
Interim Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline 2024-25

PREPARED BY THE
Emergency Management and Coordination Command, Queensland Police Service

November 2024



Queensland
Government

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Document Approval and Control

On transition to the Queensland Police Service (QPS), the Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline (the DM Guideline) was recorded as v1.9, following on from its first publication in January 2018.

The below table will reflect amendments made to the DM Guideline from November 2024 onwards.

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Document	Version	Amendment	Approved by	Date
Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline (the DM Guideline)	2	Refer to amendment schedule	Shane Chelepy Deputy Commissioner, Emergency and Disaster Management	11/2024

Amendments

Proposals for amendment or addition to the content of the guideline are to be forwarded to:

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Authorisation

The Prevention, Preparedness, Response and Recovery Disaster Management Guideline (the DM Guideline) has been prepared in accordance with s63 of the *Disaster Management Act 2003 (Qld)*, on behalf of the Queensland Police Commissioner.

The DM Guideline has been reviewed by the Doctrine and Guidelines Team, Emergency Management and Coordination Command (EMCC) and is hereby authorised by the Deputy Commissioner, Emergency and Disaster Management Queensland Police Service.

Shane Chelepy

Deputy Commissioner, Queensland Police Service

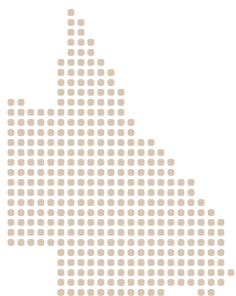
TABLE OF CONTENTS

1	Introduction	6
1.1	Authorising environment	6
1.2	Aim	6
1.3	Collaboration and interoperability	7
1.4	Continuous improvement and innovation	7
1.4.1	Continuous improvement	7
1.4.2	Innovation	7
1.4.3	Lessons management	7
1.4.4	Climate change	7
2	Roles and Responsibilities	8
2.1	Queensland's disaster management arrangements	8
2.2	Local level – Local Government	9
2.2.1	Responsibilities of Local Disaster Management Groups	9
2.3	District level	10
2.3.1	District Disaster Management Groups	10
2.3.2	Responsibilities of District Disaster Management Groups	11
2.4	State level – Queensland Government	11
2.4.1	Emergency Management Coordinator	12
2.5	National level – Australian government	12
3	Prevention	13
3.1	Resilience	13
3.2	Disaster risk management	13
3.2.1	Understanding disaster risk	14
3.3	Prevention, mitigation, and disaster risk reduction	14
3.4	Mitigation and improvement strategies	14
3.4.1	Land use planning and building codes	15
3.4.2	Essential infrastructure	15
3.4.3	Structural works	15
3.4.4	Landscape and environment	15
3.5	Context of Disaster Risk in Queensland	16
3.5.1	Residual risk and risk-based planning	16
3.6	Climate risk	17
3.6.1	Climate Change Adaptation	17
4	Preparedness	18

4.1	Preparedness arrangements	18
4.2	Plans within the disaster management environment	18
4.2.1	Interim State Disaster Management Plan (SDMP) 2024-25	18
4.2.2	District disaster management plans	18
4.2.3	Local disaster management plans	18
4.2.4	Sub-plans	19
4.2.5	Business Continuity Plan	19
4.2.6	Hazard Specific Plans	19
4.2.7	Operational plans	19
4.2.8	Queensland Disaster Management Training Framework	19
4.2.9	Community education and engagement planning	20
4.3	Planning	20
4.4	Planning considerations	21
4.4.1	Activation and triggers	21
4.4.2	Disaster coordination centres	22
4.4.3	Financial arrangements	23
4.4.4	Predictive capabilities	24
4.4.5	Communications and systems for public information and warnings	24
4.4.6	Evacuation and sheltering arrangements	25
4.4.7	Logistics	28
4.4.8	Offers of assistance	29
5	Response	31
5.1	Response arrangements	31
5.1.1	Disaster operations	31
5.1.2	Activation of local response	32
5.1.3	Activation of district response	32
5.1.4	Activation of State response	32
5.2	Hazard specific activations	33
5.3	Disaster Coordination Centres	33
5.3.1	Local Disaster Coordination Centres	33
5.3.2	District Disaster Coordination Centres	33
5.3.3	State Disaster Coordination Centre	33
5.4	Declaration of a disaster situation	33
5.5	Communications and systems for public information and warnings	34
5.5.1	Media management during disaster operations	34
5.6	Evacuation	34

	5.6.1 Decision to evacuate	34
	5.6.2 Warning	34
	5.6.3 Withdrawal	34
	5.6.4 Shelter	35
	5.6.5 Return	35
	5.7 Cross Border Arrangements	35
	5.8 Requests for Assistance	35
	5.9 Emergency Relief	36
	5.10 Resupply operations	36
	5.11 Financial management	36
	5.12 Reporting	36
	5.12.1 Operational reporting	36
	5.12.2 Local	36
	5.12.3 District	36
	5.12.4 State	37
	5.12.5 Tasking log	37
	5.12.6 Hot debrief	37
	5.12.7 Post event debrief	37
	5.13 Disaster management systems	37
6	Recovery	38
7	Financial arrangements	39
	7.1 Overview	39
	7.2 Governance	39
	7.3 Procurement policy	39
	7.4 Financial accountability	39
8	Supporting Materials	40
9	Glossary	43
	9.1 Acronyms and abbreviations	51
10	Appendices	53
	Appendix A: EM-SAP priorities and identified actions across preparedness, response, and recovery	54
	Appendix B: Disaster Management Group Activation Triggers	56

1 Introduction



1.1 Authorising environment

The [Disaster Management Act 2003](#) and the [Disaster Management Regulation 2014](#) form the legislative basis for disaster management across all levels of government and Queensland's disaster management arrangements. In accordance with section 63 (1) of the [Disaster Management Act 2003](#), the Police Commissioner has the authority and accountability for the preparation and management of the Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline (DM Guideline).

1.2 Aim

The aim of the DM Guideline is to provide flexible, good practice suggestions and advice to those responsible for implementing disaster management practices. The DM Guideline complements legislative responsibilities and provides guidance supporting the implementation of legislation, the [Queensland Disaster Management Strategic Policy Statement](#) (SPS), the [Interim Queensland State Disaster Management Plan 2024-25](#) (SDMP), the [Standard for Disaster Management in Queensland](#) (the Standard), and other key documents.

The DM guideline informs the State group, district groups and local governments within Queensland's disaster management arrangements about matters relating to:

- the preparation of disaster management plans
- the matters to be included in a disaster management plan
- other matters about the operation of a district group or local group the Police Commissioner considers appropriate having regard to disaster management for the state.

The DM Guideline is augmented with a suite of non-mandatory supporting documents including manuals, reference guides, forms, templates, handbooks, and links to related publications, designed to provide further guidance (see Section 8 for details). Section 8 also provides a list of relevant links referred to in the document. Additional supporting material can be found on the Queensland Government Disaster Management [website](http://www.disaster.qld.gov.au) (www.disaster.qld.gov.au).

1.3 Collaboration and interoperability

Disaster management in Queensland requires local, district and State groups, government agencies and non-government organisations (NGOs) to work effectively together under Queensland's disaster management arrangements.

Groups at each level of Queensland's disaster management arrangements (local, district and State) must consider how they can best collaborate, consult, communicate and ensure interoperability with key stakeholders (e.g. community members or groups, essential service providers, agencies, key tourism and transport operators and NGOs).

In accordance with section 48A of the [Disaster Management Act 2003](#), disaster management groups at all levels must consult with essential service providers (e.g. gas, electricity, telecommunications, water and sewage infrastructure) if their Chairperson considers they can help the group perform its functions.

1.4 Continuous improvement and innovation

1.4.1 Continuous improvement

The practice of continuous improvement involves the regular evaluation, and subsequent improvement, of processes and arrangements to ensure they remain relevant, efficient, effective, and flexible. Disaster management stakeholders, researchers, educators, policy makers and the community have a joint responsibility to ensure continuous improvement initiatives are shared across the disaster management sector to promote innovation, efficiency, and efficacy.

1.4.2 Innovation

Innovation is more than improving existing methods, processes, or products; it must also encompass finding the best, fit-for-purpose solutions to achieve identified outcomes.

Disaster management stakeholders are encouraged to seek and explore opportunities for innovative solutions to meet the needs of the Queensland community across all phases of disaster management.

1.4.3 Lessons management

Lessons management is a key element of continuous improvement and disaster management stakeholders in Queensland are urged to apply this learning practice. The Office of the Inspector-General of Emergency Management (IGEM) has developed a Lessons Management Framework. The Framework provides a common approach to lessons management, promotes sharing of lessons across the disaster management sector, and contributes to driving continuous improvement in emergency management.

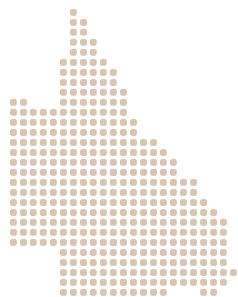
The Framework is consistent with the Australian Institute for Disaster Resilience [Lessons Management Handbook](#).

1.4.4 Climate change

In 2017, the [Queensland Climate Adaptation Strategy \(Q-CAS\)](#) was released, providing a framework for ensuring an innovative and resilient Queensland that manages the risks and harnesses the opportunities of a changing climate. The Q-CAS is centred around a partnership approach that recognises that climate adaptation is everyone's responsibility, and that a collaborative approach is needed to ensure resilience is embedded in Queensland's diverse economies, landscapes and communities. The Q-CAS is structured around four pathways: People and Knowledge, State Government, Local Governments and Regions, and Sectors and Systems. The development of Sector Adaptation Plans are an initial action of the Q-CAS under the Sectors and Systems pathway.

The [Emergency Management Sector Adaptation Plan for Climate Change](#) (EM-SAP) provides a vision for the emergency management sector and a series of principles and priorities to achieve climate adaptation. The EM-SAP supports the emergency management sector to manage the risks associated with a changing climate and to harness the opportunities provided by responding to the challenges. The EM-SAP ensures relevance and the participation of sector stakeholders, encourages sector leadership, and promotes adaptation initiatives.

2 Roles and Responsibilities



2.1 Queensland's disaster management arrangements

Queensland's disaster management arrangements are based on partnerships between the community and groups at the local, district, State, and Commonwealth levels to deliver coordinated, cooperative, and integrated outcomes. Each level within the arrangements is enabled by disaster management groups working collaboratively to deliver effective disaster management in Queensland.

Queensland's disaster management arrangements enable a progressive escalation of support and assistance through the four tiers as required as shown in Figure 2.1. These arrangements comprise several key management and coordination structures for achieving effective disaster management in Queensland.

The management and coordination structures are:

- **Disaster management groups** that operate at local, district and State levels and are responsible for the planning, organisation, coordination, and implementation of measures to mitigate/prevent, prepare for, respond to and recover from disaster events.
- **Coordination centres** at local, district and State levels that support disaster management groups in coordinating information, resources, and services necessary for disaster operations.
- **Disaster management plans**, developed to ensure appropriate disaster prevention, preparedness, response and recovery at local, district and State levels.
- **Hazard specific primary agencies**, responsible for the management and coordination of combating specific hazards.
- **Specific-purpose committees**, either permanent or temporary, established under the authority of disaster management groups for specific purposes relating to disaster management.

These arrangements are responsive and scalable. The arrangements are shown at Figure 2.1.

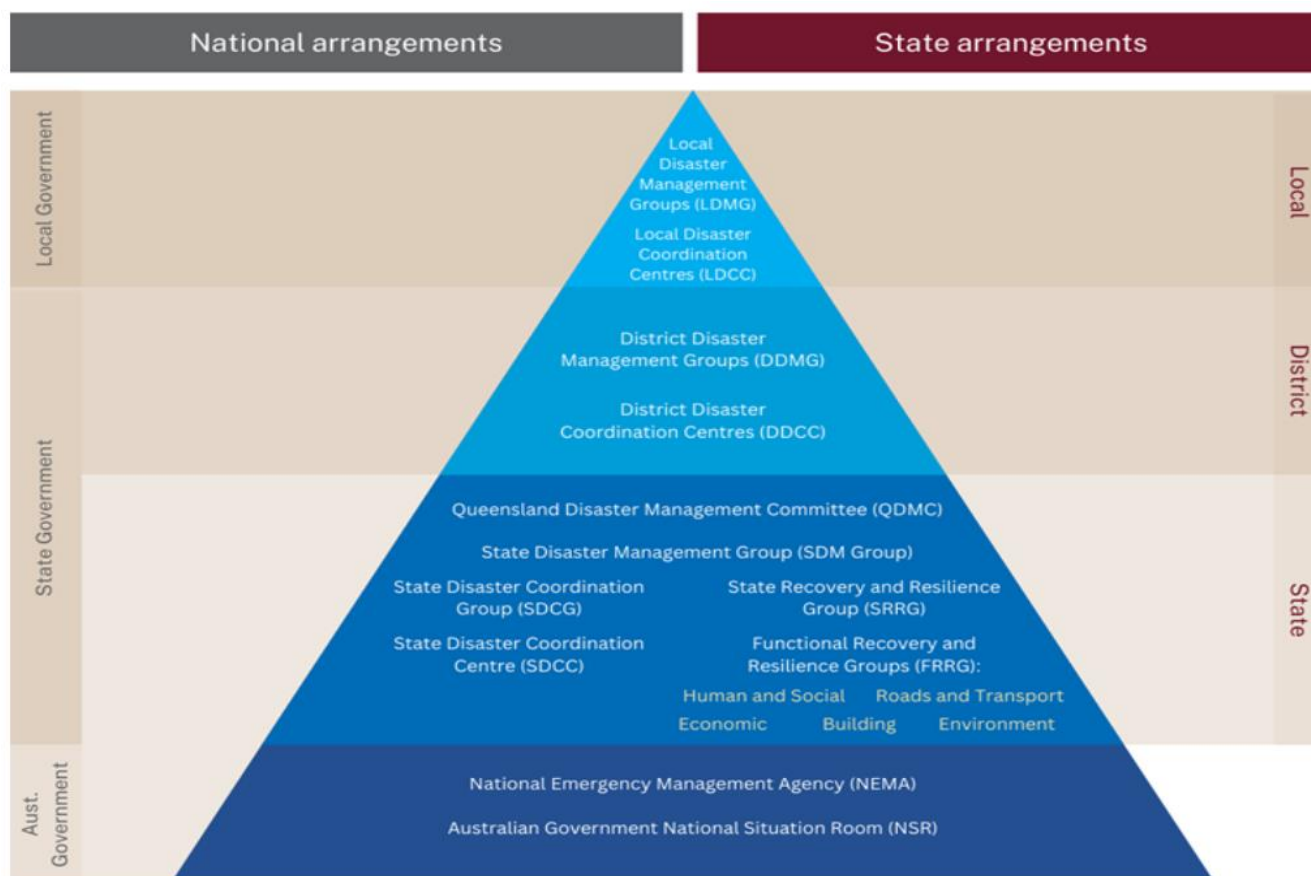


FIGURE 2.1
Queensland's Disaster Management Arrangements

2.2 Local level – Local Government

Queensland is divided into 77 Local Government Areas (LGAs) and one town authority. Section 4A (d) of the [Disaster Management Act 2003](#) states that local governments should primarily be responsible for managing events in their local government area. This enables the use of local knowledge (geographical, social, economic, and environmental) when managing disasters.

Specifically, in accordance with section 80 of the [Disaster Management Act 2003](#) the local government must:

- ensure they have a disaster response capability (the ability to provide equipment and a suitable number of people, using the resources available to the local government, to effectively deal with or help another entity to deal with an emergency situation or a disaster in the area).
- approve the local disaster management plan prepared in accordance with the [Disaster Management Act 2003](#).
- promptly share information about an event or a disaster with the District Disaster Coordinator for the district.

Local governments must establish a Local Disaster Management Group (LDMG) to support disaster

management in the local area. Information on the establishment, functions and members of LDMGs can be found in the [Interim SDMP 2024-25](#) and Sections 29, 30 and 33 of the [Disaster Management Act 2003](#).

The key roles incorporated in the LDMG include:

- Chairperson (refer to section 34 of the [Disaster Management Act 2003](#).)
- Deputy Chairperson (refer to section 34 of the [Disaster Management Act 2003](#))
- Local Disaster Coordinator (LDC) (refer to section 35 of the [Disaster Management Act 2003](#)).

2.2.1 Responsibilities of Local Disaster Management Groups

In addition to the legislated functions, it is recommended LDMGs consider:

- establishing terms of reference to guide activities
- creating permanent or temporary sub-groups, as required to assist the group with its business.

- appointing a secretariat to carry out the administrative business duties and official records management on behalf of the group.
- establishing a Local Disaster Coordination Centre (LDCC) to operationalise LDMG decisions and plan, and implement strategies and activities on behalf of the LDMG during disaster operations. It is recommended that centres have the capability to:
 - receive and manage information from the public and other sources
 - coordinate local resources and information
 - identify tasks where extra resources are needed
 - pass information and requests for assistance to the District Disaster Coordination Centre (DDCC).
- meeting at least once every six months at the times and places decided by the LDMG Chairperson. These meetings must meet quorum requirements as outlined in section 13 of the [Regulation](#).
- completing an annual status report at the end of each financial year and providing the completed report to the relevant District Disaster Coordinator (DDC). LDMGs may contact their local Emergency Management Coordinator (EMC) (see section 2.4.1) for advice and assistance in the completion of the annual status report.
- ensuring recovery arrangements are in place.

