Queensland Disaster Management Planning Guidelines
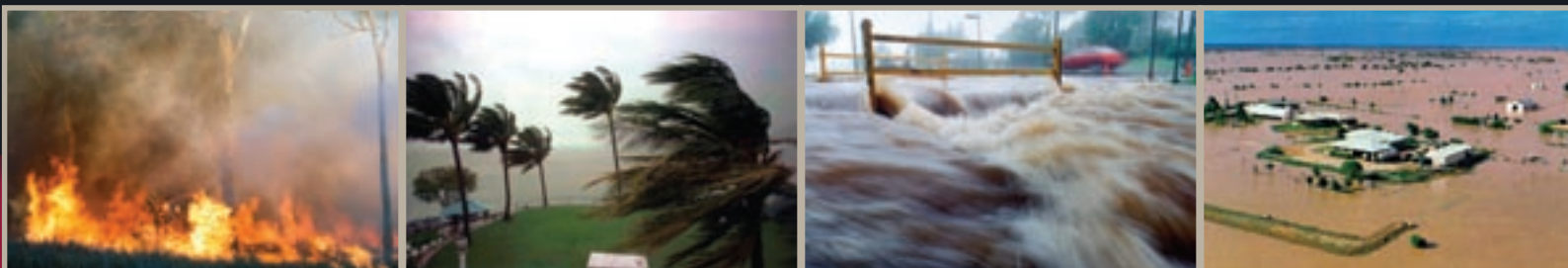# 2005

For Local Government

Queensland Government
Department of **Emergency Services**

Foreword

Recent experiences have demonstrated that major and catastrophic events such as earthquakes, fires, severe weather, infrastructure breakdown and terrorism can and do occur, and impact upon community resilience and sustainability.

The Queensland Disaster Management System demonstrates the ability of a large number of local and State government organisations to work collaboratively to achieve a common goal, and provide a framework for statewide mitigation, preparedness, response and recovery activities.

These guidelines stem from the evidence that investment in mitigation is a worthwhile investment alongside expenditure on response and recovery. This approach is supported by the recommendations of the Council of Australian Governments (COAG) in the report *Natural Disasters in Australia: Reforming mitigation, relief, and recovery arrangements*. Specifically, COAG recommended that each level of government have and implement a natural disaster mitigation strategy. This is a commitment also reflected in the Queensland disaster management arrangements outlined in the *Disaster Management Act 2003*.

While the COAG report relates specifically to natural disasters, the integration of planning for other events is paramount in ensuring the safety of communities. This is further evident in the recent creation of risk management kits for local governments in preparing against counter-terrorism events, *Local Government Counter-Terrorism Management Kit*.

The Queensland Government, in meeting its priorities to enhance community safety, has developed, in collaboration with the Local Government Association of Queensland, a partnership that builds on the cooperative and legislative arrangements for the delivery of disaster management services.

This partnership will ensure a coordinated and collaborative approach between all spheres of government that will result in improved community safety and increased community resilience in the event of a disaster or emergency situation.

The Queensland Disaster Management Planning Guidelines will assist local governments to plan for disaster situations, and to develop their comprehensive local disaster management plan that is inclusive of mitigation strategies. They will also support better community disaster management practice.

MICHAEL KINNANE
Director-General

HON PAT PURCELL MP
Minister for Emergency Services
Department of Emergency Services

PAUL BELL
President
Local Government Association of Queensland

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Aim of these guidelines

Queensland's *Disaster Management Act 2003* provides the framework for effective disaster management planning at State, District and Local levels. The intent of disaster management legislation and contemporary disaster risk management processes is:

- to help communities to decrease their vulnerability to the impact of hazard events by planning for and mitigating against the potential adverse effects of a significant emergency or disaster event;
- to effectively prepare for managing the effects of such an event; and
- to effectively respond to and recover from an event.

The aim of these guidelines is to provide a process for local governments to develop a local disaster management plan, and to understand the need for a consistent local government approach to disaster management planning. These guidelines will outline all of the necessary components to meet requirements under the *Disaster Management Act 2003*.

These guidelines have been developed with the knowledge that local governments are no strangers to disaster management planning – these guidelines will further support local governments to formalise disaster management best practices already established. More specifically, they are designed to assist local governments to either update existing plans, complete nearly finished plans or develop new plans.

Following the identification of hazards and assessment of disaster risks that could occur in any district in Queensland, these guidelines assist users to identify and document roles and responsibilities of individuals and entities involved in disaster operations and disaster management for the local government area.

The outcome of preparing local disaster management plans using these guidelines will be a well structured plan that can be used by local governments to prepare for, prevent, respond to and recover from disasters in their local areas.

These guidelines provide you with some "food for thought" in the development of your local disaster management plan using the comprehensive approach to disaster management.

Questions have been provided as a prompt for determining inclusions to your plan, however it is likely that you will develop other questions that need to be answered for your particular community.

Benefits of developing your local disaster management plan

In addition to the legislative requirement for your plan, developing your local disaster management plan will:

- ensure there is a consistent approach to disaster management in your area;
- create an auditing tool for disaster management functions;
- demonstrate a commitment to the safety of your community;
- ensure there is a central coordination of disaster management information for your area;
- demonstrate mitigation efforts and accountability for the purposes of eligibility for available funding;
- reduce the impact of disaster (that is, the impact of the hazard coming in contact with the environment and the community); and
- reduce community consequences following an event.

THE DISASTER MANAGEMENT ENVIRONMENT IN QUEENSLAND

This section provides an overview of Queensland's disaster management environment

The role of agencies and groups involved in disaster management

The Queensland State Disaster Management System is a whole-of-Government system that requires commitment from all levels of Government to deliver a comprehensive framework responsive to community needs.

The *Disaster Management Act 2003* is the most contemporary disaster management legislation in Australia, and represents best practice in its promotion of a comprehensive approach to disaster management. The *Disaster Management Act 2003* provides a consistent and comprehensive framework in which all levels of Government can link networks and work together to deliver effective disaster management across the state.

A number of agencies and groups undertake disaster management, associated studies, and preparation work in their current functions and responsibilities. In many cases, the local disaster management plan will support existing activities. Some of the outcomes, principles, and practices included in these guidelines are already reflected in various policies and frameworks. However, where gaps are found to exist in the current framework and practices, and where local governments do not have existing policies, these guidelines will provide a consistent approach to local disaster management planning across the State.

As local disaster management plans have the force of law under the *Disaster Management Act 2003*, agencies and individuals with responsibilities under jurisdictions covered by local disaster management plans will need to have regard to the provisions contained within these plans.

Figure 1 outlines the Disaster Management System in Queensland.

