration of disaster situation by a district disaster coordinator

In accordance with the Act, if a DDC is satisfied that the magnitude of a disaster or impending disaster is likely to require declared disaster powers, then the DDC may, after consultation with the DDMG and each local government within the declared area, and with the approval of the Minister, declare a disaster situation for all or part of the district.

It is important to understand that the declaration of a disaster situation provides additional powers to nominated officers. A disaster situation will normally only be declared when it is necessary to exercise those additional powers.

It is also important to note that it is not necessary to declare a disaster situation to activate the disaster management arrangements or to obtain financial assistance through established disaster relief schemes.

Section 64 of the Act states:

(1) A district disaster coordinator for a disaster district may, with the approval of the Minister, declare a disaster situation for the district, or a part of it, if satisfied-

(a) a disaster has happened, is happening or is likely to happen, in the disaster district; and

(b) it is necessary, or reasonably likely to be necessary, for the district disaster coordinator or a declared disaster officer to exercise declared disaster powers to prevent or minimise any of the following-

(i) loss of human life;

(ii) illness or injury to humans;

(iii) property loss or damage;

(iv) damage to the environment.

(2) Before declaring the disaster situation, the district disaster coordinator must take reasonable steps to consult with –

(a) the district group for the disaster district; and

(b) each local government who is in, or partly in, the declared area for the disaster situation.

(3) A failure to consult under subsection (2) does not affect the validity of the declaration.

A disaster situation declared by a DDC:

- comes into force immediately it is approved by the Minister and signed by the DDC
- remains in force for fourteen days unless:
  - the Minister ends the disaster situation sooner
  - the period is extended by a regulation under s67 or a declaration under s67A of the Act, beyond the end of the fourteen days.

A declaration of a disaster situation can be made orally if the DDC is satisfied it is necessary to exercise declared disaster powers under s64(1)(b) before an approved form can be obtained and completed. If the declaration is made orally, it must be recorded in the approved form as soon as is reasonably practicable.

An oral declaration cannot be made if the DDC is satisfied only that it is reasonably likely to be necessary to exercise declared disaster powers.

Declaration of a disaster situation by the Minister and Premier

A disaster situation may be also declared by the Minister and the Premier for the State, or a part of the State. This would only occur to allow a DDC or a declared disaster officer to exercise declared disaster powers.

Powers during a disaster situation

During a declared disaster situation, the Chair of the QDMC or a relevant DDC for the disaster situation may authorise persons to exercise declared disaster powers for the disaster situation. Persons eligible to be authorised as declared disaster officers are:

- ambulance officers
- fire officers
- health officers
- police officers (automatically authorised)
- suitable persons that the Chair or relevant DDC is satisfied has the necessary expertise or experience to exercise the powers.

Section 76(2)(b) of the Act states that a DDC or declared disaster officer may exercise a power only to do any of the following:

(i) ensure public safety or public order;

(ii) prevent or minimise loss of human life, or illness or injury to humans or animals;

(iii) prevent or minimise property loss or damage, or damage to the environment;

(iv) otherwise prepare for, respond to, or recover from, the disaster situation.

Section 77(1) of the Act provides general powers to the DDC or declared disaster officer and they may do all of the following:

(a) control the movement of persons, animals or vehicles within, into, out of or around the declared area for the disaster situation;

(b) give a direction to a person to regulate the movement of the person, an animal or a vehicle within, into, out of or around the declared area;

(c) evacuate persons or animals from the declared area or a part of the area;

(d) enter a place in the declared area;

(e) take into a place in the declared area the equipment, persons or materials the officer reasonably requires for exercising a power under this subdivision;

(f) contain an animal or substance within the declared area;

(g) remove or destroy an animal, vegetation or substance within the declared area;

(h) remove, dismantle, demolish or destroy a vehicle, or a building or other structure, in the declared area;

(i) use, close off or block a facility for drainage;

(j) shut off or disconnect a supply of fuel, gas, electricity or water, and take and use the fuel, gas, electricity or water;

(k) turn off, disconnect or shut down any motor or equipment;

(l) open a container or other thing, or dismantle equipment;

(m) excavate land or form tunnels;

(n) build earthworks or temporary structures, or erect barriers;

(o) close to traffic any road;

(p) maintain, restore, or prevent destruction of, essential services;

(q) require a person to give the relevant district disaster coordinator or declared disaster officer reasonable help to exercise the coordinator's or officer's powers under this subdivision.