2.3 District level

Section 22 of the [Disaster Management Act 2003](#) establishes a DDMG for each of the 23 disaster districts. DDMGs are responsible to the Queensland Disaster Management Committee (QDMC), for the disaster management capability and capacity of their district.

2.3.1 District Disaster Management Groups

Information on the establishment, functions and members of DDMGs can be found in the [Interim SDMP 2024-25](#) and Sections 22, 23 and 24 of the [Disaster Management Act 2003](#).

Key roles incorporated in a DDMG include:

- District Disaster Coordinator / Chairperson (refer

to sections 25 and 25A of the [Disaster Management Act 2003](#))

- Deputy Chairperson (refer to section 25 of the [Disaster Management Act 2003](#))
- Executive Officer (refer to section 27 of the [Disaster Management Act 2003](#)).

2.3.1.1 Temporary District Disaster Management Groups

Under section 28A of the [Disaster Management Act 2003](#), if a disaster event is likely to happen, is happening or has happened in two or more adjoining disaster districts, the QDMC Chairperson may, after consulting with the Police Commissioner, establish a temporary DDMG. The temporary DDMG is responsible for the management of the disaster for the affected districts, as directed by the QDMC Chairperson.

The membership and functions of a temporary district group are located in sections 28B and 28D of the [Disaster Management Act 2003](#).

Key roles incorporated in a temporary DDMG include:

- District Disaster Coordinator / Chairperson (refer to sections 28E and 28C of the [Disaster Management Act 2003](#))
- Deputy Chairperson (refer to sections 28D of the [Disaster Management Act 2003](#)).

2.3.1.2 Functional Committees

It is recommended that DDMGs establish functional committees to address specific issues associated with the delivery of disaster management functions, for example, a district human and social recovery committee.

Where functional committees are established, DDMGs are strongly encouraged to consider committee membership and the requirements for development of a supporting functional plan.

The creation of a committee should be passed as a DDMG meeting resolution. Terms of reference are required to give clear guidance on the committee's establishment, functions and role, required outcomes and conduct of business.

A committee, whether permanent or temporary, must provide regular written status reports at each DDMG meeting.

2.3.2 Responsibilities of District Disaster Management Groups

In addition to the legislated functions, DDMGs have the following responsibilities:

- establish terms of reference to guide activities
- prepare the DDMG Annual Report
- appoint a secretariat to support administrative records management activities
- establish and review communications with the relevant district and local groups
- establish DDCCs to support the DDMG in providing state level support to local government. The DDCC implements decisions of the DDC and DDMG. DDCCs should have the capability to:
 - receive and manage information from LDCCs and the SDCC
 - identify tasks where extra resources are needed
 - pass information and requests for assistance between the LDCC and the SDCC.
- Ensure that recovery arrangements are in place to support the LDMGs within their district.

Key roles that support the delivery of disaster management at State level include:

- Chairperson of the QDMC (the Premier of Queensland)/Deputy Chairperson (refer to section 20 of the [Disaster Management Act 2003](#))
- The Minister responsible for the [Disaster Management Act 2003](#)
- The Minister responsible for the [Queensland Reconstruction Authority Act 2011](#)
- Executive Officer of the QMDC (refer to section 21A of the [Disaster Management Act 2003](#))
- The Police Commissioner
- The State Disaster Coordinator (refer to sections 21B and 21C of the [Disaster Management Act 2003](#))
- The State Recovery Policy and Planning Coordinator (refer to sections 21CA and 21CB of the [Disaster Management Act 2003](#))
- The State Recovery Coordinator (refer to sections 21D and 21E of the [Disaster Management Act 2003](#))
- The Inspector-General of Emergency Management (refer to section 16H of the [Disaster Management Act 2003](#)).

2.4 State level – Queensland Government

Strategic leadership at the state level is provided through the QDMC or the State Disaster Management Group (SDM Group)

Disaster response coordination, including coordinated and efficient deployment of state government resources, is provided through the State Disaster Coordination Group (SDCG) and the State Recovery and Resilience Group (SRRG).

Details on the QDMC and SDM Group can be found in the [Interim SDMP 2024-25](#) and the [Disaster Management Act 2003](#) in sections 17, 18 and 19 and 21F, 21G and 21H.

Details on the SRRG can be found in the [Interim SDMP 2024-25](#).

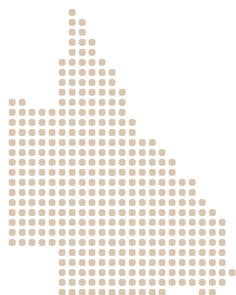
2.4.1 Emergency Management Coordinator

EMCs are responsible for engaging with local governments, agencies, authorities, communities, and community groups to build local disaster management capability and capacity. This is primarily achieved by incorporating risk management principles and practices in the delivery of emergency management planning, conducting reviews and assessments, developing and maintaining disaster management plans and delivery of the Queensland Disaster Management Training Framework (QDMTF) products and other emergency management training to relevant stakeholders.

2.5 National level – Australian government

At the Australian Government level, the National Emergency Management Agency (NEMA), is the responsible agency for coordinating assistance to States and Territories. This responsibility is met through the National Situation Room.

3 Prevention



Preventative measures reduce the likelihood of a disaster event occurring or the severity of an event, should it eventuate.

Prevention is defined as *regulatory and physical measures to ensure that emergencies are prevented, or their effects mitigated*, and mitigation is defined as *measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and environment*¹.

The implementation of proactive, targeted prevention and mitigation strategies designed to address likely risk factors, the vulnerability of the population and reduce or eliminate the possible impact of disasters, ultimately ensures safer, more resilient, and sustainable communities.

The preparedness and resilience of communities involves members sharing responsibility. Disaster resilience is significantly increased by proactive planning and preparation for the protection of life, property, and the environment, through an awareness of hazards, associated risks, and local disaster management arrangements.

3.1 Resilience

The Queensland Reconstruction Authority (QRA) is the lead agency responsible for disaster recovery and resilience policy in Queensland. The Queensland Government is committed to strengthening disaster resilience to ensure communities are better equipped to deal with the increasing prevalence of disasters.

The QRA is the lead agency responsible for developing and coordinating the [Queensland Strategy for Disaster Resilience 2022-2027](#) (QDSR) which provides an overarching framework to guide how Queensland Government collaboratively delivers disaster resilience commitments and actions, based on local and regional needs, to strengthen community resilience. Queensland's approach to resilience is also outlined in the [Queensland Climate Adaptation Strategy \(2017-30\)](#).

3.2 Disaster risk management

Local, district and the State groups within Queensland's disaster management arrangements hold responsibility for managing disaster risk, for all hazards, across the four phases of 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.

¹ Australian Emergency Management Glossary, Manual 3, Australian Institute of Disaster Resilience

To ensure effective disaster risk management, groups at all levels are encouraged to:

- undertake risk assessment and management using a recognised methodology that considers all reasonably foreseeable hazards, both natural and human-made
- support risk assessment and management with scientific data, the use of geospatial information systems, and analysis of historical and/or projected impacts to identify area specific exposures and vulnerabilities
- identify residual risk (the risk that remains in unmanaged form, even if controls or treatments are in place) from their risk management process and negotiate options for either accepting, mitigating or transferring residual risk with the QDMA
- clearly document and make publicly available hazard identification and risk assessments to stakeholders and community members, and review them regularly
- use disaster risk assessments to inform mitigation, preparedness, continuity, response and recovery planning processes and documentation.

3.2.1 Understanding disaster risk

The United Nations, through the Sendai Framework for Disaster Risk Reduction 2015-2030, notes that understanding disaster risk is the first priority toward disaster risk reduction.

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.

It is advisable that the identification of risk be regularly reviewed to ensure:

- the most current information is used to identify exposures and vulnerabilities
- there is a clear line of sight from the identified vulnerabilities and the risks they create to the plans that have been developed to directly mitigate those risks.

3.3 Prevention, mitigation, and disaster risk reduction

Prevention and mitigation strategies should work towards reducing the financial and social costs to communities over time, improving the built environment, and reducing the impact on, and damage to, the environment.

Investment in disaster risk prevention and reduction enhances the economic, social, health and cultural resilience of people, communities, countries, and their assets, as well as the environment.

The effective prevention of disaster events includes multiple strategies to reduce or remove the impact of hazards and increase the resilience of the community. Disaster managers at all levels of Queensland's disaster management arrangements are responsible for using a proven risk management process to identify prevention and mitigation options.

All mitigation measures are important as they save lives and reduce the cost of response to and recovery of the community.

In Queensland, multiple publications prepared by State government agencies for local governments, businesses and people, assist and enhance planning and the development of prevention and mitigation strategies to reduce disaster risk.

3.4 Mitigation and improvement strategies

The development of mitigation strategies should flow from the risk management process with clear links to functional lead agencies, as identified in the SDMP, to ensure each risk and strategy is coordinated and managed by the responsible agency.

Prevention and mitigation strategies based on the risk assessment can be considered in relation to:

- land use planning and building codes
- essential infrastructure
- structural works landscape and environment.

Examples of mitigation strategies 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).

3.4.1 Land use planning and building codes

Land use planning can be an effective method to reduce the impact of natural hazards and, where possible, avoid risk to life, property, and environmental systems from natural hazards.

The [State Planning Policy](#) (SPP) is a key component of Queensland's planning system. The SPP expresses the state's interests in land use planning and development, including the avoidance or mitigation of the risks associated with natural hazards. Promoting this avoidance or mitigation through plan-making and development decisions of State and local governments can significantly reduce the likelihood and severity of impacts of certain natural hazards, including flood, bushfire, landslide, storm tide inundation and coastal erosion.

Regulatory frameworks for buildings (e.g. Acts, Regulations, Codes) ensure buildings and infrastructure are designed and constructed to standards that minimise the likelihood of injury during a disaster event.

Most levels of government implement requirements that control land use planning and building design and construction to reduce risks from natural hazards.

3.4.2 Essential infrastructure

A community's social and economic wellbeing relies upon the continuity of essential services provided by critical infrastructure. Critical infrastructure supports:

- safe drinking water
- food
- reliable transport
- accessible public health services
- energy for homes and industry

- access to banking, finance, and government services
- communications networks to connect people socially and in business.

3.4.3 Structural works

Structural disaster mitigation strategies involve the application of engineered solutions as disaster mitigation strategies, including physical structures constructed or modified to reduce or eliminate disaster impacts.

Structural works to mitigate natural hazards can include but are not limited to levees, rock walls, drainage works, improved road infrastructure, and flood mitigation dams. Where structural mitigation strategies are implemented, asset owners need to consider funding to support ongoing operation and maintenance. The community should also be educated on the limits of structural mitigation works and the appropriate action required should breaches occur.

The application of structural works as a form of mitigation is not necessarily the most cost-effective approach and may transfer the problem. Therefore, structural works form one option in a suite of mitigation strategies, including natural landscape and environmental approaches.

3.4.4 Landscape and environment

The appropriate management and protection of landscapes and the environment is important. All organisations, including governments at all levels, must consider the effects of development relative to the landscape and environment.

Climate change projections should be considered when planning for mitigation of natural hazards. Climate change is expected to influence the magnitude, frequency and severity of natural disaster events including increasing sea levels, intensity of cyclones and storms, longer and more intense heatwaves and other changes to weather patterns. In Queensland, low lying coastal areas and associated coastal environments and landscapes will be most vulnerable to the impacts of these hazards.

Assessment of coastal based development is undertaken to ensure development protects and conserves coastal resources. This also enhances the resilience of coastal communities.

3.5 Context of Disaster Risk in Queensland



FIGURE 3.1
Context of Disaster Risk in Queensland

Disaster risk management governance from local, to district, to State to Commonwealth, is a foundation of Queensland's disaster management arrangements. The intent of the arrangements is to minimise the impact of hazards on local communities by ensuring a coordinated approach and effort towards risk management.

There are two key disaster risk assessment methodologies currently used in Queensland:

- the [National Emergency Risk Assessment Guidelines](#) (NERAG) provides a contextualised, emergency-related risk assessment method, consistent with the Australian Standard AS/NZS ISO 31000:2018 Risk management – principles and guidelines
- the [Queensland Emergency Risk Management Framework](#)².

The Queensland Reconstruction Authority (QRA) is responsible for leading Queensland's state-level hazard and risk functions, which includes re-designing the state risk assessment methodology. The redesigned State risk assessment methodology will be known as the Queensland Emergency Risk Assessment Methodology (QERAM).

QERAM will draw on existing domestic and international standards and approaches to the prioritisation, mitigation, and management of risk.

Disaster management stakeholders will be encouraged to use QERAM when conducting risk assessments.

The successful foundation for disaster risk management lies in clearly identifying and understanding the level of exposure and vulnerability to a community and its assets against particular hazards. Accepted definitions of these three key concepts are:

- **Hazard** – a source of potential harm or a situation with a potential to cause loss².
- **Exposure** – the elements within a given area that have been, or could be, subject to the impact of a particular hazard. Exposure is also sometimes referred to as the 'elements at risk'³.
- **Vulnerability** – the characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.

3.5.1 Residual risk and risk-based planning

Local governments are responsible for providing a disaster management capability within their area and can also to leverage support from the district, state and national levels as requested.

The provision of support to local governments – and planning for it – depends on a clear understanding of what aspects of risk mitigation may be beyond their capability (ability to achieve a specific and desired effect either in preparation or response) and capacity (how long the capability can effectively be sustained).

Active, clear communication of residual risk becomes pivotal when multiple LGAs are affected by the same or similar risks and/or event and require support in a compressed timeframe, as this has implications for the prioritisation and mobilisation of limited resources.

Figure 3.2 presents the four steps to ensuring the identification, analysis and management of risk. Once the strategies have been identified, planned or put into place, it is important then to consider the residual risk.

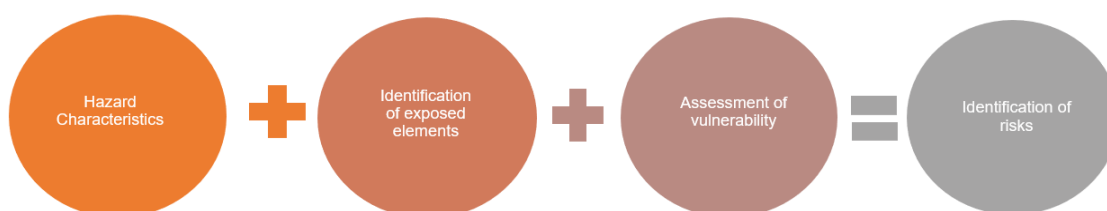


FIGURE 3.2
Identify Risk and Situational Awareness Processes

² For more on the Queensland emergency risk assessment methodology, see the [Disaster Management Website](#).

³ United Nations Office for Disaster Risk Reduction

3.6 Climate risk

Climate change refers to any significant change in the measures of climate lasting for several decades or longer, such as temperature, rainfall, or wind patterns. It is different from weather, which is short-term and variable. Modelling of plausible future climates indicates that climate change is likely to have transformative impacts across Queensland's disaster management system, with impacts relevant across varied industries, demographics, and ecosystems.

Queensland's climate is already changing, which has impacted Queensland's society, economy, and environment in a myriad of ways. Potential risks arising from climate change vary across the State. The [2023 State Disaster Risk Report](#) highlights the key projected climate change trends for Queensland, including:

- Higher temperatures
- Hotter and more frequent hot days
- Harsher fire weather
- Significant changes in rainfall including large reductions in rainfall in some parts of the state, and more intense downpours in others
- Less frequent but more intense tropical cyclones, that can extend further south than commonly observed in the historical record
- A rising sea level, including more frequent sea extremes
- A warmer and more acidic sea.

These effects of climate change pose direct risks to quality of life, the economy, and the environment in Queensland. Climate change also creates risks for Government assets (infrastructure and investments); staff health and retention; ability to provide services; and current and future policies and financial position (revenue and costs) beyond this natural variability, which is exposing Queensland to an increase in disaster-related risks.

3.6.1 Climate Change Adaptation

Further information on Climate Change Adaptation can be found in the [Queensland Climate Adaptation Strategy \(2017-30\)](#) and the [Emergency Management Sector Adaptation Plan \(EM-SAP\)](#) and in [Appendix A](#) - EM-SAP priorities and identified actions across preparedness, response, and recovery.

1 Mitchell, van Aalst, and Silva Villanueva, "Assessing Progress on Integrating Disaster Risk Reduction and Climate Change Adaptation in Development Processes."

2 Mitchell, van Aalst, and Silva Villanueva, "Assessing Progress on Integrating Disaster Risk Reduction and Climate Change Adaptation in Development Processes"; Mercer, "Disaster Risk Reduction or Climate Change Adaptation"; Birkmann and Pardoe, "Climate Change Adaptation and Disaster Risk Reduction"; Lei and Wang, "A Preliminary Discussion on the Opportunities and Challenges of Linking Climate Change Adaptation with Disaster Risk Reduction"; Islam et al., "Integrating Disaster Risk Reduction and Climate Change Adaptation."