Local Government →
- Local Disaster Management Group
- Local Government Disaster Coordination Centre

Disaster District →
- District Disaster Management Group
- District Disaster Coordination Centre

State Government →
- Major Incidents Group
- State Disaster Management Group
- State Disaster Coordination Group
- State Disaster Management Centre

Commonwealth Government →
- Emergency Management Australia
- National Emergency Management Coordination Centre

Figure 1: *The Queensland Disaster Management System.*

The *Disaster Management Act 2003*

The fundamental basis for the development of your local disaster management plan lies in the *Disaster Management Act 2003*. The following Sections of the *Disaster Management Act 2003* relate to your local government's requirement to establish a Local Disaster Management Group and to develop a local disaster management plan. There are other sections of the Act relevant to the operations functions of your local disaster management plan. For further information, please refer to the Act. An electronic copy of the Act can be viewed at **www.legislation.qld.gov.au**

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29 Establishment

A local government must establish a Local Disaster Management Group (a *local group*) for the local government's area.

30 Functions

(1) A local group has the following functions for its area—

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

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

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

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

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

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

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

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

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

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

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

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

(2) In this section—

    relevant district group, for a local group, means the district group for the disaster district in which the area of the local group is situated.

33 Membership

(1) A local group consists of the persons appointed as members of the group
by the relevant local government for the group.

(2) At least 1 person appointed under subsection (1) must be a councillor of a local government.

(3) The relevant local government for a local group may appoint a person as a member only if satisfied the person has the necessary expertise or experience to be a member.

34 Chairperson and deputy chairperson of local group

(1) The relevant local government for a local group is to appoint—
   (a) a member of the group as the chairperson of the group; and
   (b) a member of the group as the deputy chairperson of the group.

(2) The member appointed as the chairperson must be a councillor of a local government.

57 Plan for disaster management in local government area

(1) A local government must prepare a plan (*a local disaster management plan*) for disaster management in the local government's area.

(2) The plan must include provision for the following—

   (a) the State group's strategic policy framework for disaster management for the State, and the local government's policies for disaster management;
   (b) the roles and responsibilities of entities involved in disaster operations and disaster management in the area;
   (c) the coordination of disaster operations and activities relating to disaster management performed by the entities mentioned in paragraph (b);
   (d) events that are likely to happen in the area;
   (e) strategies and priorities for disaster management for the area;
   (f) the matters stated in the disaster management guidelines as matters to be included in the plan;
   (g) other matters about disaster management in the area the local government considers appropriate.

58 Requirements of plan

A local disaster management plan must be consistent with the disaster management guidelines.

59 Reviewing and renewing plan

(1) A local government may review, or renew, its local disaster management plan when the local government considers it appropriate.

(2) However, the local government must review the effectiveness of the plan at least once a year.

60 Plan to be available for inspection etc.

(1) A local government must keep a copy of its local disaster management plan available for inspection, free of charge, by members of the public at—
   (a) the local government's head office; and
   (b) other places the chief executive officer of the local government considers appropriate.

(2) The plan may be made available in written or electronic form.

(3) The local government must, on payment of the appropriate fee, give a person a copy of the plan.

(4) In this section—
appropriate fee means the fee, decided by the chief executive officer of the local government, that is no more than the reasonable cost of providing the copy.

61 Local governments may combine

Despite section 57(1), 2 or more local governments (also the *combined local government)* may, with the approval of the Minister and the district group for the disaster district in which the local governments are situated, agree to unite for the purpose of preparing a local disaster management plan.

62 Application of sdiv 1

(1) This section applies if 2 or more local governments agree as mentioned in section 61.
(2) Subdivision 1 applies to the combined local government as if—
(a) a reference to a local government were a reference to a combined local government; and
(b) a reference to the local government's area were a reference to the area of the combined local government; and
(c) a reference to the local government's head office were a reference to the head office of each local government that is a part of the combined local government; and
(d) a reference to the chief executive officer of the local government were a reference to the chief executive officer of each local government that is a part of the combined local government.

80 Functions of local government

(1) The functions of a local government under this Act are as follows—
(a) to ensure it has a disaster response capability;
(b) to approve its local disaster management plan prepared under part 3 *(Sections 57-62 as outlined above)*;
(c) to ensure information about an event or a disaster in its area is promptly given to the district disaster coordinator for the disaster district in which its area is situated;
(d) to perform other functions given to the local government under this Act.
(2) In this section—
disaster response capability, for a local government, means the ability to provide equipment and a suitable number of persons, 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 local government's area.

There are other legislative requirements to consider when developing your local disaster management plan. Some of the legislation that may be relevant to your local area is outlined in Annex A to this Section.

ANNEX A to The Disaster Management Environment In Queensland: Legislation in addition to the *Disaster Management Act 2003* that may be relevant to your local government

- *Aboriginal Communities (Justice and Land Matters) Act 1984*
- *Agricultural Chemicals Distribution Control Act 1966*
- *Ambulance Service Act 1991*
- *Chemical Usage (Agricultural and Veterinary) Control Act 1988*
- *Coastal Protection and Management Act 1995*
- *Dangerous Goods Safety Management Act 2001*
- *Environmental Protection Act 1994*
- *Exotic Diseases in Animals Act 1981*
- *Explosives Act 1999*
- *Fire and Rescue Service Act 1990*
- *Gas Pipelines Access (Queensland) Act 1998*
- *Gas (Residual Provisions) Act 1965*
- *Health Act 1937*
- *Integrated Planning Act 1997*
- *Land Act 1994*
- *Liquid Fuel Supply Act 1984*
- *Local Government Act 1993*
- *Local Government (Community Government Areas) Act 2004*
- *Major Sports Facilities Act 2001*
- *Marine Parks Act 1982*
- *Marine Parks (Great Barrier Reef Coast) Zoning Plan 2004*
- *Native Title (Queensland) Act 1993*
- *Nature Conservation Act 1992*
- *Petroleum Act 1923*
- *Public Safety Preservation Act 1986*
- *Terrorism (Commonwealth Powers) Act 2002*
- *Water Act 2000*
- *Workplace Health and Safety (Miscellaneous) Regulation 1995*

There may also be other legislation that is only relevant to your local government area and/or is specific only to certain times of the year, such as the *Gold Coast Motor Racing Events Act 1990*, that will also need to be considered.

DISASTER MANAGEMENT PLANNING

Overview

So what is a local disaster management plan?

A local disaster management plan is a plan developed by a local government, in conjunction with stakeholders in the local area, which outlines:

• the potential hazards and risks that are evident in that area;

• steps to mitigate these potential risks; and

• an implementation strategy to enact should a hazard impact and cause a disaster.

The development of your local disaster management plan needs to be based on the comprehensive approach to disaster management, accommodating Prevention, Preparedness, Response, and Recovery. The comprehensive approach considers all hazards that potentially or likely have any impact upon the local community.

Why do you need a local disaster management plan?

Queensland's geography, rapidly increasing population, population spread, and infrastructure requirements, continues to raise the level of vulnerability of communities to natural and human-made disasters. Adding to the challenge of planning for these increased impacts on resources and infrastructure are emerging risks from possible acts of terrorism, failure of critical infrastructure, and the possible impact of hazardous materials on environments and communities.

Another key influence in the disaster management environment is the increasing emphasis on good government, including accountability within the Queensland disaster management system. To achieve a safer and more sustainable community, an effective disaster management plan:

• has an all-hazards approach;

• is comprehensive and documented;

• focuses on strategic outcomes; and

• is regularly reviewed and validated.