However, in accordance with the Act s77(2), a declared disaster officer may exercise a power under s77(1)(h) of the Act, in relation to a building or structure, only with the written approval of a relevant DDC.

Also, s77(3) and (4) of the Act state that a relevant DDC or declared disaster officer may:

- enter a place in the declared area without a warrant or the consent of the occupier of the place
- exercise a power with the help, and using the force, that is reasonable in the circumstances.

In accordance with s77(5) of the Act, when giving a direction or making a requirement under s77 (1)(b) or (q) of the Act, a relevant DDC or declared disaster officer must warn the person it is an offence to fail to comply with the direction or requirement unless the person has a reasonable excuse.

Declarations, activations and financial assistance

The activation of the QDMA confers neither special powers nor funding and it is not necessary for a declaration of a disaster situation to be made to activate the disaster management arrangements.

A declaration of a disaster situation under the Act provides for special powers to DDCs and declared disaster officers.

The activation of either the Disaster Recovery Funding Arrangements (DRFA) or State Disaster Relief Arrangements (SDRA) provides for financial support to the community, funding for disaster operations of departments and local governments and restoration of essential public assets. The activation of DRFA or SDRA is not dependent upon the activation of the QDMA or the declaration of a disaster situation. All three actions are independent and are not interlinked or conditional, although some or all may occur for the same event.

Other declarations

There are a number of other types of declarations. These are likely to be incident related, but may also be used in disasters under some circumstances. They include:

- **State of Fire Emergency**
  Powers are provided to the Commissioner, QFD, under the Fire and Rescue Service Act 1990, over the lighting of fires.
- **Emergency Situation**
  Wide ranging evacuation and direction powers are provided to the Police under the Public Safety Preservation Act 1986, to control a declared situation. It is commonly used in siege situations to exclude/evacuate personnel, but has also been used in disaster situations.

Coordination Centres

Coordination refers to the bringing together of organisations to ensure effective disaster management before, during and after an event. It is primarily concerned with the systematic acquisition and application of resources (people, material, equipment etc.) in accordance with priorities set by the disaster management groups. Coordination operates horizontally across organisations and agencies.

The QDMA are designed to be flexible in responding to an event whilst retaining communication links between all levels of the system.

Disaster coordination centres at the local, district and State levels provide this link and are activated as the need arises to coordinate resources, information and provide support.

Local disaster coordination centres

LDCCs may be permanent or temporary facilities provided within each local government area or combined local government area to support the LDMG during disasters. The local level is the key focus of the disaster management arrangements. LDCCs operationalise LDMG decisions, as well as plan and implement strategies and activities on behalf of the LDMG during disaster operations. All other levels of the disaster management arrangements provide support to the local level.

The LDCC should have the capability to coordinate local resources and information and pass information and requests to the DDCC. The LDCC will request support from the District level if local resources are not available or are exhausted.

The LDCC is managed by local government and will normally be staffed by local government employees supported by agency liaison officers from local government, local emergency services and NGOs, as appropriate to the local area.

District disaster coordination centres

The DDCC supports the DDMG in providing support to activated LDMG(s) and LDCC(s).

The DDCC coordinates the provision of State Government assets to LDMGs, the provision of resources between LDMGs in the district, where appropriate, and the provision of information to the SDCC and LDCCs.

The DDCC is managed by the QPS and will normally be staffed by QPS employees supported by agency liaison officers from State Government and NGOs, as appropriate to the district.