4 Forino, von Meding, and Brewer, "A Conceptual Governance Framework for Climate Change Adaptation and Disaster Risk Reduction Integration."

5 Islam et al., "Integrating Disaster Risk Reduction and Climate Change Adaptation."

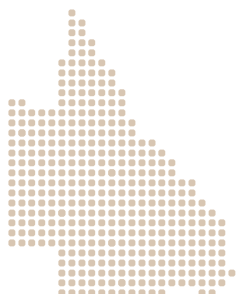
6 Burns and Machado Des Johansson, "Disaster Risk Reduction and Climate Change Adaptation—A Sustainable Development Systems Perspective";

Munang et al., "The Role of Ecosystem Services in Climate Change Adaptation and Disaster Risk Reduction."

7 The State of Queensland, "State Planning Policy."

8 United Nations, "Transforming Our World: The 2030 Agenda for Sustainable Development"

4 Preparedness



4.1 Preparedness arrangements

Coordinated action is essential when preparing for a disaster. This includes the development of plans or arrangements based on risk assessments and spans the full spectrum of disaster management phases: prevention, preparedness, response, and recovery.

Local governments, disaster districts and the State prepare for disasters through a continuous cycle of risk management, planning, coordinating, training, equipping, exercising, evaluating and taking corrective action for effective coordination and response during disasters. Planning must occur both as core business and during disaster events.

Effective disaster management planning for all hazards is a key element of being prepared. Disaster management planning establishes community networks and arrangements to reduce risks related to disaster preparation, response, and recovery. Disaster management plans allow disaster management stakeholders to understand their roles, responsibilities, capability, and capacity when responding to an event.

4.2 Plans within the disaster management environment

4.2.1 Interim State Disaster Management Plan (SDMP) 2024-25

The Interim SDMP 2024-25 aims to enable Queensland to mitigate the effects of, prepare for, respond to, recover from, and build resilience to, disaster events.

4.2.2 District disaster management plans

In accordance with section 53 (1) [Disaster Management Act 2003](#), DDMGs must prepare a plan (DDMP) for disaster management in the district. Section 53 (2) of the [Disaster Management Act 2003](#) provides guidance for DDMGs on the contents of the plan. DDMPs should be reviewed for effectiveness annually.

4.2.3 Local disaster management plans

In accordance with section 57 (1) of the [Disaster Management Act 2003](#) local governments must prepare an LDMP for disaster management in their LGA. Section 53 (2) of the [Disaster Management Act 2003](#) provides guidance for LDMPs on the contents of the plan. LDMPs should be reviewed for effectiveness annually.

4.2.4 Sub-plans

Sub-plans complement LDMPs or DDMPs. They address specific vulnerabilities to the area, identified during the risk assessment. Sub-plans could include:

- Communication
- Resupply
- Evacuation
- Transport
- Recovery.

4.2.5 Business Continuity Plan

Business continuity planning (BCP) enhances community resilience by ensuring disaster management stakeholders (government, NGOs, and businesses) can continue their core business following any critical incident or disruption.

The process of BCP assists organisations to:

- stabilise disruptive effects to service delivery during events
- identify, prevent and manage risks
- adopt an all hazards approach
- expedite response and recovery if an incident or crisis occurs.

Groups are strongly encouraged to undertake BCP as part of their LDMPs and DDMPs, ensuring the group can continue operating during a disaster event to provide coordination and emergency support to the local community.

4.2.6 Hazard Specific Plans

A hazard specific plan is developed by a State government agency with assigned lead responsibility to address a particular hazard under the SDMP. An example of a hazard specific plan is an emergency action plan for referrable dams.

Local and district disaster groups should be aware of these hazard specific plans to inform and assist in their own planning.

The lead agencies and their responsibilities are detailed in Appendix B of the [Interim SDMP 2024-25](#)

4.2.7 Operational plans

An operational plan outlines a problem/concern/vulnerability and identifies the appropriate actions (what? who? how? when?) to address the situation. Disaster management groups are encouraged to prepare operational plans that support their disaster management plans.

4.2.8 Queensland Disaster Management Training Framework

Disaster management training is an essential means for agencies to develop and maintain their disaster management capabilities and capacity. Training and education is important in ensuring all agencies within Queensland's disaster management arrangements can seamlessly integrate, cooperate and contribute to effective and coordinated disaster operations.

Section 16A (c) of the [Disaster Management Act 2003](#) provides a legislative requirement for the Police Commissioner to ensure that persons performing functions under the [Disaster Management Act 2003](#) in relation to disaster operations are appropriately trained.

It is also the responsibility of all stakeholders with disaster management and disaster operations roles to undertake the training relevant to their role as outlined in the [Queensland Disaster Management Training Framework \(QDMTF\)](#).

The QDMTF outlines the core training courses and inductions relevant to key disaster management stakeholders to support the effective performance of their role.

Each disaster management group should regularly assess training needs and develop a training program in consultation with their Emergency Management Coordinator (EMC).

4.2.9 Community education and engagement planning

Critical elements of effective disaster management include educating, raising awareness, and engaging with the community to create collaboration, cooperation and understanding among all stakeholders.

Community programs focus on creating resilient communities that understand the risks of potential disasters and are potentially well prepared financially, physically, socially and mentally to minimise impacts, recover quickly and emerge stronger than their pre-disaster state.

As part of their risk management process, LDMGs and DDMGs are encouraged to identify community education, awareness, and engagement as treatments for mitigating risks and increasing resilience, and transition these elements into an integrated and comprehensive community education and awareness program.

Communication planning involves identifying opportunities for consistent messaging, joint programs and commonalities, in conjunction with the relevant stakeholders such as neighbouring LDMGs, DDMGs, NGOs or State level initiatives which may be leveraged locally (e.g. [Get Ready Queensland](#)).

4.3 Planning

Planning involves clearly identifying:

- the desired end state and the objectives to be achieved
- how the plan is to be executed
- the resources required.

Effective planning is essential for a community to successfully prepare for, respond to and recover from a disaster event.

Planning provides a means for addressing complex problems in a manageable way. The most effective plans are clear, concise, and direct.

Good planning involves projecting forward to influence events before they occur rather than attempting to respond as events unfold. It actively avoids or mitigates issues before they arise by involving relevant stakeholders and creating shared partnerships during the development phase.

Planning falls into two broad categories: deliberate and immediate.

Deliberate planning – ideally conducted after a

process of analysis, with planning commencing with scoping and framing. Planning process.

Deliberate planning projects well into the future to influence events either before they occur or to prevent them from occurring, and to also realise objectives towards specific goals. This type of planning is generally:

- broad
- flexible
- scalable
- risk-based.

Deliberate planning requires assumptions about the future based on history and projections, such as the effect of climate adaptation.

Deliberate planning addresses key risks by describing:

- purpose of the plan
- roles and responsibilities
- coordination of tasks
- priorities for the relevant area based on identified risks
- trigger and escalation points to enact sub-plans
- resources required
- communication, consultation, and collaboration required
- timelines.

Local, and District Disaster Management Plans and sub-plans are the outcome of deliberate planning processes.

Immediate planning – is event driven and based upon the development of situational awareness. Immediate planning will identify the most likely through to credible worst case scenarios by assessing actual or impending event characteristics and projecting the potential impacts and consequences (e.g. the path of a severe tropical cyclone is forecast to cross the Queensland coast in a particular location – pre-impact analysis using geospatial intelligence will inform the assessment of the situation and identify immediate planning requirements). Immediate planning rests on close monitoring of an emerging situation with the focus on developing a timely response.

4.3.1 Planning process

The steps involved in planning are outlined below.

4.3.1.1 Scoping and framing

Scoping and framing enables planners to clearly and simply articulate complex problems by documenting:

- the purpose or reason for planning
- a broad description of how the problem may be resolved
- the desired future or 'end' state, often articulated as "what does 'right' look like?"

Scoping produces a broad overview of the situation, the initial identification and estimation of risks and any specific environmental considerations. It is also referred to as the problem space.

Framing is most important when dealing with large, geographically dispersed events. In short, it is a method for focusing on specific issues within a larger problem space.

A collaborative approach among stakeholders – not necessarily just members of LDMGs or DDMGs – during the scoping and framing stage greatly assists with addressing identified vulnerabilities. For example, local owners and operators of critical infrastructure and representatives of community groups and community leaders can be excellent sources of knowledge for planning.

4.3.1.2 Course of action development

Multiple courses of action or a single effective solution may be identified depending on time, risk and or resource constraints. A range of factors, including the need for phases, sequencing and synchronisation, may be required, particularly if the solution covers a significant geographical area and involves coordination of multiple stakeholders as well as acquisition or deployment of logistical support.

Courses of action should always be critically appraised for:

- feasibility
- effectiveness and efficiency
- acceptability
- timeliness and risk.

The development of a course of action should consider:

- What needs to be done? What is or may be exposed, vulnerable and at highest risk? This drives priority of action.
- What can be done? (feasibility):
 - possible courses of action – what capability is available that will prevent or resolve the problem/s and what is the capacity of that capability?
 - evaluating and selecting the preferred course/s of action – what is the best option after considering all circumstances (considering acceptability, timeliness, and the risk in undertaking that action).

4.4 Planning considerations

4.4.1 Activation and triggers

Timely activation, across all levels of Queensland's disaster management arrangements, is critical to effective disaster response. The four activation levels are – Alert, Lean Forward, Stand Up and Stand Down . A disaster management groups' journey through this escalation phase is not necessarily sequential. Rather, it responds to the changing characteristics of the location and event.

Table 4.1: The four activation levels

Alert	A heightened level of vigilance and preparedness due to the possibility of an event in the area of responsibility. Some action may be required, and the situation should be monitored by staff capable of assessing and preparing for the potential threat.
Lean Forward	An operational state prior to 'Stand Up', characterised by a heightened level of situational awareness of a disaster event (either current or impending) and a state of operational readiness. Disaster coordination centres are on standby – prepared, but not activated.
Stand Up	The operational state following 'Lean Forward', where resources are mobilised, personnel are activated, and operational activities commenced. Disaster coordination centres are activated.
Stand Down	Transition from responding to an event back to normal core business and/or continuance of recovery operations. There is no longer a requirement to respond to the event and the threat is no longer present.

Activation does not mean disaster management groups must be convened but they must be kept informed about the risks associated with the potential, evolving disaster event.

When planning for activations and triggers:

- Activation and trigger procedures should be informed by the risk assessment process, based on the likelihood of potential hazards or disaster events affecting the local area
- Activation procedures should be included in disaster management plans at all levels, and it is recommended they articulate:
 - agreed and documented levels of activation
 - escalation procedures that include trigger points and required actions during pre-emptive operations and Lean Forward and Stand Up phases
 - established and documented responsibility to monitor the indicators of disasters, including ensuring timely activation is achieved.
- Ensure training, as appropriate to the role or function as outlined in the QDMTF, is undertaken by all members and other persons who hold responsibilities for situational awareness activities
- Ensure they are appropriate to the purpose, role and function of the entity in question, and then timed and nuanced to meet the needs of relevant communities.

4.4.2 Disaster coordination centres

Disaster coordination centres bring together organisations to ensure effective disaster management before, during and after an event. The primary functions of disaster coordination centres include:

- forward planning
- resource management
- information management
- analysis of probable future requirements and forward planning, including preliminary investigations to aid the response to potential requests for assistance resource management
- investigations to aid the response to potential requests for assistance
- implementation of operational decisions of the

disaster coordinator

- advice of additional resources required for the local government/ LDMG to the DDMG
- coordination of allocated State and Australian government resources in support of local response
- information management
- provision of prompt and relevant information across local, district and State levels.

When planning for disaster coordination centres:

- identify and ensure arrangements are in place for appropriate resource capability and capacity to effectively operate the coordination centre
- establish, agree to, and document resource capability requirements to confirm the skills and knowledge required for roles within the disaster management group training program, aligned to and informed by the QDMTF and ensure staff are appropriately trained
- establish, agree to, and document sound financial management and accountability processes and procedures to be followed in the centre (e.g. the type and limit of expenditure permitted, relevant agency's procurement policy, requirements detailed in funding programs)
- establish, agree to, and document State government agencies and disaster management groups roles and responsibilities within the coordination centre
- establish, agree to, and document standard operating procedures to guide the coordination of disaster operations and activities within the coordination centre
- establish a system or process for managing the resources required to staff the coordination centre (e.g. surge capacity, staff rostering/ rotation and fatigue considerations)
- establish a system or procedure for receiving and distributing information between disaster management groups and entities for coordinating and sharing information (such as decision making, tasking, communications and requests) is established
- ensure Agency Liaison Officer core business

processes and procedures include the support of disaster operations within disaster coordination centres

- establish arrangements for the deployment, reception, registration, briefing, tasking, coordination, supervision and debriefing of coordination centre staff
- establish a process to record and acknowledge the efforts of coordination centre staff
- identify a lessons management process for use in the coordination centre.

4.4.2.1 Local Disaster Coordination Centres (LDCC)

LDCCs are either permanent or temporary facilities within each LGA, or combined LGA, established to support the LDMG during disasters.

LDCCs operationalise LDMG decisions, as well as plan and implement strategies and activities on behalf of the LDMG during disaster operations.

The main function of the LDCC is to coordinate resources and assistance in support of local agencies and stakeholders engaged in disaster operations.

4.4.2.2 District Disaster Coordination Centres (DDCC)

A DDCC is established to support the DDMG in the provision of state level support to affected local governments within that district.

The DDCC coordinates the collection and prompt dissemination of relevant information to and from LDCCs and the SDCC about disaster events occurring within their disaster district. The DDCC implements decisions of the DDC and DDMG and coordinates State and Australian Government resources in support of LDMGs and disaster affected communities in their district.

4.4.2.3 State Disaster Coordination Centre (SDCC)

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 the Australian Government.

The SDCC is a permanent facility located at the Emergency Services Complex at Kedron, Brisbane.

The centre operates as the Watch Desk when not activated and is staffed and maintained in a state of operational readiness by QPS. The QPS Emergency Management and Coordination Command and a Bureau of Meteorology (the Bureau) senior forecaster are permanently situated at the centre. QPS takes operational command of the SDCC upon activation.

During a disaster event, permanent staffing is supplemented by the QPS, Queensland Fire Department (QFD), and other state government personnel, including liaison officers from other State agencies in accordance with the Queensland Public Service Commission's 'Directive 10/14 – Critical Incident Response and Recovery'.

4.4.3 Financial arrangements

Disaster management groups must plan financial services to support frontline response operations and ensure the appropriate management of financial arrangements. Key considerations include:

- identifying and capturing funding programs available to support the financial expenditure related to disaster operations and ensure the requirements for evidencing claims are built into financial management processes and procedures.
- ensuring local governments and other responding agencies' internal financial management processes and procedures support a disaster event and enable eventual financial claiming process to recoup funds
- establishing and documenting capability in the plan to monitor agreed financial management processes and procedures, and ensure expenditure is appropriately endorsed, captured and claimed by agencies and groups from the onset of operations.
- ensure agreed financial expenditure is claimed against the appropriate funding arrangements where applicable.

Each support agency is responsible for providing its own financial services and support to its response operations in the field.

4.4.4 Predictive capabilities

A range of technical information is available to decision makers within the disaster management system. This information supports decision making, particularly during the response phase, and informs the development of public information and warnings. Spatial data, maps and web-based mapping applications are typically available at the operational level in local governments and state government agencies.

Other information available to decision makers includes predictive modelling for a range of hazards, in particular bushfire and flooding. This modelling assists decision makers by providing an indication of the direction and extent of the hazard that is impacting or may impact an area. The State Disaster Coordination Centre planning team may be able to assist LDMGs with modelling.

4.4.5 Communications and systems for public information and warnings

Queensland uses warnings to enable communities and people to act in an effective manner, in relation to hazards that may arise. Further detail on warnings including Emergency Alert (EA), State Emergency Warning Signal (SEWS) and Australian Warning System can be found in the [Queensland Warnings Manual](#).

4.4.5.1 Tsunami notifications

The Bureau developed and issued the Queensland Tsunami Notification Protocol in 2009. The Joint Australian Tsunami Warning Centre (JATWC), operated by the Bureau and Geoscience Australia, issues warnings for tsunamis in Australia. Tsunami bulletins, watches, warnings, cancellations, and event summaries are part of a suite of warnings for severe weather events and hazards issued by the Bureau.

The JATWC notifies the Bureau's Queensland regional office by telephone before issuing a tsunami warning and, in turn, the Bureaus' Queensland regional office confirms receipt of the warning by the SDCC by telephone.

Those who receive the message, at all levels of Queensland's disaster management arrangements, should ensure the community is aware of the meaning of the warning notification and accompanying safety message.

When planning for tsunami notifications, consider the following:

- undertake analysis of identified exposure to elements within the community that may be vulnerable to a tsunami, based on the likelihood

of the potential hazard affecting the local area.