It is also necessary to ensure that the resources used to mitigate, respond to and recover from disasters are used efficiently to achieve the most effective outcomes for the local and broader communities.

These necessary inclusions are recognised as integral to good disaster management planning in the *Disaster Management Act 2003*, specifically Sections 57-62. Throughout these guidelines, reference will be made to these and other Sections of the Act to provide you with a basis for your plan and to ensure your plan is compliant with the Act.

Essentially, the rationale for the development of your local disaster management plan is to:

- ensure the safety and sustainability of your local community;
- reduce or eliminate risk to the community and community infrastructure;
- inform disaster management responses at the District and State levels;
- be consistent with emergent best practice disaster management issues;
- promote effective liaison between your local government and other agencies involved in disaster management; and
- ensure compliance with the *Disaster Management Act 2003*.

How do you plan?

A typical disaster management planning process may look like the diagram in Figure 2. Your environment, your population, your assessed risks, and the capabilities of your local government to carry out the process determine the simplicity or complexity of this task. Disaster management planning should be viewed as an ongoing process that incorporates detailed disaster risk management principles and aligns to your corporate and strategic planning cycles.

Determine authority to plan
(refer to Section 57 of the *Disaster Management Act 2003*)

Establish Local Disaster Management Group
(refer to Sections 29 and 30 of the *Disaster Management Act 2003*)

Conduct hazard and risk assessment
(in accordance with AS/NZS 4360: 2004 Risk Assessment)

Determine responsibilities

Analyse capabilities

Develop disaster management arrangements and systems
(ie. Standard Operating Procedures)

Document the plan
(refer to Sections 58 and 60 of the *Disaster Management Act 2003*)

Test the plan

Review and renew the plan
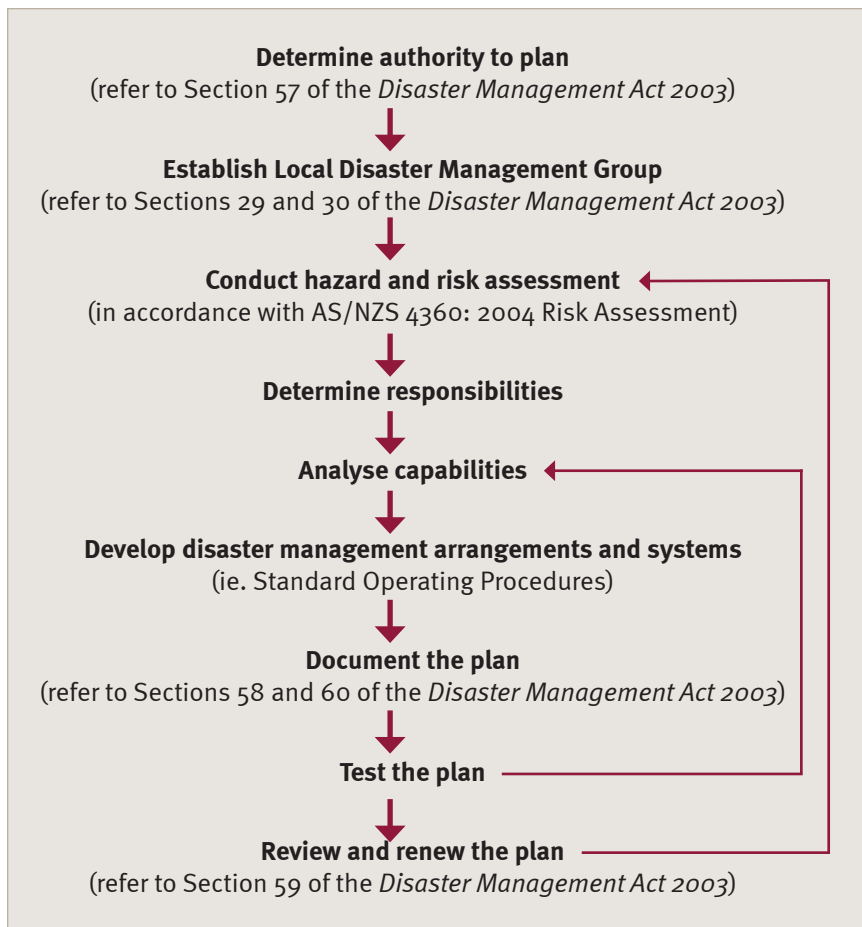(refer to Section 59 of the *Disaster Management Act 2003*)

Figure 2: *Disaster management planning*

It is important that you keep in mind a number of priorities throughout the process of developing your local disaster management plan, such as:

- the relationship between this plan and your local government Strategic/Corporate Plan;
- the stakeholders to your plan, and their relevant contributions;
- the process of approval through which your plan will be endorsed; and
- the process of review/assessment and amendment of your plan.

In some instances it may be necessary for two or more local governments to unite for the purposes of developing a local disaster management plan and to address shared risks and resources. (Please note – there is an approval process for this situation. Refer to Section 61 of the *Disaster Management Act 2003* for further information.)

As your local disaster management plan is a "living" document, that you will review and update frequently, it is important that there is a record of all of the changes being made to the document.

For audit purposes, it is also important to document the distribution of your plan. To ensure the security and privacy of this list, you may like to file this information separately from your plan.

You can record your version control in the relevant table in the *local disaster management plan* template at Appendix B to this document.

Documents that may be useful in developing your plan:

- *Queensland Disaster Management Act 2003*
- Australian/New Zealand Standard for Risk Management (*AS/NZS Risk Management 4360:2004*)
- *Emergency Management in Australia: Concepts and Principles* (Manual 1), 2004, Emergency Management Australia
- *Disaster Risk Management Guide: A How-to Manual for Local Government*, Department of Emergency Services
- *Local Government Counter-Terrorism Risk Management Kit*, Department of Emergency Services and Local Government Association of Queensland, 2004
- *Emergency Risk Management Applications Guide* (Manual 5), Emergency Management Australia, 2004
- *Living with Risk: A global review of disaster reduction initiatives, 2004* (Volume 1), United Nations
- *Natural Disasters in Australia: Reforming mitigation, relief, and recovery arrangements – A report to the Council of Australian Governments by a high level officials' group*, August 2002.
- Your existing:
    - *Disaster Risk Management Strategy*
    - *Disaster Mitigation Plan*
    - *Disaster Management Plan* (formerly the *Counter-Disaster Plan*)
    - risk management studies
- Other relevant local documentation

For wider reading, please consult the reference list at Appendix A to this document.