State Disaster Coordination Centre

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

The SDCC is a permanent facility located at the Emergency Services Complex at Kedron. Outside of activation it operates as a Watch Desk staffed 24 hours a day, seven days a week and maintained in a state of operational readiness by QPS. The QPS Disaster Management Unit and a Bureau of Meteorology senior forecaster are permanently situated at the Centre. On activation, QPS takes operational control of the SDCC and the additional staffing.

During a disaster event, permanent staffing is supplemented by QPS, QFD and other State government agencies. The SDCC is also supported by NGOs and the Department of Defence. Operations in the SDCC are determined by the scale of the event as outlined in the indicative levels of activation for response arrangements in the SDMP.

Australian Government and interstate coordination

The National Situation Room (NSR) is a 24/7 crisis management information and whole-of-government coordination facility provided by the National Emergency Management Agency (NEMA).

The NSR is directly connected to state and territory disaster coordination centres, coordinating physical Australian Government emergency assistance during disasters.

Australian Government Non-Financial Assistance

The Australian Government Disaster Response Plan (COMDISPLAN) is the plan for the provision of Australian Government non-financial assistance to Australian states and territories in an emergency or disaster. The Minister responsible for emergency management must authorise approval for the provision of Australian Government non-financial assistance.

Australian state and territory governments have responsibility for coordinating and planning for the response to and recovery from a disaster within their borders. When the total resources (government, community and commercial) of an affected jurisdiction cannot reasonably cope with the needs of the situation, the nominated official can seek non-financial assistance from the Australian Government under the COMDISPLAN. The Australian Government accepts responsibility and prepares plans for providing Australian Government non-financial assistance in response to such requests.

In Queensland the authority to request Australian Government Non-financial Assistance under the COMDISPLAN is the Executive Officer, QDMC. In their absence, the officer performing this role holds this delegation.

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

Defence Assistance to the Civil Community

The principle applied to the provision of emergency DACC is that state/territory governments are primarily responsible for combating disasters and civil emergencies, using available state/territory paid and volunteer services and commercially available resources. Australian Government resources (including Defence assets) may be made available in situations where state/territory authorities are unable to react with sufficient speed or lack the necessary resources or skills.

There are six categories of DACC assistance.

Category 1 - Local Emergency Assistance

Emergency assistance for a specific task(s) provided by a Senior Australian Defence Force Officer, Base Manager or Unit Commander, from within their allocated resources, in localised emergency situations where immediate action is necessary to save human life, alleviate suffering, prevent extensive loss of animal life or prevent widespread loss and damage to property. Duration of assistance shall normally not exceed 48 hours.

Category 2 - Significant Crisis Response or Relief Assistance

Emergency assistance during a more extensive or continuing disaster where additional capacity or specialist niche capability that Defence may be able to provide has been requested. The duration of assistance shall depend on the nature and scope of the emergency and the level of available resources. The COMDISPLAN must be activated before DACC 2 is requested. DACC 2 is requested through National Emergency Management Agency (NEMA).

Category 3 - Signficant Recovery Assistance

Emergency assistance associated with recovery from a civil emergency or disaster, where the imminent threat to life and/or property has passed. DACC3 involves longer-term significant recovery support, such as reconstruction of physical infrastructure. The duration of the assistance shall depend on the nature and scope of the emergency and the level of available resources. The COMDISPLAN must be activated. DACC 3 is requested through NEMA.

Category 4 - Local non-emergency assistance of a minor nature

Short term non-emergency assistance of a minor nature provided to local organisations (with costs under $10,000).

Category 5 - Signficant non-emergency assistance

Support provided for significant events that are best categorised as public affairs opportunities or community engagement activities such as major community events or events organised by commercial enterprises, charitable or not-for-profit organisations or individuals.

Category 6 - Support to law enforcement assistance

Non-emergency assistance to civil authorities in the performance of law enforcement related tasks where there is no likelihood that Defence personnel will be required to use/or potentially use force (including intrusive or coercive acts).

Recovery

The recovery phase of disaster operations involves taking appropriate measures to recover from an event, including action taken in support of disaster affected communities in the reconstruction of infrastructure, the restoration of emotional, social, economic and physical wellbeing, and the restoration of the environment.