- identify, agree to and document processes, roles and responsibilities for distributing warning messages via multiple mediums, taking into account complementary existing tsunami warning systems operated by other agencies (e.g. tsunami warning systems from the Bureau and the SDCC, the use of EA, media and local warning systems).
- identify, agree to and document within a communications plan the most appropriate channels for providing timely information to stakeholders and community members. This includes pre-scripted messages based on established JATWC messages to be delivered by local leaders (usually the Mayor or other designated LDMG representative).
- in conjunction with state government agencies and relevant disaster management groups, ensure processes and standard operating procedures which guide the coordination of the tsunami warning are seamless and consistent. Provide key contacts within LGAs to be advised by the state government agencies in the event of a tsunami warning.
- consider the likely community behaviour and perceptions, and operational requirements once a tsunami warning or EA campaign has started, particularly the time and resources required for authorities to establish activities on which the community will rely. For example, if people are requested to self-evacuate, specify where they should they go and what facilities and resources will be available when they arrive.
- document community education, awareness and engagement programs to ensure a broad understanding of tsunami warnings and actions to take on the receipt of warnings.
- ensure details of recipients remain up-to-date and any changes are provided to the Bureau, SDCC, and other agencies with responsibilities for the transmission of warnings.
- test the system at least annually.
- ensure communication requirements are informed by the identification of risk, the likelihood, and consequences of that risk, appropriately timed and nuanced to achieve the purpose of that communication and to meet the needs of the targeted audience.

4.4.5.2 Media management

Each disaster management group is strongly encouraged to develop a media strategy as part of its disaster management plan that:

- is flexible for application in any given event (all hazards)
- identifies key messages to inform the community including:
 - reinforcing the LDMG's role in coordinating support to the affected community
 - reinforcing the DDMG's role in coordinating whole of government support to LDMGs (and the affected community)
- identifies preferred spokespersons for factual information (e.g. evacuation measures, road closures)
- is consistent with Queensland Government arrangements for [Coordinating Public Information in a Crisis](#).

Arrangements regarding community awareness, public information and warnings, including media management during disaster operations, are to be considered for inclusion in LDMPs and DDMPs.

4.4.6 Evacuation and sheltering arrangements

Evacuation involves the movement of people to a safer location and their subsequent safe return. Evacuation planning is essential to ensure it is implemented as effectively as possible.

Evacuation may be undertaken in the following ways:

- Self-initiated evacuation – this is the self-initiated movement of people to safer places prior to, or in the absence of, official advice or warnings to evacuate. Some people may choose to leave early even in the absence of a hazard, based on a forecast. Safer places may include sheltering with family or friends who live in a safer building or location. Self-evacuees manage their own withdrawal, including transportation arrangements. People are encouraged to evacuate early if they intend to evacuate.
- Voluntary evacuation – also known as recommended evacuation is where an evacuation advice has been issued, with people strongly encouraged to consider enacting their evacuation plans. Voluntary evacuees also manage their own withdrawal
- Directed evacuation – also known as compulsory evacuation - is where a relevant government agency has exercised a legislated power that requires people

to evacuate. A directed evacuation under the [Disaster Management Act 2003](#) requires the declaration of a disaster situation. A disaster situation may be declared in accordance with S 64 or 69 of the [Disaster Management Act 2003](#) with approval of the Minister responsible for the [Disaster Management Act 2003](#).

During a disaster situation, the DDC and Declared Disaster Officers (in accordance with section 76 of the [Disaster Management Act 2003](#)) are provided with additional powers under sections 77-78 of the [Disaster Management Act 2003](#). These powers may be required to give effect to a directed evacuation.

An LDC, as part of the LDMG, may make a recommendation to a DDC that a directed evacuation is required, based on their situational awareness in preparation for an imminent disaster. However, as the LDMG/LDC has no legislative power to affect a directed evacuation, the responsibility for authorising a directed evacuation remains with the DDC. When an evacuation is directed, general advice and direction will be provided in relation to timings, places of shelter, location and preferred evacuation routes.

Wide ranging evacuation and direction powers are provided to the police under the [Public Safety Preservation Act \(1986\)](#), to control a declared situation.

Decision to evacuate

Decision makers analyse event intelligence and assess the necessity to evacuate people exposed to a range of hazards.

Warning

Disaster event conditions and appropriate actions required are conveyed to the public.

Withdrawal

Exposed people move from a dangerous or potentially dangerous area to a safer location.

Shelter

Refuge and basic needs for evacuees are provided in evacuation facilities and safer locations.

Return

The disaster area is assessed and managed, with a planned return of evacuees.

FIGURE 4:1
Five stages of evacuation

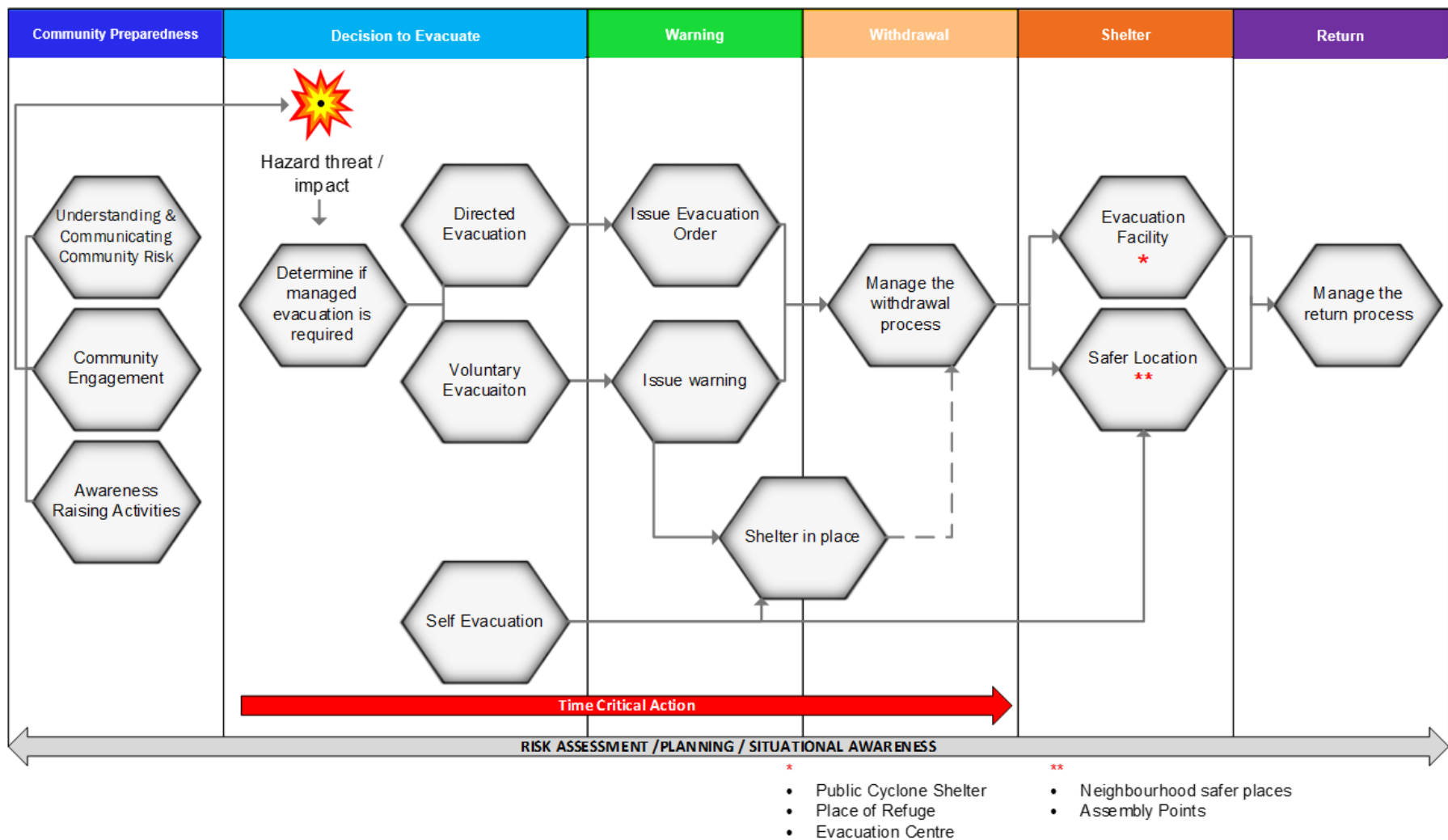


FIGURE 4.2 Stages of Evacuation

An evacuation is not considered to be complete until all five stages have been implemented.

International experience indicates mass evacuation can cause anxiety and stress and lead to panic and loss of life. Therefore, it is recommended plans be developed based on the most *credible worst-case scenario*, taking into consideration the scale of the event through immediate planning.

Shelter options include:

- Shelter in place – if evacuation is not directed, residents are encouraged to seek refuge in their own homes or with family who may live in a safer building or location.
- Evacuation centres – located beyond a hazard to provide temporary accommodation, food and water until it is safe for evacuees to return to their homes or alternative accommodation.
- Public cyclone shelters – buildings designed, constructed and maintained in accordance with government requirements which provides protection to evacuees during a cyclone.
- Places of refuge – buildings assessed as suitable to provide protection to evacuees during a cyclone, but is not a public cyclone shelter. These are typically opened when the capacities of other evacuation facilities have been exceeded.
- Neighbourhood safer places – buildings or open spaces where people may gather as a last resort to seek shelter from bushfire.
- Assembly points – temporary designated locations specifically selected as a point which is not anticipated to be adversely affected by the hazard.

Disaster management groups plan and coordinate their evacuation procedures to ensure efficient movement of people from an unsafe or potentially unsafe location to a safer location and their eventual return home. When planning an evacuation:

- identify community exposure which may trigger the requirement for evacuation, based on the likelihood of the potential hazards affecting the local area.
- determine the most appropriate evacuation requirements based on the characteristics of the population (e.g. size, structure, distribution, age) to ensure an appropriate method of evacuation is used.
- identify the capacity and capability needed to manage evacuation processes, including resourcing

requirements (e.g. interpreter services).

- conduct evacuation planning prior to the onset of an event using local knowledge, experience, community understanding and existing community relationships.
- involve identified key local, district and state stakeholders in evacuation planning and clearly identify, agree to and document the processes and roles and responsibilities of those involved.
- develop an Evacuation Sub-plan which addresses:
 - **Scale** – planning considers the consequences of the most credible worst case scenario within the local area and develop a plan which addresses a small to mass evacuation, based on the potential number of people involved.
 - **Type of evacuation facility** – the variety of buildings and sites to accommodate evacuees in response to a disaster event. There is a requirement to be clear about the types of evacuation facilities.
 - **Stages** – evacuation sub-plans should follow the five stages of evacuation.
 - **Time** – evacuation may be required before a disaster impacts a community as a preventative measure, or as a result of the disaster impacting services or causing severe damage to building structures.
 - **Notice** – depending on the nature of the event an evacuation may be immediate with little or no warning and limited preparation time, or pre- warned allowing adequate time for preparation.
 - **Compulsion** – some individuals within the community may decide to self-evacuate prior to any direction from authorities. When evacuation is recommended by authorities, it is undertaken as voluntary evacuation. Authorities may also direct evacuation, where exposed persons are directed under legislative authority to evacuate an area.

- consider the likely community behaviour and perceptions, including the compulsion to self-initiate evacuation and the needs of those who wish to self-initiate evacuation but are unable to do so. Also consider the operational requirements once the decision to evacuate has been made, particularly the time and resources required for authorities to establish an appropriate evacuation facility
- incorporate evacuation requirements into community education, awareness and engagement programs, to ensure all stakeholders, understand the actions they need to take (e.g. evacuation zones should be easy to understand, identified and planned prior to the onset of any event to ensure they are clear to residents, transient populations and anyone new to the community)
- identify, agree to and document opportunities for consistent messaging and the joint delivery of programs in conjunction with relevant stakeholders. As an example, in locations where hazards and community characteristics are similar across multiple local government and media broadcast areas, the relevant LDMGs in conjunction with their DDMG/s could develop a centralised, joint strategy for information dissemination and evacuation routes.
- agree to a process for managing the resources required for an evacuation to identify any capacity limits and ensure adequate support will be available (e.g. a DDMG should use information provided by an LDMG to inform its own planning process and where appropriate, inform the SDCG of the need for additional support)
- consider the requirements for managing displaced people and enabling their return as soon as practicable
- develop and agree to a communication plan with all relevant stakeholders and support agencies to increase consistency, enhance community partnerships and minimise the potential for confusion and time delays during an evacuation
- capture the lessons identified from exercises and events to ensure continuous improvement to evacuation planning.

4.4.7 Logistics

The function of logistics during a disaster event is the detailed organisation, provision, movement, and management of resources required in disaster operations, in other words, 'having the right thing, at the right place, at the right time'.

Logistics activities can be broadly broken into three phases:

- before the event
- during the event
- after the event.

Disaster management groups are strongly encouraged to plan their logistics to effectively manage the receipt and delivery of the appropriate supplies within the disaster affected area, in good condition, in the quantities required, and at the places and times they are needed.

Common logistics categories in Queensland include:

- managing requests for assistance (including offers of assistance)
- emergency relief
- council to council arrangements
- resupply operations.

When planning for a logistics capability:

- identify the capacity and capability necessary to manage and coordinate the receipt and delivery of the appropriate supplies, including requests for material assistance and resources which may arrive en-masse to the affected area (e.g. SES deployed resources or spontaneous volunteers)
- identify, agree to and document processes, roles and responsibilities within a logistics sub-plan to manage the request, receipt and delivery of the appropriate resources, materials and supplies within the disaster affected area
- include in the logistic sub-plan arrangements for:
 - Emergency relief – a local emergency relief register which may include aviation providers, bedding suppliers, construction contractors, chemical/cleaning specialists, food stocks/stores, general hardware, hire equipment, refrigeration/ ice, transport providers, waste management and water suppliers.

- resupply – procedures for the resupply of isolated communities, isolated rural properties and stranded persons, as well as ensuring retailers and the wider community are aware of their responsibilities for periods of isolation.
- offers of and requests for assistance – the ability to coordinate, support and facilitate those requests .
- funding advice and relevant funding programs, for example the Disaster Recovery Funding Arrangements (DRFA).
- local supplier contacts who can assist in providing goods and services
- planned approaches for exercising the logistics capability and for capturing lessons
- planned approaches for identifying resource and community needs.

4.4.7.1 Emergency relief

Emergency relief is the provision and management of emergency supplies and services in support of disaster operations.

4.4.7.2 Resupply operations

Resupply is the response from the Queensland Government to ensure that essential goods remain available to communities, impacted by disaster and/or isolation. Normal retail arrangements are utilised, but the additional costs for transportation are not passed on to the retailer or consumer.

Further information on resupply can be found in the [Resupply Manual](#).

4.4.7.3 Council to council arrangements

The Council 2 Council Support Program (C2C) aims to support councils in the coordination of the deployment of local government resources during times of need, connecting impacted councils with offers of assistance from unaffected councils.

Requests for C2C support are made to and facilitated by the Local Government Association of Queensland.

4.4.8 Offers of assistance

Offers of assistance are categorised as:

- Financial donations which may be offered spontaneously or in response to an appeal
- Volunteers – individuals, groups or organisations that offer to assist a disaster affected community
- Goods and services – solicited or unsolicited goods and services offered by members of the public, community, businesses, organisations and corporate entities to support individuals and communities following disaster events
- Corporate donations may include money, volunteers and goods and services.

Further information can be found in the [Offers of Assistance Manual](#).

4.4.8.1 Volunteers

Community members are renowned for becoming first responders in a disaster event.

This is known as emergent community response and recovery, or community mobilisation, and usually consists of friends, families and neighbours volunteering to help themselves and others through their interpersonal relationships and their socioeconomic connections.

This scenario of ‘people helping people’ who know and trust each other does not require formal coordination processes.

People involved in community mobilisation do require clear communication about the disaster event and support services available along with the rest of the community.

Community mobilisation aside, two primary types of volunteers offer their time and skills during an event:

- Trained volunteers – individuals formally affiliated with an emergency service organisation or NGO (e.g. QFD, SES and Rural Fire Service, Salvation Army and service clubs) and act under their respective organisations’ direction and authority.

- Spontaneous volunteers – individuals or groups who are not skilled or trained to perform specific roles in disasters, are often not affiliated with an emergency or community organisation, but are motivated to help.

4.4.8.2 Donations of goods and services

Offers of goods and services can be self-managed by an LDMG or outsourced to a nominated service delivery entity, such as GIVIT.

4.4.8.3 Corporate donations

Corporate offers of assistance may comprise any or all of types of offers of assistance and are usually larger in size.

Corporate offers should not be accepted by a government agency.

5 Response



5.1 Response arrangements

Section 4A(a)(iii) of the [Disaster Management Act 2003](#) explains the guiding principle of response as 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.

5.1.1 Disaster operations

Disaster operations is defined in section 15 of the [Disaster Management Act 2003](#) “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.”

Disaster operations includes activities that are considered disaster response and disaster recovery activities. The transition between these activities is not linear.

Activation of response or recovery operations occurs when there is a need to:

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

Activation does not necessarily mean disaster management groups must be convened but may entail providing information to members of those groups about the risks associated with a pending hazard impact.

The decision to activate disaster management arrangements, including the disaster management groups and/or disaster coordination centres, depends on multiple factors including the perceived level of impact to the community.

Activation of response and recovery arrangements should occur in accordance with the activation processes detailed in the relevant plan.