Definitions

Community	A group of people with a commonality of association and generally defined by location, shared experience, or function (*Australian Emergency Management Glossary, 1998*).
Consequence	The outcome of an event or situation expressed qualitatively or quantitatively, being a loss, injury, disadvantage, or gain (*Australian Emergency Management Glossary, 1998*).
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 Management Act 2003, S13(1)*).
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 Act 2003, S14*).
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 the event (*Disaster Management Act 2003, S15*).
Disaster response capability	The ability to provide equipment and a suitable number of persons, 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 local government's area (*Disaster Management Act 2003, S80(2)*).
Event	An event means any of the following: • a cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening; • bushfire; • an explosion or fire, a chemical, fuel or oil spill, or a gas leak; • an infestation, plague, or epidemic; • an attack against the State; or • another event similar to the above events. An event may be natural or caused by human acts or omissions (*Disaster Management Act 2003, S16(1)&(2)*).
Hazard	A source of potential harm, or a situation with a potential to cause loss (*Emergency Management Australia, 2004*).

Mitigation	Measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and environment (*Australian Emergency Management Glossary, 1998*).
Preparedness	Measures to ensure that, should an emergency occur, communities, resources, and services are capable of coping with the effects (*Australian Emergency Management Glossary, 1998*).
Prevention	Measures to eliminate or reduce the incidence or severity of emergencies (*Australian Emergency Management Glossary, 1998*).
Reconstruction	Actions taken to re-establish a community after a period of rehabilitation subsequent to a disaster. Actions would include construction of permanent housing, restoration of all services, and complete resumption of the pre-disaster state (*Australian Emergency Management Glossary, 1998*).
Recovery	The coordinated process of supporting emergency-affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic, and physical well-being (*Australian Emergency Management Glossary, 1998*).
Rehabilitation	The operations and decisions taken after a disaster with a view to restoring a stricken community to its former living conditions, whilst encouraging and facilitating the necessary adjustments to the changes caused by the disaster (*Australian Emergency Management Glossary, 1998*).
Relief	The provision of immediate shelter, life support and human needs of persons affected by, or responding to, an emergency. It includes the establishment, management and provision of services to emergency relief centres (*Australian Emergency Management Glossary, 1998*).
Residual risk	The level of risk remaining after implementation of a risk treatment (*AS/NZS 4360:2004*).
Response	Measures taken in anticipation of, during, and immediately after an emergency to ensure its effects are minimised (*Australian Emergency Management Glossary, 1998*).
Risk	The chance of something happening that may have an impact on the safety and wellbeing of your community. It includes risk as an opportunity as well as a threat and is measured in terms of consequences and likelihood (Adapted from *AS/NZS 4360:2004*).

Risk identification	The process of identifying what can happen, why, and how (*Australian Emergency Management Glossary, 1998*).
Risk management	The culture, processes, and structures that are directed towards realizing potential opportunities whilst managing adverse effects (*AS/NZS 4360:2004*).
Risk reduction	Actions taken to lessen the likelihood, negative consequences, or both, associated with a risk (*AS/NZS 4360:2004*).
Risk treatment	Process of selection and implementation of measures to modify risk (*AS/NZS 4360:2004*).
Serious disruption	Serious disruption means: (a) loss of human life, or illness or injury to humans; or (b) widespread or severe property loss or damage; or (c) widespread or severe damage to the environment (*Disaster Management Act 2003, S13(2)*).

SECTION ONE

Disaster risk management

The *Australian Standard/New Zealand Standard on Risk Management (AS/NZS 4360: 2004)* defines risk management as "the culture, processes, and structures that are directed towards realising potential opportunities whilst managing adverse effects". In terms of disaster mitigation and management, risk management is a process of identifying risks and hazards to a community in the event of a disaster.

This process encompasses:

- an understanding of the community (that is, identifying the context);
- identifying the "what, where, when, how, and why" (identifying the risks);
- identification of what is likely and probable to occur in that community and the consequences of these outcomes (analysing the risks, setting priorities for dealing with these risks (evaluating risks); and
- determining options and strategies for dealing with these risks (treating risks).

Each stage of the risk management process involves extensive communication and consultation with the community and other key stakeholders, including ongoing monitor and review. Figure 3 outlines the risk management process according to the Australian Standard.
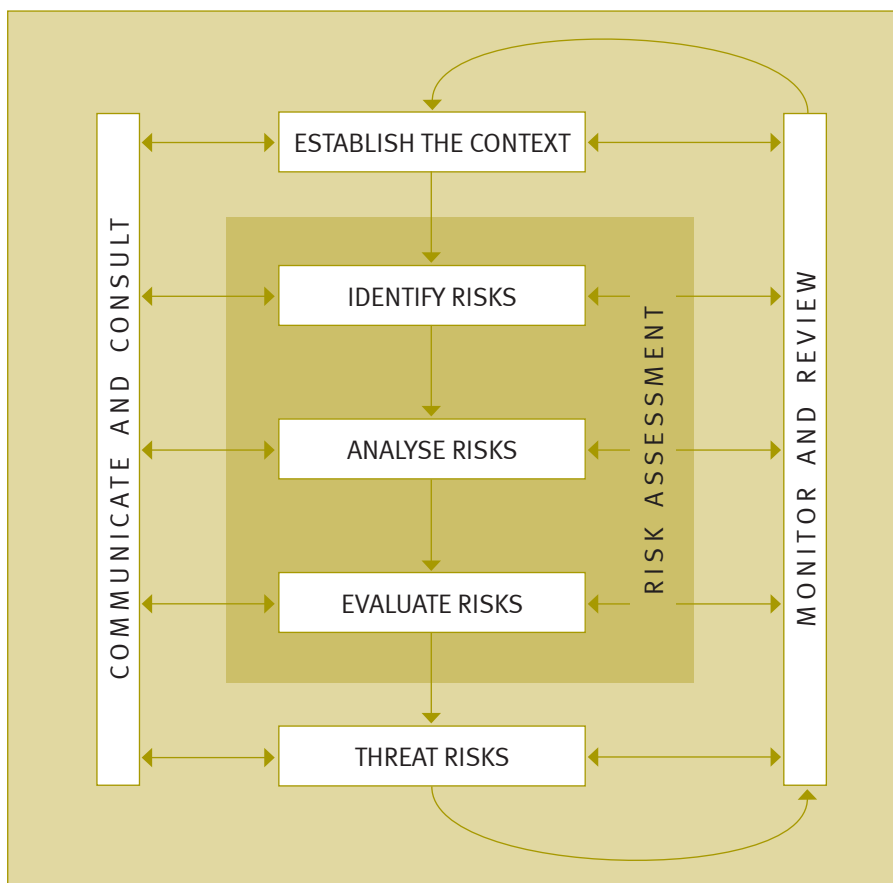
Figure 3: *The risk management process (AS/NZS 4360: 2004)*

Disaster risk management requires local governments to consider all of the information that identifies the risks and hazards within the local community. As situations change that may impact on hazards and risks in the community, disaster risk management is a fluid process. It does not need to be a formal study, but needs to be a structured process that incorporates the likelihood and consequences of hazards in priority. The likelihood and consequences of hazards may be gauged by looking at previous studies, but considers current and future risks. Disaster risk assessment needs to be accountable, however may vary in its complexity due to the capacity of the local government.

For further information regarding risk management, please refer to the Australian Standard for risk management (*AS/NZS 4360:2004 Risk Management*).