Disaster recovery is most effective when it is locally led and executed, driven by the community and informed by its needs, vision and goals, and supported by the Government and supporting entities.

Queensland's disaster recovery arrangements enable a collaborative approach that aims to bring together all agencies, stakeholders and resources, for planning and coordinating delivery of recovery functions. Under these arrangements, priority is given to the impacted community, and the lead role of the Local Recovery Coordinator, Local Recovery Groups and Disaster Management Groups in facilitating local recovery initiatives.

These local groups are supported by District Disaster Management Groups and recovery groups (where they exist), and the state government through functional recovery and resilience groups.

In Queensland, disaster recovery is governed by directions set out in the Queensland Recovery Plan.

Functions of recovery

For the purpose of effective coordination, aspects of recovery are conceptually grouped into five functions:

1. **Economic**

   The effects of a disaster on the economic environment can be classified in terms of direct and indirect impacts. The direct impacts can usually be given a monetary value and may include loss of tourism, employment opportunities and reduction in cash flow for businesses.

2. **Environment**

   Environment, or natural environment, recovery includes restoration and regeneration of biodiversity (species and plants) and ecosystems, natural resources, environmental infrastructure, amenity/aesthetics (e.g. scenic lookouts), culturally significant sites and heritage structures, and management of environmental health, waste, contamination and pollution and hazardous materials.

3. **Human and Social**

   Human and social recovery includes physical health and emotional, psychological, spiritual, cultural and social well-being, public safety and education, and administering relevant financial assistance measures.

4. **Roads and Transport**

   Roads and transport recovery includes the coordinated process of supporting affected communities in the development of regional reconstruction projects and activities for road and transport systems, in collaboration with stakeholders.

5. **Building**

   Building recovery includes the coordinated process of supporting affected communities by providing advice and information to support community recovery, including building industry supply chain, the repair and restoration of State-owned public buildings, and facilitating temporary accommodation solutions.

Principles of recovery

Queensland has adopted the nationally established principles for recovery which recognise that successful recovery relies on:

- understanding the context
- recognising complexity
- using community-led approaches
- ensuring coordination of all activities
- employing effective communication
- acknowledging and building capacity.

Stages of Recovery

- Recovery operations are undertaken across three stages:
- Stage 1: Immediate (Post-impact relief and emergency repairs)
- Stage 2: Short /Medium Term (Re-establishment, rehabilitation and reconstruction)
- Stage 3: Long Term (Restoration, rebuilding, reshaping and sustainability).

Disaster management groups, at all levels, are responsible for disaster recovery planning, preparedness and post disaster recovery operations, but not all will necessarily be simultaneous. Recovery arrangements need to be flexible to best suit local needs and to use resources effectively.

For further information regarding Recovery, refer to the Queensland Recovery Plan available at — www.qra.qld.gov.au

Resilience

Resilience is a system or community's ability to rapidly accommodate and recover from the impacts of hazards, restore essential structures and desired functionality, and adapt to new circumstances after a disaster event.

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

The vision of the Queensland Strategy for Disaster Resilience is 'Stronger, safer and more resilient Queensland communities'. This strategy provides an overarching framework to guide and coordinate the delivery of strategic commitments and actions to improve the resilience of Queensland communities across whole-of-government, with the support of key industry stakeholders.

The National Strategy for Disaster Resilience provides the following common characteristics of disaster resilient communities, individuals and organisations:

- functioning well while under stress
- successful adaptation
- self-reliance
- social capacity.

A community prepared for disasters by having necessary arrangements in place to deal with disasters equals a more resilient community.

Elements that can contribute to a resilient organisation or community include:

- risk-informed and appropriately prepared individuals
- the capacity to adapt
- healthy levels of community connectedness, trust and cooperation.

Resilience needs to be embedded at all phases of the disaster management cycle of Prevention, Preparedness, Response and Recovery.