Figure 5.1 below demonstrates the correlation between disaster response and recovery phases, levels of activation and stages of operations during a disaster operation. Further detail can be found in [Appendix B](#).

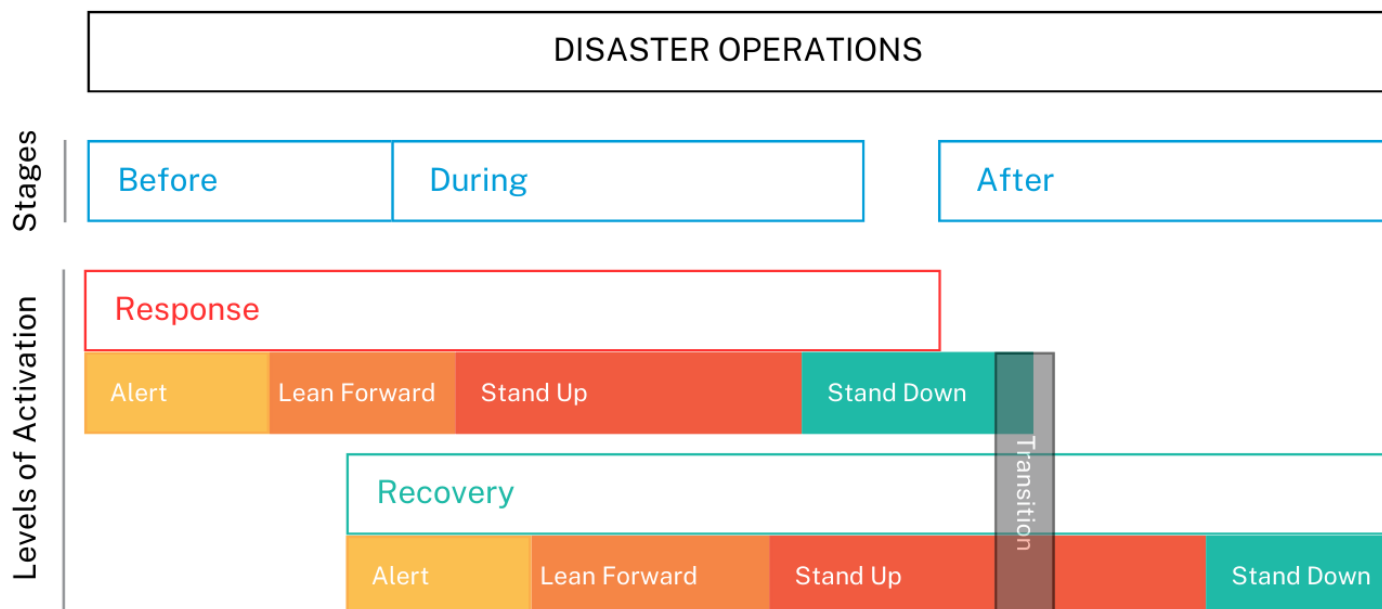


FIGURE 5.1
Correlation between disaster response and recovery phases

5.1.2 Activation of local response

Timely activation of the LDMG is critical for an effective response to a disaster event. The decision to activate depends on several factors, including the perceived level of impact to the community.

The activation of the LDMG does not rely or depend on the declaration of a disaster situation or the activation of the disaster recovery funding arrangements.

5.1.3 Activation of district response

The DDC is responsible for activating the DDMG. This may occur following consultation with one or more of the following:

- the Chairperson of an affected LDMG
- members of the DDMG.

The DDC should determine when, and to what extent, the DDMG should activate and may bypass initial levels of activation where appropriate to the event.

The activation of the DDMG does not rely or depend on the declaration of a disaster situation or the activation of disaster financial assistance arrangements.

5.1.4 Activation of State response

The state response (QDMC, SDM Group, SDCG or activation of the SDCC) will occur where there is a potential for the event to have ramifications for the State broadly, or there is an anticipated need to provide support to activated LDMGs or DDMGs).

The activation of the QDMC does not rely or depend on the declaration of a disaster situation or the activation of disaster financial assistance arrangements.

5.1.4.1 Activation of Australian Government Non-Financial Assistance

Queensland has the responsibility for coordinating and planning the response to, and recovery from, a disaster within its borders. When the total resources (government, community and commercial) of Queensland cannot reasonably cope with the needs of the event, non-financial assistance can be sought from the Australian Government under the Australian Government Disaster Response Plan (COMDISPLAN).

5.1.4.2 Defence Assistance to the civil community

In accordance with the National Defence Strategy 2024 (NDS24), the Australian Defence Force (ADF) is to be the force of last resort for crisis response. The ADF may provide assistance in response to a disaster event, following a request for Defence Assistance to the Civil Community (DACC).

The principle applied to the provision of emergency DACC is that State and Territory governments are primarily responsible for combating disasters, using available paid and volunteer services, and commercially available resources.

Requests for local, time-sensitive emergency Defence assistance where life, persons, animals or property is threatened, can be made directly to a local Commander.

Requests for large scale or long-term military assistance are made via the request for assistance process to the State Disaster Coordination Centre (SDCC). These requests are considered by the State Disaster Coordinator and upon approval, are forwarded to the Attorney-General for consideration by NEMA.

Further information on the DACC process can be found in the [Defence Assistance to the Civil Community Initiative](#).

5.2 Hazard specific activations

Where a disaster event requires the activation of hazard specific arrangements based on the lead agency's legislated and/or technical capability and authority, the broader disaster management arrangements may be activated to provide coordinated support to the hazard specific arrangements (e.g. electricity emergency, dam safety incident).

5.3 Disaster Coordination Centres

The effective management of any disaster or emergency requires strong cooperation, coordination, consultation, collaboration and shared responsibility between individuals, agencies, and the community. Disaster coordination centres ensure disaster operations are coordinated in the most expedient and efficient manner.

5.3.1 Local Disaster Coordination Centres

The LDCC is managed by the local government, staffed by local government employees, and supported by agency liaison officers from the LDMG membership. The LDCC should have the capability to manage and coordinate resources, information and reporting, and pass requests for assistance to the DDCC.

5.3.2 District Disaster Coordination Centres

QPS manages DDCCs. The centres are typically staffed by QPS employees and supported by agency liaison officers from the DDMG membership. The DDCC coordinates the provision of:

- State government support to LDMGs
- resources between LDMGs within the district
- information to the SDCC and LDCCs.

5.3.3 State Disaster Coordination Centre

The SDCC supports the QDMC, SDM Group SDCG and SDC through the coordination of the State level operational response during disaster operations. The SDCC also ensures information about an event and associated disaster operations is disseminated to all levels within the QDMA.

During disaster response operations, the SDCC is the interface with the Australian Government and other states and territories, coordinating requests for support to DDMGs and LDMGs.

5.4 Declaration of a disaster situation

Disaster Declarations can be made or extended by the DDC on approval of the Minister responsible for the [Disaster Management Act 2003](#) in accordance with section 64, 67 and 67A of the [Disaster Management Act 2003](#).

The Minister responsible for the [Disaster Management Act 2003](#) and Premier can also make or extend a disaster declaration in accordance with sections 69, 72 and 72A of the [Disaster Management Act 2003](#).

A disaster declaration is ended in accordance with sections 68 and 73 of the [Disaster Management Act 2003](#).

The declaration of a disaster situation provides additional powers (section 77 and 78 of the [Disaster Management Act 2003](#)) to the DDC or declared disaster officers (section 75 of the [Disaster Management Act 2003](#)).

A disaster situation can only be declared if a disaster has happened, is happening or is likely to happen and it is necessary or reasonably likely to be necessary to exercise declared powers to prevent or minimise:

- loss of human life
- illness or injury to humans
- property loss or damage
- damage to the environment.

It is not necessary to declare a disaster situation to activate the disaster management arrangements or to obtain financial assistance through the disaster recovery funding arrangements.

5.5 Communications and systems for public information and warnings

Queensland uses warnings to enable communities and individuals to act in an effective manner, in relation to hazards that may arise. Further detail on issuing warnings can be found in the [Queensland Warnings Manual](#).

5.5.1 Media management during disaster operations

To ensure the release of appropriate, reliable and consistent information:

- each disaster management group's spokesperson should be approved by the group's Chairperson
- other key spokespeople should be senior representatives of the agencies involved in the event
- hold joint media conferences where geographically feasible
- coordinate media conferences and announcements to avoid conflicts between state, district or local statements

- carefully check statistics before they are used in media releases or reporting
- restrict commentary to the spokespersons' area of responsibility.

5.6 Evacuation

Evacuation focuses on the movement of people from an unsafe or potentially unsafe location to a safer location and their eventual return home.

5.6.1 Decision to evacuate

Decision makers analyse event specific information and intelligence to make an assessment on the necessity to evacuate exposed persons. A person can choose to self-evacuate prior to an announcement of either a LDMG coordinated recommended voluntary evacuation or a DDC directed evacuation.

5.6.2 Warning

An evacuation warning is a message that informs and enables individuals and communities to take appropriate action in response to an impending hazard.

5.6.3 Withdrawal

The process of withdrawal involves the physical and coordinated movement of exposed people to safer locations. Planning for withdrawal should take into account:

- evacuation routes (including assembly points and signage)
- traffic management
- transport
- security.

Some community members and groups will require assisted withdrawal. The process for their withdrawal should be documented in and LDMG evacuation sub-plan.

5.6.4 Shelter

The LDMG will identify and activate the most appropriate evacuation facility relative to the type of event and convey this to the local community within warning messages.

Where a hazard may be threatening to impact on a community and an evacuation is not directed, people are responsible for deciding whether to shelter in place or find alternative accommodation away from the exposed area.

More information about sheltering is in section 4.4.6, or see the Evacuation: Responsibilities, Arrangements and Management Manual

The community will expect some form of evacuation facility and/or safer location to be provided if they are directed to evacuate from an unsafe area through an evacuation order.

5.6.5 Return

The return process may include:

- return to the area by emergency services and work teams only
- partial return to only some areas of the evacuated area
- temporary return during daylight hours only.

5.7 Cross Border Arrangements

When a disaster management group requires logistics support and/or resources to meet operational requirements that are beyond local or district capacity and capability, they must seek assistance through a formal request to the next relevant level (e.g. local to district or district to state).

Administrative boundaries may unnecessarily separate resources from impacted communities. Accordingly, disaster management plans should detail all resources located within the area, irrespective of administrative boundaries. This may include neighbouring DDMGs and non-disaster affected LDMGs.

Any proposed cross boundary arrangements should be acknowledged through the relevant planning processes and documented within the disaster management plan, along with strategies for prioritising the allocation of support and resources.

The SDCC should be advised prior to the cross boundary arrangements being implemented, to assist the state-wide coordination of resources. Additionally, the Cross Border Commissioner has a focus on improving the experience and liability of Queensland's cross-border communities with other States and Territories, including building disaster management capability within these communities.

5.8 Requests for Assistance

Local governments have primary responsibility to manage a disaster in their area. If a local government identifies gaps in their capacity or capability to manage a disaster and requires additional resources to manage an event, they can request support through a formal Request for Assistance (RFA) that will be actioned by the next relevant level (e.g. local to district, district to state, and state to the Australian Government via the National Emergency Management Agency [NEMA]). Further information on the RFA process can be found in the Request for Assistance Manual.

5.9 Emergency Relief

Emergency relief is the provision and management of emergency supplies and services to support disaster operations. It is best delivered by a logistics cell or capability at either the local, district or state disaster coordination centre, depending on the specific situation.

The goods or resources required to support emergency relief are generally provided through the RFA process.

- The escalation of requests from local to district to state should not be a strategy to shift financial risk. Uncertainty at the local level about request or resource eligibility under the DRFA, should be addressed with the responsible Emergency Management Coordinator or Queensland Reconstruction Authority liaison officer.
- Supplies should first be sought locally, using the local emergency supply register developed as part of the LDMP.

5.10 Resupply operations

When isolation occurs, the Queensland Government may need to initiate resupply operations to provide essential items for impacted communities.

There are three types of resupply operations undertaken in Queensland:

- resupply of isolated communities
- isolated rural property resupply
- resupply of stranded persons.

Further information on resupply can be found in the [Resupply Manual](#).

5.11 Financial management

The inherent nature of disaster events typically means finance operations must be conducted within compressed time constraints and other operational pressures, necessitating the use of non-routine procedures.

Despite this, the requirement for sound financial management and accountability does not diminish. Agencies must ensure they adhere to relevant legislation, policies, and procedures.

Disaster funding arrangements are outlined in the [Queensland Disaster Funding Guidelines 2021](#) and explain Queensland's two disaster relief and recovery arrangements: the [Disaster Recovery Funding Arrangements \(DRFA\)](#) and the [State Disaster Relief Arrangements \(SDRA\)](#).

5.12 Reporting

5.12.1 Operational reporting

Situational awareness at all levels of the QDMA enables informed operational decision making. Situational awareness is provided by specific event reporting procedures activated during disaster management operations.

A situational report (sitrep) is brief, updated regularly and outlines the details of the disaster, requirements and the responses undertaken.

Liaison Officers are required to report on the status of their agency's involvement in disaster operations by meeting the reporting requirements of both the disaster coordination centre and their agency.

5.12.2 Local

During a disaster event, the LDMG, through the operation of the LDCC, is responsible for the preparation and distribution of sitreps.

LDCC will need to be appropriately staffed to compile the sitrep.

If an event is contained within a LGA, the DDC may request LDMG sitreps to monitor and assess the situation. The nature of the disaster and the involvement of the DDMG will determine the timings, complexity, and format of the sitrep for a given event.

5.12.3 District

The district level has adopted a system of live reporting during a disaster event, recorded directly into the Disaster Incident Event Management System (DIEMS) and therefore no longer produces a standardised sitrep. DIEMS is monitored by the SDCC and relevant information is included in the state level reporting.

The DDCC will need to ensure sitreps are received from activated/affected LDMGs to inform district operational response and forward planning.

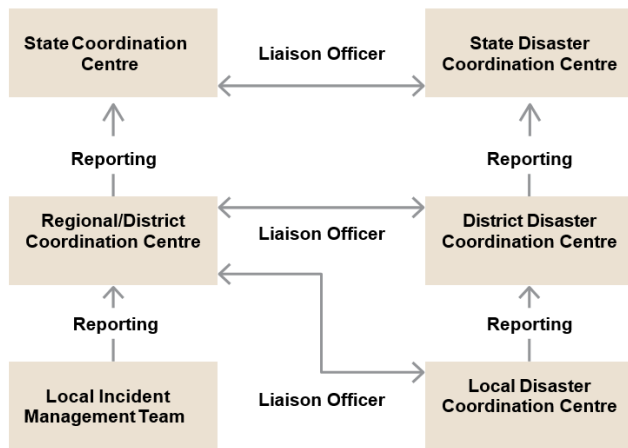


FIGURE 5.2
Reporting Structure

5.12.4 State

During a disaster event, state level reports are prepared and distributed by the SDCC as:

- state update – provides an overall situational awareness to a wide audience (e.g. LDMGs and DDMGs).
- key messages – produced for use as speaking points by government personnel, Ministers and the Premier.

5.12.5 Tasking log

A tasking log to record actions and the responsible agency or officer should be used during a disaster event. The log will be used by the LDC or, in larger operations, the Tasking or Operations Officer in the LDCC.

A tasking log may contain details of:

- the specific operational task to be undertaken
- the date and time of commencement of the task
- the agency and responsible officer to which the task has been delegated
- relevant contact details
- the date and time of completion of the task
- actions taken and contextual comments.

The use of a tasking log helps to ensure, during busy and challenging times, that planned actions have been executed and documented. Tasking logs should be treated as official records and stored and archived appropriately to provide information to any post-event review.

Debrief

A debrief must be organised at the conclusion of response operations for the local, district and State levels. Debriefs can take varying forms and have different purposes. When conducting debriefs employee wellbeing should be considered and information about employee assistance programs provided to participants.

5.12.6 Hot debrief

A hot debrief is conducted immediately after response operations conclude or at the end of a shift. Participants share their feedback while their response experiences are fresh. For lengthy response operations, multiple hot briefs may be conducted at suitable intervals to identify issues and develop solutions for immediate implementation.

5.12.7 Post event debrief

A post-event debrief is conducted days or weeks after a response operation concludes, when participants have had time to reflect on and consider the effectiveness of the operation.

5.13 Disaster management systems

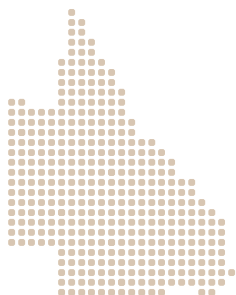
Collaboration and interoperability are essential foundations for effective disaster management. Consideration should be given to establishing systems, procedures and processes that ensure a continuous flow of accurate, critical, up-to-date, and relevant information between key stakeholders across all levels of Queensland's disaster management arrangements.

Information, communication and technology policies, standards and guidelines can be accessed on the [Queensland Government information and communication](#) technology site.

The key event management systems used in Queensland to provide platforms for information sharing and situational awareness include:

- Guardian Control Centre (Guardian) which is predominantly used at the local level
- Disaster Incident and Event Management System (DIEMS) which is used at the district level
- Event Management System (EMS) which is used at the State level.