Key contacts and stakeholder roles and responsibilities

The legislative basis for your Local Disaster Management Group is outlined in the *Disaster Management Act 2003* in Section 29. This Section states "a local government must establish a Local Disaster Management Group (a "*local group*") for the local government's area."

The functions of this Local Disaster Management Group are further outlined in Section 30(1) of the *Disaster Management Act 2003*.

Your Local Disaster Management Group will comprise members as outlined in Sections 33 and 34 of the *Disaster Management Act 2003*.

Some questions to consider

- Have we identified the key stakeholders who will assist in the development of a comprehensive disaster management capability for our area?
- Have we included these stakeholders in the Local Disaster Management Group?
- Have we clearly identified agreed roles and responsibilities of the Local Disaster Management Group and key stakeholders in the disaster management process?
- Do key stakeholders understand their roles and responsibilities in disaster management?
- Do we have contact details of members of the Local Disaster Management Group?
- Have we considered all of the resources and expertise available in our community that could contribute to disaster prevention, preparedness, response and recovery?

You can record your relevant contacts and their roles and responsibilities in the relevant table in the *local disaster management plan* template at Appendix B to this document.

The environment and your community: risks and vulnerabilities

This section describes the environment and range of events that present a level of risk to your community (that is, providing a context for risk pertaining to your local government area). This information is necessary to gain a clear picture of where your community sits within the broader environment in terms of disaster risk.

To achieve this, you should document information that describes the broad environment. Outlining the physical characteristics of your community on maps will provide useful information in the case of a disaster. Consider the following characteristics, which are further described in Annex A to this Section, in establishing your community context:

- geography
- population
- community capacity
- industry
- public buildings, spaces, and events
- critical infrastructure
- essential services
- hazardous sites

You can record your community context in the relevant table in the *local disaster management plan* template at Appendix B to this document.

It is imperative that the local disaster management plan takes into account the local government land and/or building development priorities. These may include proposed housing estates, shopping centres, or other public places that may immediately or in future have an impact on hazards or disaster mitigation initiatives. These issues will influence risk assessment and the development of suitable risk treatment strategies.

In describing the local environment, it is important that a record of events that could affect the community (that is, cause a serious disruption) is documented through formal or historic hazard analysis, and considers natural and non-natural hazards. Some events to consider are identified in Annex B.

You can record your identified hazards in the relevant table in the *local disaster management plan* template at Appendix B to this document.

There are a number of obvious direct and indirect losses associated with disasters that are integral in your considerations of potential outcomes of risk. These include:

- loss of life;
- injury;
- loss of or damage to property;
- loss of or damage to critical infrastructure;
- loss of or damage to the physical environment;
- loss of or damage to animal habitat; and
- economic and financial implications.

Some of the less obvious losses that are just as detrimental to the community are:

- psychological harm;
- reductions (both immediate and long-term) to quality of life;
- changes to habit;
- loss of history;
- loss of cultural significance (through physical and emotional losses); and
- loss of community "spirit".

Some questions to consider

- Have we mapped our community's current environment in a way sufficient to identify relevant hazards?
- Have we identified all of the natural and non-natural hazards that may have an impact on our community?
- Have we analysed and documented the potential impact of these hazards on our community? Have we considered all of the potential physical, emotional, political, technological and economic losses associated with these hazards?
- Have we considered all future building and infrastructure developments and proposals in our risk identification? eg. proposals for future housing estates, shopping centre developments, etc.
- Have we assigned appropriate levels of likelihood and consequence for each risk we have identified?
- Have we considered possibility, magnitude, and potential outcome of each potential risk?
- Have we consulted with key members of the community in the risk identification process?
- Have we consulted with key stakeholders in the risk identification process?
- Have we documented all of these risks?
- Have we identified which risks are acceptable? Have we documented why these are acceptable risks and others are not?
- Have we transferred or shared the risks that are owned or to be managed by external stakeholders (such as State Government or neighbouring Councils, etc)? Have we formally transferred and documented these risks? Have we documented shared risks?
- Have we identified any gaps and overlaps in our disaster mitigation capability?
- Have we considered other relevant legislation that may impact on our local disaster management plan?
- Have you assessed the vulnerability/resilience of your community in relation to your community's risks? eg. knowledge, attitudes, awareness, etc.
- Have we identified the relevant information to be provided to our community regarding disaster prevention? How will we communicate this information?
- Have we considered the community's places of environmental, historical, and cultural significance?

For a comprehensive list of legislation that may impact on your disaster management plan, please refer to "Legislation relevant to the development of your disaster management plan".

Managing the risks

The Qualitative Analysis of Risk Matrix, which defines levels of risk and identifies these in terms of likelihood and consequence, can be found at Annex C to this section. The purpose of treating your identified risks is to minimise potential harm to your community. This is done by selecting the most appropriate treatments for your local government and community, based on cost, feasibility, and potential outcome. Some considerations in your risk treatment options and strategies are outlined in Annex D to this section.

Some questions to consider

- Have we identified the current controls in place to minimise the risks in our community?
- Have we considered the effectiveness of current risk treatments (that is, those that we are already using)?
- Are we managing our current risks effectively?
- Have we identified, and are we treating, the risk and not the symptoms? Avoid breaking your risks down to unmanageable levels!
- Have we assigned/allocated responsibility for the management of each risk?
- Have we sought advice from relevant sources regarding our treatment options (such as engineers, legal expertise, finance)?
- Have we considered all of the risk treatment strategies available? Have we considered all options, such as:
  - material change of use;
  - legislation, regulations, and standards; and
  - public awareness and education?
- Have we captured all of the relevant priorities?
- Are we treating the risks according to their priority?
- Are the risk treatments likely to create a new risk?
- Are we monitoring our risk treatments for their effectiveness?
- Have we documented our risk treatment strategies, actions, and tasks?

You can record your risk management process in the relevant table in the *local disaster management plan* template at Appendix B to this document.

ANNEX A to disaster risk management: describing your environment

Consider:

- **geography** – the physical environment and location of your community within the State. Include boundaries, major geographic features, vegetation cover, general land-use patterns and proximity to hazards;

- **climate and weather** – describe the climate and seasonal weather patterns in your local government area. You may find it useful to access resources such as the Bureau of Meteorology at this stage, however the importance of local knowledge cannot be understated in this consideration. Some of the relevant situations to address are flood and storm tide level;

- **population** – population statistics, including population distribution and growth, general demographics; cultural, religious, and language considerations; socio-economic status; mobility;

- **community capacity** – description of your community's capacity (human and physical) to contribute to the prevention of disasters, such as volunteer brigade, level of experience in dealing with disasters (frequency and magnitude);

- **industry** – description of main industry or predominant industry type, and the facilities associated with each industry;

- **public buildings, spaces, and events** – identify any public locations where people gather, including shopping centres, parks, libraries, sporting complexes, educational facilities. Also describe any recurring or planned inaugural events;

- **critical infrastructure** – identify locations of health (hospital) and emergency services (fire, ambulance, and police), government buildings and facilities, major roads, rail, airports;

- **essential services** – electricity, water, gas supply, sewerage, telecommunications; and

- **hazardous sites** – identify sites that produce or store hazardous materials that by content and/or location have the potential to be a risk to the community.