Topic 6

Funding Arrangements and Assistance

Disaster Recovery Funding Arrangements

The jointly funded Australian Government/State Government Disaster Recovery Funding Arrangements (DRFA) are a disaster relief and recovery funding arrangements program and a mechanism used by the Queensland Government for providing relief measures to communities affected by eligible natural disasters and terrorist acts for which a coordinated multi-agency resoonse was required and the state expenditure exceeded the Commonwealth's small disaster criterion.

The National Emergency Management Agency (NEMA) manages the Commonwealth administration of the DRFA and releases the Austrlaian Government Disaster Recovery Funding Arrangements, on which Queensland bases its funding guidelines.

Eligible disasters under the DRFA include any one of, or combination of the following events:

- bushfire
- cyclone
- earthquake
- flood
- landslide
- meteor strike
- storm
- storm surge
- terrorist act
- tornado
- tsunami

Ineligible events under the DRFA:

- drought*
- frost
- heatwave
- civil unrest
- oilspill
- plague
- pestilence
- technological
- warfare
- small events (not exceeding the criteria)

*The Australian Government provides a number of other measures for drought.

The Australian Government Disaster Recovery Funding Arrangements 2018, establishes four categories of assistance available under the DRFA program:

Category A	a) A form of emergency assistance that is given to individuals to alleviate their personal hardship or distress arising as a direct result of an eligible disaster. b) Counter Disaster Operations activities that provide assistance directly to an individual.
Category B	a) Reconstruction or replacement of eligible essential public assets damaged as a direct result of an eligible disaster. b) Loans to small businesses, primary producers and not-for-profit organisations. c) Freight subsidies to primary producers. d) Grants to needy individuals. e) Counter Disaster Operations assistance aimed at protecting the general public and ensuring public health and safety in public areas.
Category C	A community recovery package designed to support a holistic approach to the recovery of regions, communities or sectors severely affected by an eligible disaster. It may comprise of: a) a community recovery fund b) recovery grants to small business operators c) recovery grants to primary producers and/or d) recovery grants to not-for-profit organisations.
Category D	An extraordinary act of relief or recovery carried out to assist communities to recover.

Figure 6.1 Four categories which outline the types of DRFA assistance available.

Activation

Standard Assistance – Categories A and B

The DRFA can be activated following an eligible disaster event. The QRA in consultation with state and local governments will assess the event to determine if estimated expenditure will exceed the Commonwealth Small Disaster Criterion and the event meets the Commonwealth's definition of an eligible disaster. If the QRA finds that the event meets these requirements, they will ask the Minister for Fire, Disaster Recovery and Volunteers to activate the DRFA, detailing the relief measures and local government areas to be activated.

Special Circumstance Assistance –Categories C and D

Following a severe eligible disaster event, activations of additional assistance under the Category C and D are additional to the standard assistance and are beyond what is usually required to support community recovery.

These activations require approval by the Prime Minister and the Premier.

Financial Management and Cost Substantiation

All agencies involved in disaster management services across Queensland are required to safeguard public funds from fraud, waste or abuse. Queensland Government agencies are required to discharge financial management responsibilities in accordance with the Financial Accountability Act 2009 and relevant departmental financial management standards.

Expenditure of funds by agencies is to be met in the first instance by the agency requesting/requiring the resources from their normal operating budgets. It is important to note that not all expenditure incurred by agencies to provide effective disaster management services may be recoverable under existing disaster relief and recovery financial arrangements.

The QRA is responsible for the administration and processing of DRFA submissions and providing advice on eligibility. Refer to the Queensland Disaster Funding Guidelines.

For further information on eligilbe and ineligible expenditure, and reimbursement requirements refer to the Queensland Disaster Funding Guidelines available at — www.qra.qld.gov.au

State Disaster Relief Arrangements

The State Disaster Relief Arrangements (SDRA) are a wholly state funded, all hazards, personal hardship financial assistance package that can be activated to assist Queensland communities recover from a disaster event. The SDRA are not subject to the Australian Government event eligibility requirements that exist under the DRFA. As a consequence, the SDRA can address a wider range of disaster events and circumstances where personal hardship exists.