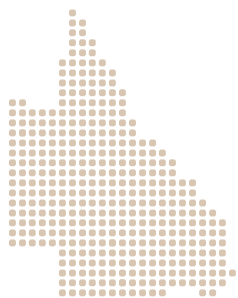
6 Recovery



The Queensland Reconstruction Authority (QRA) is the lead agency responsible for disaster recovery in Queensland.

Queensland's approach to recovery is outlined in the [Queensland Recovery Plan](#).

7 Financial arrangements



7.1 Overview

Multiple financial arrangements and funding programs are available to assist State and local governments, businesses, primary producers, and NGOs to prevent, prepare for, respond to, and recover from, disaster events.

When seeking funding, all state and local government agencies must meet the specific requirements of the particular funding program.

Disaster funding arrangements are outlined in the [Queensland Disaster Funding Guidelines 2021](#) and two disaster relief and recovery arrangements: the [Disaster Recovery Funding Arrangements](#) (DRFA) and the [State Disaster Relief Arrangements](#) (SDRA).

7.2 Governance

State and local government agencies must have an appropriate governance framework in place when managing disasters to enable them to perform their functions efficiently and effectively, while meeting their responsibilities and obligations.

Government bodies should also observe the core governance principles of:

- transparency
- accountability
- integrity, including the resolution of potential and actual conflicts of interest with selflessness and objectivity in the public interest
- due diligence
- economy, efficiency, and effectiveness.

Local governments must also align with the [Local Government Act 2009](#) with Brisbane City Council aligning to the [City of Brisbane Act 2010](#).

7.3 Procurement policy

Even during a disaster, any expenditure agencies incur must be in accordance with their procurement policy and the requirements detailed in the relevant funding program. When procuring goods or services local governments must align with the [Local Government Act 2009](#) and the [Local Government Regulation 2012](#) and their own council procurement policy.

The [Local Government Regulation 2012](#) Chapter 6, 235(c) states a local government may enter into a medium-sized contractual arrangement or large-sized contractual arrangement without first inviting written quotes or tenders if a genuine emergency exists. A disaster situation meets this exception. If expenditure is in breach of the agency's procurement standards, then reimbursement of these costs should not be sought under the funding program. State government agencies must comply with the Queensland Procurement Policy.

7.4 Financial accountability

During disaster events, state government agencies and local governments must comply with the [Financial Accountability Act 2009](#) and other relevant acts as appropriate.

8 Supporting Materials

Resource

[Australian Institute for Disaster Resilience Lessons Management Handbook](#)
[Chief Executive Administrative Arrangements](#)
[City of Brisbane Act 2010](#)
[Coordinating Public Information in a Crisis](#)
[Defence Assistance to the Civil Community Initiative](#)
[Disaster Management Act 2003](#)
[Disaster Recovery Funding Arrangements \(DRFA\)](#)
[Disaster Management Regulation 2014](#)
[Emergency Management Assurance Framework](#)
[Emergency Management Sector Adaption Plan for Climate Change](#)
[Evacuation, Responsibilities, Arrangements and Management Manual](#)
[Financial Accountability Act 2009](#)
[Get Ready Queensland](#)
[GIVIT Disaster and Emergency Recovery Service](#)
[Information access and use policy \(IS33\)](#)
[Information access and use policy guideline](#)
[Information governance policy](#)
[Interim Queensland State Disaster Management Plan 2024-25](#)
[Local Government Act 2009](#)
[Local Government Planning Instruments](#)
[Local Government Regulation 2012](#)
[Managing Offers of Assistance Manual](#)
[National Emergency Risk Assessment Guidelines \(NERAG\)](#)
[National Guidelines for Managing Donated Goods](#)
[National Strategy for Disaster Resilience](#)
[Planning Act 2016](#)
[Resupply Manual](#)
[Public Safety Preservation Act \(1986\)](#)
[Sendai Framework for Disaster Risk Reduction](#)
[Standard for Disaster Management in Queensland](#)
[State Disaster Relief Arrangements](#)
[State Planning Policy 2017](#)
[Queensland Climate Adaptation Strategy \(Q-CAS\)](#)
[Queensland Development Code](#)
[Queensland Disaster Funding Guidelines 2021](#)
[Queensland Disaster Management Strategic Policy Statement](#)
[Queensland Disaster Management Training Framework \(QDMTF\)](#)
[Queensland Emergency Risk Management Framework](#)
[Queensland Government Information and Communication Technology](#)
[Queensland Reconstruction Authority Act 2011](#)
[Queensland Recovery Plan](#)
[Queensland Strategy for Disaster Resilience 2022 - 2027](#)
[Queensland Warnings Manual](#)
[State Disaster Relief Arrangements \(SDRA\)](#)

Resource

[State Disaster Risk Report \(2023\)](#)

Guideline Supporting Materials

Manuals

[Disaster Management Group Business and Meetings Manual](#)
[District Disaster Management Group Responsibilities Manual](#)
[Local Disaster Management Group Responsibilities Manual](#)
[Managing Offers of Assistance Manual](#)
[Resupply Manual](#)
[Evacuation: Responsibilities, Arrangements and Management Manual](#)
[Queensland Warnings Manual](#)

Reference Guides

[Request for Assistance Reference Guide](#)

Forms

[Emergency Alert Request](#)
[Request for Assistance](#)
[Resupply Request](#)
[DM1 Direction about the exercise of powers under other Acts during a disaster situation](#)
[DM2 Declaration of a disaster situation – district level](#)
[DM3A Extension of a disaster situation by regulation – district level](#)
[DM3B Extension of a disaster situation by declaration of Premier and Minister – district level](#)
[DM4 Request to end a disaster situation – district level](#)
[DM5 Declaration of a disaster situation – State level](#)
[DM6A Extension of a disaster situation by regulation – State level](#)
[DM6B Extension of a disaster situation by declaration of the Premier and Minister - State level](#)
[DM7 Request to end a disaster situation – State level](#)
[DM8 Authorisation for a person, category of persons, or class of persons to exercise declared disaster powers](#)
[DM9 Notice to remove, dismantle, demolish or destroy a building or other structure in a disaster situation](#)
[DM10 Notice of a direction about property](#)
[DM11 Authorisation of persons to exercise rescue powers](#)
[DM12 Application for compensation](#)
[DM13A Authorisation to appoint a deputy LDMG DDMG](#)
[DM13B Authorisation to appoint a deputy official to the Queensland Disaster Management Committee/Notice to the appointed deputy official](#)
[DM 14 Notice about deemed approvals under *Planning Act 2016*](#)

Templates

[Notice of Local Disaster Management Group \(LDMG\) Executive Appointment Template](#)
[Notice of Agency Representative for a Local Disaster Management Group \(LDMG\) or District Disaster Management Group \(DDMG\) Template](#)
[Notice of Appointment as Local Disaster Management Group \(LDMG\) Member Template](#)
[Notice of Appointment as District Disaster Management Group \(DDMG\) Member Template](#)
[Notice of Local Government Appointment to District Disaster Management Group \(DDMG\) Template](#)
[Annual Notice of Local Disaster Management Group \(LDMG\) membership Template](#)
[Establishment of a Temporary Disaster District Management Group \(TDDMG\) Membership Template](#)
[Ministerial Approval to Combine Local Disaster Management Groups \(LDMG\) Form](#)
[LDMG Generic LDMG Terms of Reference Template](#)
[Meeting Attendance Template](#)
[Register of contact details Template](#)
[Progressive Meeting Attendance Template](#)
[Meeting Minutes Template](#)
[Flying Minute Template](#)
[Member Status Report Template](#)
[Meeting Briefing Template](#)
[Meeting Checklist Template](#)
[Meeting Agenda Template](#)

Guideline Supporting Materials

Resolution Register Template
Correspondence Register Template
LDMG Annual Disaster Management Status Report Template
Member Contact Details Template
LDMG LDMP Legislative Checklist
DDMG DDMP Legislative Checklist
DDMG Generic DDMG Terms of Reference
DDMG Annual Report Template
LDCC Situation Report

9 Glossary

TERM	DEFINITION
Activation	The commencement of a process or activity in response to a trigger. An activation is not a declaration, nor is it dependent on the declaration of a disaster situation (see definition of declaration). For example, activation of Queensland Disaster Relief and Recovery Arrangements relief measure.
Adaptation	Climate adaptation refers to the actions of governments, businesses, communities and individuals to reduce the negative impacts of climate change, or to take advantage of emerging opportunities. Successful adaptation to climate change is a proactive and long-term process.
Alert	A level of activation: a heightened level of vigilance due to the possibility of an event in the area of responsibility. Some action may be required. The situation should be monitored by someone capable of assessing the potential threat.
All Hazards Approach	This approach assumes that the functions and activities applicable to one hazard are most likely applicable to a range of hazards and consequently, a disaster management plan captures the functions and activities applicable to all hazards.
Annual Report	A written report described under s44 of the <i>Disaster Management Act 2003</i> , prepared by the state group about disaster management in Queensland.
Assembly Point	A designated location specifically selected as a point which is not anticipated to be adversely affected by a hazard.
Campaign	A single approved message sent to telephone numbers through Emergency Alert in response to an event.
Campaign Area	The geographical area where Campaigns will be sent.
Capability	The ability to achieve a desired effect in a specific environment/context.
Capacity	The combination of all the strengths, attributes, and resources available within an organisation, community or society to manage and reduce disaster risks and strengthen resilience. Capacity may include infrastructure, institutions, human knowledge and skills, and collective attributes such as social relationships, leadership, and management.
Chairperson	The person appointed under the <i>Disaster Management Act 2003</i> as the Chairperson of a disaster management group.
Chief Executive	The chief executive of the department, as referred to in s16A of the <i>Disaster Management Act 2003</i> , currently the Police Commissioner.
Chief Executive Officer	Queensland Government Departments are led by Directors-General, who are effectively the Chief Executive Officers.
Climate	Relates to the average weather over a period of months, or over thousands or millions of years.
Climate risk	The potential for adverse consequences on lives, livelihoods, health, ecosystems and species, economic, social and cultural assets, services (including environmental services) and infrastructure.
Common Alerting Protocol	Provides a digital message format for all types of alerts and notifications and can be used for Emergency Alert messages.
Community	A group with a commonality of association and generally defined by location, shared experience, or function. A social group which has a number of things in common, such as shared experience, locality, culture, heritage, language, ethnicity, pastimes, occupation, workplace, etc.
Community Mobilisation	When Community members provide self-activated, uncoordinated emergent community response and recovery in a disaster event (e.g. friends, families and neighbours volunteering to help themselves and others through their interpersonal relationships and their socioeconomic connections).

TERM	DEFINITION
Community Resilience	The ongoing and developing capacity of the community to account for its vulnerabilities and develop capabilities that aid that community in preventing, withstanding and mitigating the stress of a natural disaster event; recovering in a way that restores the community to a state of self-sufficiency and at least the same level of functioning after a natural disaster event; and using knowledge from a past response to strengthen the community's ability to withstand the next disaster event.
Comprehensive Approach	The development of emergency and disaster arrangements to embrace the aspects of prevention, preparedness, response and recovery (PPRR). PPRR as aspects of emergency management, not sequential phases.
Consequence	The outcome or impact of an event and may be expressed qualitatively or quantitatively. There can be more than one consequence from an event. Consequences are generally described as the effects on people, society, the environment and the economy. (Geoscience Australia).
Contingency Plan	A plan developed to assist with managing a gap in capability to ensure services are maintained. This plan describes organised and coordinated courses of action with clearly identified institutional roles and resources, information processes and operational arrangements for specific actions at times of need. Contingency planning can be done as deliberate planning or immediate planning as it seeks to address gaps on an as needs basis.
Coordination	The bringing together of organisations to ensure effective disaster management before, during and after an event. It is primarily concerned with systematic acquisition and application of resources (people, material, equipment, etc.) in accordance with priorities set by disaster management groups. Coordination operates horizontally across organisations and agencies.
Coordination Centre	A centre established at state, district or local government level as a centre of communication and coordination during times of disaster operations.
Council to Council	A streamlined method for providing assistance from one local government group to another within Queensland's disaster management arrangements.
Critical infrastructure	The physical structures, facilities, networks and other assets which provide services that are essential to the social and economic functioning of a community or society.
Damage Assessment	The process of collecting quantifiable data that enables the assessment of the impact of an event. Data collected could be used to inform Impact Assessments.
Impact Assessment	The analysis of the consequences of an event, including psychosocial (emotional and social), economic, natural and built environment.
Debrief	A meeting at the end of an operation with the purpose of assessing the conduct or results of an operation.
Declaration of a Disaster Situation	The formal procedure to enable declared disaster powers under the <i>Disaster Management Act 2003</i> (s64-s69) as required. Specific powers may be used to prevent or minimise loss of life, injury or damage.
Declaration of an Emergency Situation	An emergency situation declared under the <i>Public Safety Preservations Act 1986</i> (s5).
Declared area	For a disaster situation declared under s64(l) of the <i>Disaster Management Act 2003</i> – the disaster district, or the part of the disaster district, for which the disaster situation is declared; or For a disaster situation declared under s69 of the <i>Disaster Management Act 2003</i> – the state or, if the disaster situation is declared for a part of the state, the part.
Declared Disaster Officer	For a disaster situation, means: <ul style="list-style-type: none"> • a police officer; or • a person authorised under s75(l) of the <i>Disaster Management Act 2003</i> to exercise declared disaster powers for the disaster situation.
Declared disaster powers	Means the powers of a district disaster coordinator or a declared disaster officer under s77 and s78 of the <i>Disaster Management Act 2003</i> .
Defence Assistance to the Civil Community	Emergency defence assistance provided by the Australian Government where a disaster is actually or potentially of such a magnitude that state or territory resources are inadequate, unavailable or unable to be mobilised quickly.
Deliberate Planning	A process to develop plans prior to events or situations which may require a disaster response and recovery, to enable an organised and coordinated approach to the required response and recovery.
Deputy Chairperson	The person appointed under the <i>Disaster Management Act 2003</i> as the Deputy Chairperson of a disaster management group.
Diagram	Illustrates diagrammatically how a function or operation should occur e.g. process diagram.

TERM	DEFINITION
Directed Evacuation	Also known as compulsory evacuation is where a relevant government agency has exercised a legislated power that requires people to evacuate. A directed evacuation under the Act requires the declaration of a disaster situation. A DDC may declare a disaster situation which requires the approval of the Minister responsible for the <i>Disaster Management Act 2003</i> and must be made in accordance with section 65 of the Act. During a disaster situation, the DDC and Declared Disaster Officers are provided with additional powers under sections 77-78 of the Act. These powers may be required to give effect to a directed evacuation. A LDC, as part of the LDMG, may make a recommendation to a DDC that a directed evacuation is required, based on their situational awareness in preparation for an imminent disaster. However, as the LDMG/LDC has no legislative power to effect a directed evacuation, the responsibility for authorising a directed evacuation remains with the DDC. When an evacuation is directed, general advice and direction will be provided in relation to timings, places of shelter, location and preferred evacuation routes.
Disaster	A serious disruption in a community, caused by the impact of an event, that requires a significant coordinated response by the state and other entities to help the community recover from the disruption.
Disaster District	A defined area referred to as a 'Disaster District', each district comprises one or more local government areas. Each Disaster District is established to provide disaster management and operations support to its associated local government area/s.
Disaster Management	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.
Disaster Management Group	Means the state group, a district group or a local group.
Disaster Management Plan	The state group, district groups and local groups must prepare a plan (State Disaster Management Plan, District Disaster Management Plan and Local Disaster Management Plan) for disaster management in the state, disaster district and local government's area respectively.
Disaster Management Stakeholder	Any individual, group, corporation, business, organisation, agency, who may affect or be affected by a decision, activity or outcome of disasters or hazards and the approach to prevention, preparedness, response or recovery phases.
Disaster Management Sub-plan	An appendix to a Disaster Management Plan, Sub-plans provide further detailed arrangements, methods and protocols relating to particular supporting activities undertaken by the disaster management groups and their member agencies.
Disaster Management System	The Queensland's disaster management system refers to the legislation, regulations, plans, standards, policies, technology systems, guidelines and associated publications in place to facilitate effective disaster management across the four phases of prevention, preparedness, response and recovery.
Disaster Management Website	A platform for the Queensland Government to make disaster management information publicly available (e.g. DM Guideline, Strategic policy Statement).
Disaster operations	Activities undertaken before, during or after an event happens to help reduce loss of human life, illness or injury to humans, property loss or damage, or damage to the environment, including, for example, activities to mitigate the adverse effects of an event.
Disaster Recovery Operations	The phase of disaster operations that relates to recovering from a disaster.
Disaster Resilience	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.
Disaster Response Capability	A 'disaster response capability' for local government means the ability to provide equipment and a suitable number of persons, using the resources available, to effectively manage or help another entity to manage an emergency situation or a disaster in the local government area.
Disaster Response Operations	Disaster response operations means the phase of disaster operations that relates to responding to a disaster.
Disaster Risk Reduction	Disaster risk reduction is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.
Disaster Situation	Means a disaster situation declared under s64(1) by the district disaster coordinator with the approval of the Minister or by the Minister or Premier s69 of the <i>Disaster Management Act 2003</i> .
District Disaster Coordinator	The chairperson of a district group is also the district disaster coordinator of the district group. The function of the district disaster coordinator is to coordinate disaster operations in the disaster district for the group.
District Disaster Management Group	The group established under s22 of the <i>Disaster Management Act 2003</i> . The DDMG Provides whole-of-government planning and coordination capacity to support local governments in disaster management and operations.
District Disaster Management Plan	A plan prepared under s53 of the <i>Disaster Management Act 2003</i> that documents planning and resource management to counter the effects of a disaster within the disaster district.