ANNEX B to disaster risk management: risks and vulnerabilities in your community

Some natural and non-natural hazards to consider that may impact on your community include:

Natural hazards	
Meteorological	• Cyclone
	• East Coast Low
	• Storm Tide
	• Severe storms
	• Bushfire
	• Heat wave
	• Flood
	• Tornado
Geological	• Earthquake
	• Landslip and/or debris flow
	• Erosion (with or without a disaster event)
	• Tsunami
Biological	• Epidemic human disease, eg. Chicken pox outbreak
	• Animal and plant disease, eg. Foot and Mouth disease
	• Insect and vermin plague, eg. Locust plague, rat infestation
	• Food crop disease, eg. Citrus canker
	• Emerging catastrophic disease, eg. Avian influenza
Non-natural hazards	
Human-caused (consequence management)	• Civil disturbance/riot
	• Terrorist attack
	• Bombing
	• Arson
	• Sabotage of essential services
	• Shooting massacre
	• Information technology virus/significant compromise
Technological origin	• Bridge collapse
	• Failure in critical infrastructure
	• Hazardous materials accident
	• Transport accident
	• Industrial accident
	• Nuclear power accident
	• Dam failure
	• Aeronautical and/or space

Table adapted from Audit of the Queensland Disaster Management System by the Queensland Audit Office, 2004-05.

ANNEX C to disaster risk management: risk descriptors and qualitative analysis matrix

Risk Descriptors

Descriptor	Potenal Scenarios
Insignificant risk	No fatalities. Medical treatment required. Small number displaced for a short period. Some damage. Little disruption to the community. Some impact on environment, with no lasting effects. Some financial loss.
Minor	Small number of fatalities. Hospitalisation required. Minor temporary displacement. Significant damage. Some community disruption. Serious impact on environment with no long-term effects. Significant financial loss.
Moderate	Multiple fatalities. Numerous injuries requiring hospitalisation. Significant numbers displaced for short periods. Serious damage requiring some external assistance. Community functioning with difficulty. Severe impact on environment with long-term effects. Serious financial loss.
Major	Numerous fatalities. Extensive injuries, with significant hospitalisation. Large number displaced for significant duration. Severe damage that requires external resources. Community only partially functioning. Severe permanent damage to the environment. Severe financial loss.
Catastrophic	Mass fatalities. Large numbers requiring extended hospitalisation. General and widespread displacement for extended duration. Widespread extensive damage. Community unable to function. Widespread severe permanent damage to the environment. Widespread severe financial loss.

	CONSEQUENCE				
	Insignificant 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
A (almost certain) 1:1	H	H	E	E	E
B (likely) 1:10	M	H	H	EW	E
C (possible) 1:50	L	M	H	E	E
D (unlikely) 1:100	L	L	M	H	E
E (rare) 1:500	L	L	M	H	H

LIKELIHOOD

E: Extreme risk; immediate action required
H: High risk; senior management attention required
M: Medium risk; management responsibility must be specified
L: Low risk; manage by routine procedures

ANNEX D to disaster risk management: criteria for assessing risk treatment options

Criteria	Questions
Cost	Is this option affordable? Is it the most cost-effective?
Timing	Will the beneficial effects of this option be quickly realised? Are there other considerations in terms of timing (scheduling clashes, important events) that need to be addressed?
Leverage	Will the application of this option lead to further risk-reducing actions by others?
Administrative efficiency	Can this option be easily administered or will its application be neglected because of difficulty of administration or lack of expertise?
Continuity of effects	Will the effects of the application of this option be continuous or merely short-term?
Compatibility	How compatible is this option with others that may be adopted?
Jurisdictional authority	Does this level of government have the legislated authority to apply this option? If not, can higher levels be encouraged to do so?
Effects on the economy	What will be the economic impacts of this option?
Effects on the environment	What will be the environmental impacts of this option?
Risk creation	Will this option itself introduce new risks?
Equity	Do those responsible for creating the risk pay for its reduction? When the risk is not human-caused, is the cost fairly distributed?
Risk reduction potential	What proportion of the losses due to this risk will the option prevent?
Political acceptability	Is this option likely to be accepted in the current political environment?
Public and pressure group reaction	Are there likely to be adverse reactions to implementation of this option?
Individual freedom	Does this option deny basic rights?

Table adapted from Emergency Management Australia, 2004,
Emergency Risk Management Applications Guide

SECTION TWO

Prevention, preparedness, response and recovery

Prevention

Prevention refers to the regulatory and physical measures taken to ensure that emergencies are prevented or their effects mitigated (Emergency Management Australia, 2004).

Strategies aimed at preventing disaster events incorporate the utilisation of:

- building codes and building-use regulations – these ensure that buildings meet a certain standard to prevent damage and injury in an event, and used for the purpose for which they were intended;
- legislation – is designed to stop certain events occurring in the first place. For example, the *Dangerous Goods Safety Management Act 2001* outlines safe storage and transport of hazardous materials, particularly in built-up areas;
- public education;
- insurance incentives/disincentives – in a cyclone area, residents may receive a reduced insurance premium when they attach shutters to the windows of their homes, or that buildings may not be covered for flood damage if built on a floodplain;
- land-use management initiatives – these are similar to building codes and regulations in that they are designed to use land appropriately for the terrain and location, and to use land as, for example, a natural barrier to hazards.

Some questions to consider

- Have we considered disaster risk reduction strategies in our town planning arrangements?
- Have we incorporated the provisions of *State Planning Policy 1/03*?
- Are development applications made available to the Local Disaster Management Group for comment?
- Have we considered public education campaigns that address prevention? *eg. in relation to flood safety, do we educate individuals to not enter flooded causeways, etc?*
- Have we considered a fire prevention campaign in rural areas to address the issues of fire breaks, fuel load reduction, etc?
- Have we considered engaging with the insurance industry?

Preparedness

Preparedness is having "arrangements or plans to deal with a threat situation or a disaster, that is, the mobilisation of the disaster response structure and resources" (Emergency Management Australia, 2004).

Preparedness is:

- establishing or refining procedures regarding early warning systems, and a public education plan to inform the community of these systems;
- training relevant response personnel on operational implementation;
- considering and planning for the finances and capital required in the event of activating your disaster management plan;
- establishing emergency communications procedures; and
- developing and testing plans.

There are some overarching questions to keep in the back of your mind when completing your preparedness:

- Have we considered the broader community's preparedness?
- Have we considered the cultural needs of your community in preparedness?
- Have we considered the needs of local business and industry in preparedness?
- Is our preparedness going to enhance the safety of our community?