The two relief measures available under the SDRA are:

- Personal Hardship Assistance Scheme (PHAS) — financial assistance for individuals suffering personal hardship and distress may be available for immediate needs, essential household contents and structural assistance.
- Counter Disaster Operations (CDO)— eligible extraordinary operational costs incurred as a direct result of the event or impending event.

Activation requests for the PHAS relief measure can only be made by the agency responsible for communities. CDO cannot be activated alone but is automatically included in the request to activate PHAS.

All requests are assessed by QRA and approved by the Director-General, Department of Premier and Cabinet.

For further information on recoverable expenditure refer to the Queensland Disaster Funding Guidelines available at — www.qra.qld.gov.au

AndaVanth

Appendices

Appendix A - Acronyms and abbreviations

the Act	Disaster Management Act 2003
CDO	Counter Disaster Operations
COMDISPLAN	Australian Government Disaster Response Plan
DACC	Defence Assistance to the Civil Community
DDC	District Disaster Coordinator
DDCC	District Disaster Coordination Centre
DDMG	District Disaster Management Group
DDMP	District Disaster Management Plan
DRFA	Disaster Recovery Funding Arrangements
EA	Emergency Alert
ERWG	Emergency Relief Working Group
FRRG	Functional Recovery and Resilience Group
the DM Guideline	Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline
IGEM	Inspector-General of Emergency Management
LDC	Local Disaster Coordinator
LDCC	Local Disaster Coordination Centre
LDMG	Local Disaster Management Group
LDMP	Local Disaster Management Plan
LRC	Local Recovery Coordinator
LRG	Local Recovery Group
the Minister	Minister for Police and Emergency Services
NEMA	National Emergency Management Agency
NGO	Non-Government Organisation
NSR	National Situation Room
PHAS	Personal Hardship Assistance Scheme
PPRR	Prevention, Preparedness, Response and Recovery
QDMA	Queensland Disaster Management Arrangements
QDMC	Queensland Disaster Management Committee (legislated as 'State Group')
QDMLMF	Queensland Disaster Management Lessons Management Framework
QFD	Queensland Fire Department
QPS	Queensland Police Service
QRA	Queensland Reconstruction Authority

the Regulation	Disaster Management Regulation 2014
the Standard	Standard for Disaster Management in Queensland
SDC	State Disaster Coordinator
SDCC	State Disaster Coordination Centre
SDCG	State Disaster Coordination Group
SDM Group	State Disaster Management Group
SDMP	State Disaster Management Plan
SDRA	State Disaster Relief Arrangements
SEWS	Standard Emergency Warning Signal
SRC	State Recovery Coordinator
SRPPC	State Recovery Policy and Planning Coordinator
SRRG	State Recovery and Resilience Group

Appendix B - Useful references

- Australian Bureau of Meteorology
  www.bom.gov.au
- Australian Institute for Disaster Resilience Handbooks and Manuals
  www.aidr.org.au
- *Disaster Management Act 2003*
  www.legislation.qld.gov.au
- Disaster Management Regulation 2014
  www.legislation.qld.gov.au
- Disaster Management Strategic Policy Statement
  www.disaster.qld.gov.au
- Disaster Management Training Handbook
  www.disaster.qld.gov.au/__data/assets/pdf_file/0019/339400/H1026-DM-Training-Handbook.pdf
- Queensland Disaster Management Training Framework
  www.disaster.qld.gov.au/__data/assets/pdf_file/0020/339401/Queensland-Disaster-Management-Training-Framework.pdf
- Queensland Disaster Funding Guidelines
  www.qra.qld.gov.au
- Queensland Government arrangements for coordinating public information in a crisis
  www.disaster.qld.gov.au
- Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline
  www.disaster.qld.gov.au
- Queensland Recovery Plan
  www.qra.qld.gov.au
- State Disaster Management Plan
  www.disaster.qld.gov.au
- Standard for Disaster Management in Queensland
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