TERM	DEFINITION
District Executive Officer	The Police Commissioner is to appoint a person as the executive officer of the district group. The function of the executive officer of a district group is to support the group in the performance of its function, as directed by the chairperson of the district group.
District Recovery Group	A district recovery group may be established by the DDMG to identify and prioritise their objectives in rebuilding and reconnecting after disaster across the impacted district.
Emergency Alert	A national telephone warning system that provides Australian emergency authorities with an enhanced ability to warn the community in the event of an emergency. The warning system is another tool available for organisations to issue emergency warnings. Emergency Alerts will be issued via landline and mobile telephones.
Emergency Alert Campaign	A single approved message sent to telephone numbers in response to an event.
Emergency Management	Emergency management is also used, sometimes interchangeably, with the term disaster management, particularly in the context of biological and technological hazards and for health emergencies. While there is a large degree of overlap, an emergency can also relate to hazardous events that do not result in the serious disruption of the functioning of a community or society.
Emergency Supply	Emergency supply is the acquisition of items and resources to assist in the protection of the community or its assets in the preparation for a disaster, or during the immediate aftermath of a disaster with the provision of resources that the Local Disaster Management Group is not able to secure through its established logistics sub-plan.
Essential Goods	<p>Essential goods' are considered to include:</p> <ul style="list-style-type: none"> • Basic foodstuffs – preferably either dried or tinned or otherwise packaged to last 'on the shelf' without special storage requirements by the isolated communities • Basic cleaners, disinfectants and the like to enable communities to maintain adequate hygiene practices (subject to clearance by the carrying agency) • Baby foods, formula feeds for babies and nappies (the use of cloth nappies instead of 'packaged' nappies should be encouraged wherever possible) • Foodstuffs other than above to meet special dietary requirements (on certification by an appropriate medical authority) • Medicines and medical supplies, water purification tablets/treatments (subject to clearance by the carrying agency) • Dried pet foods (tinned pet food should be obtained prior to isolation) • Fuels (subject to clearance by the carrying agency) for essential motor transport, to keep electrical generators running to provide power for cooking, heating, lighting, refrigeration, water pumps and similar electrically powered appliances used to prepare or preserve food, maintain life, or provide purified water • Aviation fuel (subject to it being used for reconnaissance or to resupply local homesteads) • Batteries (subject to clearance by the carrying agency) for powering transistor radios, or hand held/ portable radio transmitters/receivers • Other goods which, in the opinion of the Deputy Commissioner, Queensland Police Service (on advice from the appropriate authority), are deemed necessary to maintain the physical and/or psychological welfare of the inhabitants of the isolated communities.
Evacuation	The planned movement of persons from an unsafe or potentially unsafe location to a safer location and their eventual return.
Evacuation Centre	A building located beyond a hazard to provide temporary accommodation, food and water until it is safe for evacuees to return to their homes or alternative temporary emergency accommodation.
Evacuation Facilities	<p>Describe a variety of sites which may need to be established to accommodate people during an evacuation. Categories of evacuation facilities comprise:</p> <ul style="list-style-type: none"> • Evacuation centre • Public cyclone shelter • Place of refuge.
Evacuation Route	A designated road, not anticipated to be adversely affected by the hazard, to be used for travel to a safer location.
Evacuation zone	A designated exposed area from which people are evacuated.
Event	<p>An event means any of the following:</p> <ul style="list-style-type: none"> • a cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening • an explosion or fire, a chemical, fuel or oil spill, or a gas leak • an infestation, plague or epidemic • a failure or, or disruption to, an essential service or infrastructure • an attack against the state • another event similar to an event mentioned above • an event may be natural or caused by human acts or omissions.

TERM	DEFINITION
Exercise	A controlled, objective-driven activity used for testing, practising or evaluating processes or capabilities.
Exposed area	An area that has been identified as being at threat from the effects of a hazard.
Exposed Population	The population that inhabit a potentially hazardous area (see exposed area).
Exposure	The elements within a given area that have been, or could be, subject to the impact of a particular hazard. Exposure is also sometimes referred to as the 'elements at risk'.
Form	Operational or legislative forms required to be completed by disaster management stakeholders in order to perform, coordinate or direct a specific operation.
Functional Committee	Functional committees are established to address specific issues associated with the delivery of disaster management functions within their district, based on requirements of the district and the Functional Lead Agency.
Functional Lead Agency	An agency allocated responsibility to prepare for and provide a disaster management function and lead relevant organisations that provide a supporting role.
Functional Plan	A functional plan is developed by lead agencies to address specific planning requirements attached to each function. Although the functional lead agency has primary responsibility, arrangements for the coordination of relevant organisations that play a supporting role are also to be outlined in these plans.
Functional Recovery Group	Five functional recovery groups – Human and Social, Economic, Environment, Building and Roads and Transport, are responsible for supporting the delivery of recovery efforts across impacted communities. The functional recovery groups leverage existing strong partnerships between local and state government to ensure close collaboration and coordination during the management of recovery activities. The functional recovery groups provide a platform to coordinate effort by all agencies involved in recovery, this includes a multi-disciplinary approach to needs analysis, consequence management, community engagement, planning and service delivery.
Geospatial	Relating to or denoting data that is associated with a particular location or that has a geographic component to it. These components can be in the form of coordinates, addresses or postcodes. (Australian Geospatial-Intelligence Organisation).
Handbook	Specifically developed to describe a method to be undertaken in relation to a certain field (e.g. Disaster Management Training Handbook, QEMRF Risk Assessment Handbook).
Hazard	A process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation. (United Nations Office for Disaster Risk Reduction, 2017).
Hazard Specific Plan	A hazard specific plan is developed by a state agency with assigned lead responsibility to address a particular hazard under the State Disaster Management Plan (SDMP).
Hot debrief	A hot debrief is conducted immediately after response operations conclude. Participants share learning points while their response experiences are fresh.
Immediate Planning	A process to develop plans which is event driven and based upon the development of situation awareness by assessing actual or impending event characteristics and projecting the potential impacts and consequences.
Lean Forward	An operational state prior to 'stand up' characterised by a heightened level of situational awareness of a disaster event (either current or impending) and a state of operational readiness. Disaster coordination centres are on standby, prepared but not activated.
Level of risk (or risk level)	Magnitude of a risk, or a combination of risks, expressed in terms of the combination of vulnerability, consequence and their likelihood.
Levels of Activation	<p>The Queensland Disaster Management Arrangements are activated using an escalation model based on the following levels:</p> <ul style="list-style-type: none"> Alert – a heightened level of vigilance due to the possibility of an event in the area of responsibility. Some action may be required and the situation should be monitored by staff capable of assessing and preparing for the potential threat. Lean Forward – an operational state prior to 'stand up' characterised by a heightened level of situational awareness of a disaster event (either current or impending) and a state of operational readiness. Disaster coordination centres are on standby, prepared but not activated. Stand up – the operational state following 'lean forward' whereby resources are mobilised, personnel are activated and operational activities commenced. Disaster coordination centres are activated. Stand down – transition from responding to an event back to normal core business and/or continuance of recovery operations. There is no longer a requirement to respond to the event and the threat is no longer present.
Liaison Officer	A person who liaises between a coordination centre and their home entity (e.g. SDCC and Energex) during disaster operations. Liaison officers communicate and coordinate their activities to achieve the best utilization of resources or services provided to the centre (e.g. provide technical or subject matter expertise, as well as, capability and capacity of their home entity).
Likelihood	The chance of something happening whether defined, measured or determined objectively or subjectively, qualitatively, or quantitatively and described using general terms or mathematically. (Standards Australia/

TERM	DEFINITION
	Standards New Zealand Standard Committee, 2009).
Link	Disaster Management publications currently existing in the disaster management sector that are required to be linked with the Guideline.
Local Disaster Coordinator	The person appointed as the local disaster coordinator under s35 of the Disaster Management Act 2003. The function of the local disaster coordinator is to coordinate disaster operations in the local government area for the local group.
Local Disaster Management Group	The group established under s29 of the <i>Disaster Management Act 2003</i> , in place to support Local Government in the delivery of disaster management services and responsibilities in Preventing, Preparing for, Responding to and Recovering from Disaster events.
Local Disaster Management Plan	A plan prepared under s57 of the <i>Disaster Management Act 2003</i> that documents arrangements to manage disaster planning and operations within the local government area of responsibility.
Local Government Area	A part of Queensland that is governed by a local government.
Local Recovery Coordinator	The Local Disaster Management Group may appoint a Local Recovery Coordinator to coordinate recovery at the local level.
Local Recovery Group	A local recovery group may be established by the Local Disaster Management Group to provide coordination and oversight of functional recovery sub-groups and to identify and prioritise their objectives in rebuilding and reconnecting after a disaster.
Logistics	The range of operational activities concerned with supply, handling, transportation and distribution of materials. Also applicable to the transportation of people.
Manual	Provides additional guidance and describes specific key responsibilities and/or how to manage, coordinate or operate a specific function across PPRR (e.g. Emergency Alert, Resupply, Evacuation etc.).
Map	A diagrammatic representation of an area or location e.g. local or district disaster management group boundary map.
Mitigation	Measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and the environment. (Australian Emergency Management Institute, 2015).
Monitoring	Continual checking, supervising, critically observing or determining the status to identify change from the performance level required or expected. Monitoring can be applied to a risk management framework, risk management process, risk or control. (Australian Emergency Management Institute, 2015).
Natural hazard	Those which are predominantly associated with natural processes and phenomena. (United Nations Office for Disaster Risk Reduction, 2017).
Neighbourhood safer places	A local open space or building where people may gather, as a last resort, to seek shelter from bushfire.
Network	A group or system of interconnected people or things. (Australian Emergency Management Institute, 2015).
Nominated service delivery entity	Identified and assigned organisation that have established resources, capability and capacity to provide support for delivery of goods and services.
Non-Government Organisations	Non-profit making organisation operating at the local, national, or international levels. Distinct from a governmental organisation, having no statutory ties with a national government.
Offers of Assistance	The offering of financial donations, volunteers, goods and services from individuals, corporations, businesses, or organisations.
Operational Plan	An operational plan is a response plan which outlines a problem/concern/vulnerability and identifies the appropriate actions (what? who? how? when?) to address the situation. The operation plan sits within the disaster management plan and is developed after conducting a risk assessment.
Place of Refuge	An alternative or in addition to evacuation where individuals shelter within their homes, workplace or with family/friends if considered safe to do so.
Policy	Provides a deliberate system of principles and statement of intent to guide decisions and achieve rational outcomes.
Preparedness	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.
Prevention	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.
Phases of Disaster Management	Prevention, Preparedness, Response and Recovery.
Prevention, Preparedness, Response and Recovery Disaster Management Guideline	<p>This DM Guideline serves as the 'Guidelines about Disaster Management Plans' as set out in s 63 of the <i>Disaster Management Act 2003</i> and informs the state group, district groups and local governments about matters relating to:</p> <ul style="list-style-type: none"> the preparation of disaster management plans

TERM	DEFINITION
	<ul style="list-style-type: none"> the matters to be included in a disaster management plan other matters about the operation of a district group or local group the Chief Executive considers appropriate having regard to disaster management for the state.
Public cyclone shelter	A building designed, constructed and maintained in accordance with government requirements and provides protection to evacuees during a cyclone.
Queensland's Disaster Management Arrangements	Whole-of-government arrangements to ensure the collaborative and effective coordination of planning, services, information and resources for comprehensive disaster management.
Queensland Disaster Management Committee	The group established under s17 of the <i>Disaster Management Act 2003</i> . To make strategic decisions about Prevention, Preparedness, Response and Recovery for disaster events and to build Queensland's resilience to Disasters.
Queensland Disaster Management Training Framework	Outlines training courses to be undertaken by Queensland disaster management key stakeholder roles to support the effective performance of each identified role, in accordance with s16A(c) of the <i>Disaster Management Act 2003</i> .
Queensland Disaster Recovery Arrangements	Queensland's Disaster Recovery Arrangements comprise a four tiered system: three levels of government – local, state and federal – and an additional state government tier between local and state levels known as disaster districts. These arrangements enable a collaborative approach that brings together all agencies, stakeholders and resources for planning and coordinating the delivery of recovery functions
Recovery	The taking of appropriate measures to recover from an event, including the 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.
Reference Guide	Provides additional considerations and information for disaster management stakeholders to achieve disaster management activities across PPRR.
Relief	Efforts to meet the needs of persons affected by a disaster, to minimise further loss through the provision of immediate shelter and basic human needs.
Residual risk	The risk that remains in unmanaged form, even when effective disaster risk reduction measures are in place, and for which emergency response and recovery capacities must be maintained. (United Nations Office for Disaster Risk Reduction, 2017).
Resilience	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.
Response	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.
Resupply	A response from the Queensland Government to ensure that essential goods remain available through the normal retail arrangements but the high cost of transport is not passed on to the retailer or consumer.
Rural Property	Includes primary producers, outstations and small towns with no retail facilities.
Risk	The concept of risk combines an understanding of the likelihood of a hazardous event occurring with an assessment of its impact represented by interactions between hazards, elements at risk and vulnerability. (Geoscience Australia).
Risk assessment	An approach to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend. (United Nations Office for Disaster Risk Reduction, 2015).
Risk identification	The process of finding, recognising and describing risks. Risk identification involves the identification of risk sources, events, their causes and their potential consequences. Risk identification can involve [the use of] historical data, theoretical analysis, informed and expert opinions and stakeholders' needs. (Australian Emergency Management Institute, 2015).
Risk management	The systematic application of management policies, procedures and practices to the tasks of identifying, analysing, assessing, mitigating and monitoring risk. (Australian Emergency Management Institute, 2015).
Risk management framework	A set of components that provide the foundations and organisational arrangements for designing, implementing, monitoring, reviewing and continually improving risk management throughout the organisation. (Australian Emergency Management Institute, 2015).
Safer Location	<p>A variety of designated locations which are not anticipated to be adversely affected by the hazard. Categories of safer locations comprise:</p> <ul style="list-style-type: none"> Shelter in place Neighbourhood safe places Friends and family Assembly points.
Self-initiated evacuation	This is the self-initiated movement of people to safer places prior to, or in the absence of, official advice or warnings to evacuate. Some people may choose to leave early even in the absence of a hazard but based on a forecast. Safer places may include sheltering with family or friends who may live in a safer building or location. Self-evacuees manage their own withdrawal, including transportation arrangements. People are encouraged to evacuate early if they intend to evacuate.

TERM	DEFINITION
Shelter in place	An alternative or in addition to evacuation where individuals shelter within their homes, workplace or with family/friends if considered safe to do so.
Situational Awareness	Situational awareness or situation awareness is the perception of environmental elements and events with respect to time or space, the comprehension of their meaning, and the projection of their status after some variable has changed, such as time, or some other variable, such as a predetermined event. It is also a field of study concerned with understanding of the environment critical to decision-makers.
Situation Report	A situational report (sitrep) is brief, updated regularly and captures accurate information from the day's operations including a current and forecast situation.
Specific-Purpose Committee	Either permanent or temporary, established under the authority of disaster management groups for specific purposes relating to disaster management.
Spontaneous Volunteers	Individuals or groups who are not skilled or trained to perform specific roles in disasters and are often not affiliated with an emergency or community organisation but are motivated to help.
Stand Down	Transition from responding to an event back to normal core business and/or continuance of recovery operations. There is no longer a requirement to respond to the event and the threat is no longer present.
Stand Up	The operational state following 'lean forward' whereby resources are mobilised, personnel are activated, and operational activities commenced. Disaster coordination centres are activated.
Standard Emergency Warning Signal	A distinctive audio signal that alerts the community to the broadcast of an urgent message relating to a major emergency or disaster. It is intended for use as an alert signal to be played on public media such as radio, television and public address systems.
Standard Operating Procedures	A set of directions detailing what actions could be taken, as well as how, when, by whom and why, for specific events or tasks.
State Disaster Coordination Group	The State Disaster Coordination Group (SDCG) provides support to the role of State Disaster Coordinator (SDC) including coordinating available resources and disaster response operations.
State Disaster Coordinator	A person appointed under s21B of the <i>Disaster Management Act 2003</i> who is responsible for the coordination of disaster response operations for the Queensland Disaster Management Committee.
State Disaster Management Plan	A plan prepared under s49 of the <i>Disaster Management Act 2003</i> that documents planning and resource management for disaster management for the state.
State Recovery Coordinator	A person appointed under s21D of the <i>Disaster Management Act 2003</i> who is responsible for the coordination of disaster recovery operations for the Queensland Disaster Management Committee.
State Recovery Policy and Planning Coordinator	The Chief Executive Officer of the Queensland Reconstruction Authority.
Stranded Persons	Small groups or individuals that are unable to access essential goods due to isolation and are away from their normal residence.
Sub-Groups	Established by a Local Disaster Management Group, in a permanent or temporary capacity as required, to assist the group with its business (e.g. Evacuation Project Team, Local Recovery Group).
Template	Provided to assist disaster management stakeholders achieve disaster management activities across PPRR.
The Queensland Government Disaster Management Website	A platform for the Queensland Government to make disaster management information publicly available, enabling a complete view of disaster management publications for users.
Toolkit	A suite of supporting publications which form part of the Guideline and include; policies, manuals, handbooks, reference guides, links, forms, templates, maps and diagrams. The toolkit is in place to assist disaster management stakeholders in disaster management responsibilities, functions, and operations.
Trained Volunteer	Individuals formally affiliated with an emergency service organisation or NGO (e.g. State Emergency Service, Rural Fire Service, Salvation Army and service clubs) and act under their respective organisations' direction and authority.
Voluntary Evacuation	Also known as recommended evacuation is where an evacuation advice has been issued, with people strongly encouraged to consider enacting their evacuation plans. Voluntary evacuees manage their own withdrawal, including transportation arrangements.
Volunteers	People who are formally affiliated with an emergency service organisation or non-government organisation, and act under the respective organisations direction and authority.
Vulnerability	<p>Vulnerability in relation to disaster events is a fluid and complex concept. The definition of vulnerability in the Qld Vulnerability Framework comprises three components:</p> <ul style="list-style-type: none"> target group statement – people who would benefit from additional and targeted assistance to prepare for, respond to, and recover from disasters vulnerability indicators – for example proximity to an event, lack of financial resources, and disruption to, or lack of available services, supports/carers medication, aids and equipment four protective factors – wellbeing, connection, knowledge and security.