Event coordination

- Do we have a dedicated centre for coordination of operations? *If not, what is the best way for us to ensure that the event is coordinated and managed?*
- Have we identified the coverage of our emergency communication system? *Are there black spots in our community where communications may not be effective?*
- Do we have an emergency communication system that does not rely on essential services? *Do we have a contingency in the event of power disruption?*
- Are all organisations involved in the disaster response utilising the same systems of emergency communication? *If not, what is the best way for us to ensure that we are communicating the same messages and as a team?*
- Do we need a dedicated radio control system for disaster management?
- Is our communication plan for activation easy to use? *For further information regarding stages of activation, see "Response".*

Warning systems and public education

- Is the community aware of the difference between the Standard Emergency Warning System (SEWS) alert system and other alert systems? *That is, are they aware of the difference between SEWS and the "Amber Alert" for abducted children or the National Security Alert Levels used to signal counter-terrorism threats?*

- Can the community easily and quickly identify each warning system?

- Do we have an ongoing education program to inform people of the length of time it takes to evacuate?

- Do we have an ongoing education program to provide information to the public of items that may be required if they are evacuated? *Some items to consider include medical supplies, vital documents, and the evacuation and care of companion animals and pets.*

- Have we informed our community of the location of our evacuation centre/s? *Is it appropriate to inform our community of our evacuation centres?*

Response capability

- What is our response capability?
- What have we identified as the gaps in our response capability?
- What options do we have to increase our response capability?
- Have we documented our available resources?
  - Fire and Rescue resources
  - Queensland Police Service response
  - Ambulance/medical response
  - State Emergency Service (SES) response
  - Heavy and specialist equipment
  - Power sources (such as generators)
  - Signage
  - Personal Protective Equipment (PPE)
  - Hazardous materials incident response requirements
  - Human resources (staff and volunteers)
  - Medical and other supplies and suppliers
  - Financial requirements
  - District Disaster Management Group/State Disaster Management Group
- Have we exercised our response capability? This may be through discussion (a scenario-based paper exercise), functional exercise (isolating each function), and field exercise (actually implementing a response scenario with all required resources). Each of these methods of testing has particular benefits.

You can record the exercises of your response capability in the relevant table in the template at Appendix B.

Type	Process	Participants	Frequency	Complexity	Cost
Discussion exercises					
Agency presentation	Individual Local Disaster Management Group (LDMG) member agencies outline their specific roles, and the assistance needed from or interaction with other agencies	Independent facilitator	High	Low	Low
Hypothetical	Scenario based, lead by a facilitator. Scripted, but flexible enough to deviate from the script as required.	LDMG			
Tabletop	More 'hands on", utilising terrain models, etc	Independent observers/ umpires			
Functional exercise					
Tactical exercise without troops (TEWT)	"Walk-through" of specific areas of functional planning	Independent facilitator Representatives of functional areas being exercised	Medium	Medium	Medium
Field exercise	Full physical implementation of response sections of the plan	Independent facilitator LDMG Response and recovery agencies Independent observers/ umpires	Low	High	High

Response

The principle purpose of the emergency response is the preservation of life and property. Response is defined as the "actions taken in anticipation of, during, and immediately after an emergency to ensure that its effects are minimised, and that people affected are given immediate relief and support" (Emergency Management Australia, 2004).

By considering your response, you will have a set of arrangements for response to an event in your community that clearly identifies:

• Standard Operating Procedures (SOPs) for coordination of the event;

• mobilisation and management of resources; and

• communication and information networks.

Timely activation

Timely activation should:

– be a localised response, based on considerations determined in the broader disaster management plan;

– be recognised and clearly articulated in your response-related SOP; and

– not be reliant on other declarations (such as of a "disaster situation") or broader response plans.

• What actions need to be taken at each stage of activation?

1. Standby
2. Alert
3. Activation
4. Stand-down
5. Debriefing

• Who is responsible for activation of the response?

Notification

• Who do we need to notify for each event?

• Who will notify these people/this entity?

Operational assessment

• Who is assessing the operational needs in the field?

• Who is analysing the impact of the event and determining the level of response required?

• How is this communicated back to the plan's activating authority?

Warnings and public information

• Who is responsible for the release of warnings prior to and during an event in our local area?

• Who is responsible for the ongoing communication of information to the public (crisis communication) in the event of activation?

• Who is responsible for media releases?

• Have we considered the communication needs of populations with special needs? *eg. hearing impaired, people of non-English speaking backgrounds, etc.*

Coordination

- Where will disaster coordination occur?
- In the event of risk to the disaster coordination facility, have we identified an alternative location?
- Is there a SOP for the functioning of our disaster coordination centre?
- What arrangements should be considered in developing our SOP?

Information management

- Do we have systems for the collection, collation and movement of information in and out of the disaster coordination centre?
- What do we do with the information received?
- Who is responsible for decision-making?

Functional plans

- What is the purpose of a functional plan?
- What functional plans do we need? (eg. welfare, evacuation, etc)
- Have we identified who is responsible for functional activities?

Mobilise resources

- Do we have sufficient resources in the event of a disaster?
- What is the process for mobilising these resources?
- Who is responsible for tasking volunteers?
- Are we aware of the mechanism to obtain external resources?

Support from external agencies

- Have we established systems to ensure effective communication with our District Disaster Coordinator (DDC), particularly in terms of external support that may be required?
- What is likely to be the type and level of support being provided by external agencies?
- If new services are to be provided, particularly by external agencies, what mechanisms have we in place to provide this information to our community? *Have we included the needs of our community as identified in "Disaster Risk Management"?*
- What arrangements can we put in place to ensure a smooth transition when external support is withdrawn?

Recovery

The primary aim of recovery is to assist the affected community to regain a proper level of functioning following a disaster (Queensland Audit Office, 2004), both initially and in the long-term. It is "the coordinated process of supporting emergency-affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical well-being" (Emergency Management Australia, 2004). Recovery essentially concerns rehabilitation as well as developing the tools to mitigate against the future impacts of a disaster, and should return the community to an improved state post-disaster. Recovery efforts should identify opportunities for community development, specifically in terms of creating sustainable, safer, and more resilient communities.

The four elements of recovery are:

1. community (including psychosocial recovery);
2. infrastructure (services and lifelines);
3. economy (including financial and political considerations, and business continuity); and
4. environment.

The Australian Government's Community Services Ministers' Advisory Council (CSMAC) Disaster Recovery Subcommittee has identified eight guiding principles for effective disaster recovery. These are outlined in Annex A to this Section.

As the community environment is different after a disaster, you will need to reassess the *new* risks in the *new* environment.

By considering recovery needs, you will have:

- a strategy or strategies to assist your community to recover to an improved state;
- identified agencies that will assist in the recovery process;
- mechanisms for assessing the impact and criticality of the disaster (prioritisation is a result of this); and
- determined the type and level of assistance required from external sources.

Community recovery

- Have we considered the specific needs of our community? *That is, the culture, traditions, ethnicity, demographics, etc as identified in "Disaster Risk Management".*
- What mechanisms and resources will be required to aid in the psychological recovery of the community?
- What financial assistance is available to the community? *For example, government payments and public appeals.*
- What government and non-government agencies would you consider necessary to rebuild your community following a disaster?
- What are likely to be the medical health requirements of the community?