9.1 Acronyms and abbreviations

ACRONYM / ABBREVIATION	FULL TERM
ADF	Australian Defence Force
AG	Attorney-General's Department
ANZEMC	Australian and New Zealand Emergency Management Committee
AWS	Australian Warning System
The Bureau	Bureau of Meteorology
C2C	Council to Council
CE	Chief Executive
CEO	Chief Executive Officer
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
DIEMS	Disaster, Incident and Event Management System
DM	Disaster Management
DM Guideline	Prevention, Preparedness, Response and Recovery Disaster Management Guideline
DM Website	The Queensland Government Disaster Management Website
DMG	Disaster Management Group
DMP	Disaster Management Plan
DRFA	Disaster Recovery Funding Arrangements
DRG	District Recovery Group
DRP	Disaster Recovery Payment
EA	Emergency Alert
EA Campaign	Emergency Alert Campaign
EM	Emergency Management
EMA	Emergency Management Australia
EMAF	Emergency Management Assurance Framework
EMC	Emergency Management Coordinator
EMS	Event Management System
FRRG	Functional Recovery and Resilience Group
GA	Geoscience Australia
IGEM	Inspector-General Emergency Management
JATWC	Joint Australian Tsunami Warning Centre
LDC	Local Disaster Coordinator
LDCC	Local Disaster Coordination Centre
LDMG / Local Group	Local Disaster Management Group
LDMP	Local Disaster Management Plan
Lead Agency	Functional Lead Agency
LG	Local Government
LGA	Local Government Area
LGAQ	Local Government Association of Queensland
LO	Liaison Officer
LRC	Local Recovery Coordinator
LRG	Local Recovery Group
NEBRA	National Environmental Biosecurity Response Agreement
NEMMM	National Emergency Managers Ministers Meeting
NEMA	National Emergency Management Agency
NGO	Non-Government Organisations

ACRONYM / ABBREVIATION	FULL TERM
Office of the IGEM	Office of the Inspector-General Emergency Management
PPRR	Phases of Disaster Management
QAS	Queensland Ambulance Service
QDMC	Queensland Disaster Management Committee
QDMTF	Queensland Disaster Management Training Framework
QDRA	Queensland Disaster Recovery Arrangements
QERMF	Queensland Emergency Management Risk Framework
QFD	Queensland Fire Department
QPS	Queensland Police Service
QRA	Queensland Reconstruction Authority
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
SES	State Emergency Service
SEWS	Standard Emergency Warning Signal
Sitrep	Situation Report
SOP	Standard Operating Procedures
SPS	Queensland Disaster Management Strategic Policy Statement
SRC	State Recovery Coordinator
SRPPC	State Recovery Policy and Planning Coordinator
SRRG	State Recovery and Resilience Group
The Act	<i>The Disaster Management Act 2003</i>
The Premier	The Premier of Queensland
The Regulation	The Disaster Management Regulation 2014
The Standard	The Standard for Disaster Management in Queensland
XO	District Executive Officer

10 Appendices



Appendix A – EM-SAP priorities and identified actions across preparedness, response, and recovery.

Appendix B – Disaster Management Group Activation Triggers

Appendix A: EM-SAP priorities and identified actions across preparedness, response, and recovery

Priority #	Identified Actions	Preparedness	Response	Recovery
Priority 1: Sector led awareness and engagement about climate change	<ul style="list-style-type: none"> Build on existing community education and engagement programs within and outside the sector to include climate change science and associated impacts and create engagement and awareness where they don't exist. 	✓		
	<ul style="list-style-type: none"> Incorporate or provide access to climate change education and training for the emergency management workforce. 	✓		
	<ul style="list-style-type: none"> Partner with schools, tertiary institutions and professional peak bodies to incorporate climate adaptation and emergency management as a consistent theme in curriculum and professional development training and education programs. 	✓		
Priority 2: Integration of climate change into sector governance and policy	<ul style="list-style-type: none"> Implement clear and long-term policy on climate adaptation within sector organisations. 	✓	✓	✓
	<ul style="list-style-type: none"> Facilitate integrated planning across the sector and within government for the management of climate change and adaptation activities. 	✓	✓	✓
	<ul style="list-style-type: none"> Influence legislative reform that supports a consistent approach to climate change at all levels of government. 	✓	✓	✓
	<ul style="list-style-type: none"> Examine sector procurement policy to understand future sustainability and adaptability to climate change, and where possible, to drive appropriate change in supply chains. 	✓		
Priority 3: Enhancing the sector's understanding of climate change risk and its ability to adapt	<ul style="list-style-type: none"> Incorporate climate change consideration into organisational resilience practices, including enterprise risk management, business continuity planning, crisis management, emergency management and security management. 	✓		
	<ul style="list-style-type: none"> Develop an approach consistent with the 'State Government pathway' that enables a consistent evaluation of climate risk across sector organisations. 	✓	✓	✓
	<ul style="list-style-type: none"> Work with local governments, disaster management groups and natural resource management groups to manage 'natural infrastructure' to reduce harm from natural disaster events. 	✓		
	<ul style="list-style-type: none"> Deliver the necessary data, tools and information to disaster management groups about climate change. 	✓		
	<ul style="list-style-type: none"> Examine the feasibility of a review that assesses existing and planned sector facilities and their interdependencies against future climate change projections, with the aim of reducing future climate risk 	✓		
Priority 4: Research and development of new knowledge and supporting tools	<ul style="list-style-type: none"> Provide support and partnerships for research projects that inform sector climate adaptation, such as those that explore climate change science, application-ready data for activities such as risk assessment, and development of innovative adaptation solutions. 	✓		
	<ul style="list-style-type: none"> Provide access to data and decision support tools for understanding local-scale climate change risks. 	✓		
	<ul style="list-style-type: none"> Use advanced technology to support sector activities and decision-making in climate change applications, such as enhancement of personal protective equipment to cater for anticipated climate change, use of remote sensing and imagery, and evolving mitigation options. 	✓	✓	✓
	<ul style="list-style-type: none"> Develop a dynamic suite of guidelines and tools that foster information sharing and provides examples of sector approaches or case studies of better practice for climate adaptation. 	✓		
Priority 5: Allocation of resources to support sector adaptation	<ul style="list-style-type: none"> Influence funding stream alignment within and beyond the sector where possible to allow for climate adaptation initiatives 	✓		
	<ul style="list-style-type: none"> Encourage sector organisations to allocate resources for research and development, risk assessment and planning and, capacity and capability enhancement for the purposes of climate adaptation. 	✓		
	<ul style="list-style-type: none"> Forge partnerships that foster investment in climate adaptation between and beyond sector stakeholders, particularly those that support cost-sharing or sharing of other resources. 	✓		
	<ul style="list-style-type: none"> Identify opportunities across all levels of government to enhance the coordination of resources targeting climate adaptation. 	✓	✓	✓
Priority 6: Increasing the resilience of infrastructure	<ul style="list-style-type: none"> Understand infrastructure interdependencies and vulnerability of the sector, and plan and implement adaptation solutions. 	✓		

Priority #	Identified Actions	Preparedness	Response	Recovery
critical to the sector and community	<ul style="list-style-type: none"> Influence the incorporation of climate scenarios into land-use planning for essential infrastructure and communities. 	✓		
	<ul style="list-style-type: none"> Foster partnerships and joint planning between the sector and infrastructure operators and owners. 	✓		
	<ul style="list-style-type: none"> Where possible, ensure sector organisations are involved in land-use and infrastructure planning processes and are resourced to effectively contribute. 	✓		
Priority 7: Promoting and enabling community resilience building and self- resilience	<ul style="list-style-type: none"> Continue to advocate for and facilitate activities that foster community resilience. 	✓	✓	✓
	<ul style="list-style-type: none"> Influence land-use and urban planning through incorporation of climate change scenarios and risk information. 	✓		
	<ul style="list-style-type: none"> Undertake engagement activities that incorporate community self-reliance and resilience-building activities in preparation for, and use during, times of disaster. 	✓	✓	✓
	<ul style="list-style-type: none"> Work closely with other government and non- government organisations to increase the resilience of the community to climate change. 	✓		
Priority 8: Volunteerism, volunteering and workforce management	<ul style="list-style-type: none"> Evaluate the impact of climate change on the availability of volunteers across the sector to continue to deliver goods and services across the state. 	✓		
	<ul style="list-style-type: none"> Incorporate climate change risks into volunteering and workforce strategies and planning across sector organisations, and in emergency management planning. 	✓		
	<ul style="list-style-type: none"> Foster partnerships between sector organisations, the community and beyond to enhance collaboration and cross-utilisation of the existing and future volunteer and paid workforce. 	✓		

Appendix B: Disaster Management Group Activation Triggers

		LOCAL			DISTRICT			STATE		
		Triggers	Actions	Communication	Triggers	Actions	Communication	Triggers	Actions	Communication
Alert		<ul style="list-style-type: none">• Awareness of a hazard that has the potential to affect the local government area and may require coordinated response	<ul style="list-style-type: none">• Hazard and risks identified• Information sharing with warning agency• LDC contacts DDC• Initial advice to all stakeholders	<ul style="list-style-type: none">• Chair and LDC available on agreed communication channels	<ul style="list-style-type: none">• One or more LDMGs operational• Awareness that hazard may be widespread	<ul style="list-style-type: none">• XO brief DDC on activation level of LDMG/s• Analysis of hazard• Contact LDC/s	<ul style="list-style-type: none">• DDC and XO are communicating with each other and monitoring the need for DDMG activation.	<ul style="list-style-type: none">• Advice from warning authority• Operational• advice from DDC• Staged activation of LDMG/S and/or DDMG/S	<ul style="list-style-type: none">• Hazard identified and risks analysed• Notify stakeholders via matrix in SDCC SOPs• SDCC staff on stand- by• Conduct appreciation and prepare operations plan• SDC begins to coordinate/oversee preparations for disaster response operations• Recovery agencies placed on Alert	<ul style="list-style-type: none">• SDCC contact through Watch Desk• State Duty Manager on mobile
Lean Forward		<ul style="list-style-type: none">• There is a likelihood that hazard may affect local government areas and may require coordinated response.• Hazard is quantified but may not yet be imminent• Need for public awareness• Event is to be managed locally	<ul style="list-style-type: none">• Relevant Functional Lead Agency and LDC conduct analysis of predictions• Chair and LDC on watching brief• Confirm level & potential of hazard• Check all contact details• Commence cost capturing• LDMG conduct meetings as required• Council staff prepare for operations• Determine trigger point to stand up• Prepare LDCC for operations• Establish regular communications with warning agency• LDMG conduct briefings as required• LDC advises DDC of lean forward and establishes regular contact• Warning orders to response agencies• Public information and warning initiated	<ul style="list-style-type: none">• Chair, LDC and LDMG members available on agreed communication channels• Ad-hoc reporting	<ul style="list-style-type: none">• Potential requirement for DDMG to coordinate disaster operations or provide support because of hazard level or resource requirements	<ul style="list-style-type: none">• Commence immediate planning.• Planning for:<ul style="list-style-type: none">• potential support to LDMG/s)• Maintain contact with LDC/s• Communication procedures established• Planning commenced for support to DDCC• Advise state regarding status of DDMG• Establish contacts and set up communication systems• Receipt of Sitreps from LDMG/s• Brief DDMG core members• Warning orders given to DDMG• DDC support staff briefed	<ul style="list-style-type: none">• DDC and / or XO contact DDMG members as per district level arrangements. The DDMG monitors the situation and may take some action to prepare for 'stand-up' level of activation• Ad-hoc reporting	<ul style="list-style-type: none">• Staged activation of LDMG/s and/or DDMG/s• Collation of information and intelligence requirements	<ul style="list-style-type: none">• SDCC staff on stand- by• Rosters promulgated• Conduct appreciation and prepare operations plan• SDCC Liaison Officers identified• Watch Desk, supported by State Duty Manager• Recovery agencies placed on Alert	<ul style="list-style-type: none">• SDCC contact through Watch Desk, supported by State Duty Manager, present at SDCC• State agencies on mobile and monitor email• Ad-hoc reporting

	LOCAL			DISTRICT			STATE		
	Triggers	Actions	Communication	Triggers	Actions	Communication	Triggers	Actions	Communication
Stand Up	<ul style="list-style-type: none">• Hazard is imminent• Community will be or has been impacted• Need for coordination in LDCC• Requests for support received by LDMG agencies or to the LDCC• The response requires coordination	<ul style="list-style-type: none">• Meeting of LDMG Core Group• LDCC activated• Rosters for LDCC planned and implemented• Commence operational plans• Local government shifts to disaster operations• LDMG takes full control• SOPs activated• Core group of LDMG located in LDCC as required• Commence SITREPs to DDMG• Distribute contact details• DDMG advised of potential requests for support	<ul style="list-style-type: none">• LDCC contact through agreed communication channels• Chair, LDC and LDMG members present at LDCC, on agreed communication channels as required•	<ul style="list-style-type: none">• Request for support received from LDCC/s• Large hazard is imminent with impact in District• Coordinated support required• Significant state resources committed	<ul style="list-style-type: none">• Develop situational awareness• Pass on urgent warnings• Initial Sitrep to SDCC• DDCC activated with required staff• Roster developed and commenced for DDCC• Immediate planning commenced• SDCC advised DDMG stood up• Regular Sitreps provided to SDCC• Logistics, operations, planning and administrative cells in place• Coordination of state support commenced• Receive advice from State Disaster Coordinator (if appointed)	<ul style="list-style-type: none">• DDCC contact through established land lines and generic email addresses• DDC, XO and DDMG members may present at DDCC (dependent on local arrangements), contact is through established and agreed communication channels	<ul style="list-style-type: none">• Significant activations of LDMG/s and/or DDMG/s• State-wide hazard• Significant warnings from the Bureau• Prolonged operations• Cross agency coordination of tasks required• Continue collation of information and intelligence requirements	<ul style="list-style-type: none">• SDCC activated• Operations plan implemented• SITREPS initiated for QDMC• Critical Incident Directive activated• Appointment of State Recovery Coordinator considered by QDMC	<ul style="list-style-type: none">• SDCC through land lines and generic email addresses• State agencies present at SDCC, on landlines and/or mobiles, monitoring email and producing agency SITREPS
Stand Down	<ul style="list-style-type: none">• No requirement for coordinated response• Community has returned to normal function• Recovery taking place	<ul style="list-style-type: none">• Final checks for outstanding requests• Implement plan to transition to recovery• Debrief of staff in LDCC• Debrief with LDMG members as required• Consolidate financial records• Hand over to Recovery Coordinator for reporting• Return to local government core business• Final situation report sent to DDMG	<ul style="list-style-type: none">• LDMG members not involved in recovery operations resume standard business and after hours contact arrangements•	<ul style="list-style-type: none">• LDMG/s stood down from response• Recovery arrangements functioning	<ul style="list-style-type: none">• Final checks for outstanding requests• Assist LDMG/s to transition to recovery• Debrief of staff in DDCC and DDMG members• Consolidate financial records• Final situation report sent to SDCC• Hand over to Recovery Coordinator (If appointed)• Return to core business	<ul style="list-style-type: none">• DDMG members not involved in recovery operations resume standard business and after hours contact arrangements• Recovery updates provided to DDMG members	<ul style="list-style-type: none">• Response activities are concluded	<ul style="list-style-type: none">• Final Sitrep to QDMC• Debrief of SDCC staff• Transition from response and recovery to recovery• Financial reconciliation	<ul style="list-style-type: none">• Watch Desk resumes watching brief• Agencies not involved in recovery resume standard business and contact arrangements

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