Infrastructure recovery

- How will we ensure the restoration of essential services?
- How will our community access essential services?
- How will we ensure or facilitate restoration of living conditions and housing security?
- How will we rebuild our community infrastructure? This includes ports, airports, dry storage, roads, public transport, fuel, gas, water, electricity, telecommunications, garbage and sewerage, waterways, parks, flora and fauna.
- How will we communicate with our community and with external agencies? This includes gathering, processing, and circulating information to and from the community. It also includes communication with disaster workers (staff and volunteers), media, local government management, suppliers, groups and authorities including the Local Disaster Management Group.
- Are our recovery plans adequately integrated and/or considerate of plans of other relevant services (such as health, energy, telecommunications, etc)?

Economic recovery

- What impact will disasters have on job security in our community? (That is, both for displaced community members and volunteers in the recovery process.)
- What mechanisms and resources will be required to assist and ensure the economic recovery of the community?
- Who needs to be involved in re-establishing economic viability in our community?

Environmental recovery

- What issues do we need to consider in preparing for and managing environmental damage caused by a disaster event?
- Who needs to be involved in this process?

Assessment of impact

Impact assessment considers the four elements of recovery: community, infrastructure, economy, and environment.

- Does our impact assessment consider all of the elements of recovery?
- Have we included disaster loss assessment criteria in our plan?

Post-disaster assessment

Post-disaster assessment evaluates the disaster system (process) as it applied during the event.

- Have we considered the evaluation of our processes in our planning?
- Have we considered whether any new risks may be identified in our community as a result of an event?
- What are the arrangements when new mitigation strategies are identified as a result?

ANNEX A to recovery: principles of disaster recovery

Disaster recovery is most effective:

- when management arrangements recognise that recovery from disaster is a complex, dynamic and protracted process;
- when agreed plans and management arrangements are well understood by the community and all disaster management agencies;
- when recovery agencies are properly integrated into disaster management arrangements;
- when community service and reconstruction agencies have input to key decision-making;
- when conducted with the active participation of the affected community;
- when recovery managers are involved from initial briefings onwards;
- when recovery services are provided in a timely, fair, equitable and flexible manner; and
- when supported by training programs and exercises.

Source: Community Services Ministers' Advisory Council (CSMAC) Disaster Recovery Subcommittee, *Review of community support and recovery arrangements following disasters, 2004.*

SECTION THREE

Review and renew

In the review and renewal of your plan, you will have:

- reviewed the disaster risk management context relating to your local government (considering Federal, State, and local issues impacting upon your local disaster management plan);
- reviewed the risks pertaining to your community;
- reviewed risk treatment strategies; and
- renewed your plan (when necessary).

It is useful to plan for the review and reporting of your plan before commencing your plan, to ensure that the plan encompasses the local government reporting requirements and the capacity of local governments to implement these processes.

The local disaster management plan should set out the review mechanisms to ensure that information is current and that local treatment strategies and actions are appropriately implemented. Local governments should ensure that consideration is given to seasonal events (such as the cyclone season) when determining the frequency of reviews for operational plans and procedures.

The *Disaster Management Act 2003* sets out that "the local government must review the effectiveness of the plan at least once a year" (S59(2)), however the plan may be reviewed more frequently as required at the discretion of the local government.

Considerations in renewing and reviewing your plan

- Is our plan current? Section 59 of the *Disaster Management Act 2003* provides further information regarding reviewing and renewing your plan.

- Have we tested our local disaster management plan?

- Have there been any changes in the environment that may have an impact on the risks identified in our local disaster management plan?

- Are there any studies or new information that may impact upon our local disaster management plan?

- Are there any new risks to consider?

- How will we treat these new risks?

- Have our treatment strategies been successful? Have our risk treatment outcomes been achieved?

- Have there been changes to the key stakeholders?

- Have there been changes to the key contacts? Have we documented these changes?

- Has the political climate of the local area changed? What is the impact of this change?

- Has the organisational structure changed? What is the impact of this change?

- Has the population structure changed significantly? If so, what is the impact on this change on our local disaster management plan?

- Are there new vulnerabilities in our community?

- Has there been a change to our legislative requirements? What are the implications of this change?

- Has there been a change to our local government policies that may impact upon our local disaster management plan?

- Have we needed to enact our local disaster management plan? If so, are there any areas we have identified that need addressing? Are there any changes required to the implementation of our plan?

You can now review and renew your plan, as required, using the attached *Disaster Management Status Report* template at Appendix C to this document.

APPENDIX A:

Useful documents

Auditor-General of Queensland 2004, *Audit of the Queensland Disaster Management System (Audit Report No.2, 2004-05)*, Queensland Audit Office.

Australian Government Department of Transport and Regional Services 2004, *Natural Disasters in Australia: reforming mitigation, relief and recovery arrangements*, 6th edn, Commonwealth of Australia.

Bureau of Transport and Regional Economics 2002, *Benefits of flood mitigation in Australia*, Report 106, Bureau of Transport and Regional Economics, Canberra.

Bureau of Transport Economics 2001, *Economic costs of natural disasters in Australia*, Report 103, Bureau of Transport Economics, Canberra.

Department of Emergency Services 2004, *Disaster Risk Management in Queensland Aboriginal and Torres Strait Islander Communities*, Queensland Government.

Department of Emergency Services and Emergency Management Australia, 2002, *National storm tide mapping model for emergency response: project report*, project no. 03/2001, State of Queensland and Commonwealth of Australia.

Department of Emergency Services and Emergency Management Australia 2002, *Disaster Loss Assessment: guidelines*, State of Queensland and Commonwealth of Australia.

Emergency Management Australia 1998, *Australian emergency management glossary*, part 1, man. 3, Emergency Management Australia and Commonwealth of Australia.

Emergency Management Australia 1998, *Evacuation planning*, part 3, vol. 2, man. 1, Emergency Management Australia and Commonwealth of Australia.

Emergency Management Australia 1999, *Managing the floodplain*, part 3, vol. 3, guide 3, Emergency Management Australia and Commonwealth of Australia, Canberra.

Emergency Management Australia 2000, *Emergency risk management: applications guide*, part 2, vol. 1, man. 1, Emergency Management Australia and Commonwealth of Australia.

Emergency Management Australia 2001, *Emergency management planning for floods affected by dams*, part 3, vol. 3, guide 7, Emergency Management Australia and Commonwealth of Australia.

Emergency Management Australia 2001, *Implementing emergency risk management: a facilitator's guide to working with committees and communities*, part 2, vol. 1, man. 2, Emergency Management Australia and Commonwealth of Australia.

Emergency Management Australia 2002, *Economic and financial aspects of disaster recovery*, part 3, vol. 3, guide 11, Emergency Management Australia and Commonwealth of Australia.

Emergency Management Australia 2002, *Planning safer communities*, man. 1, Emergency Management Australia and Commonwealth of Australia.

Emergency Management Australia 2003, *Community development in recovery from disaster*, part 3, vol. 3, guide 13, Emergency Management Australia and Commonwealth of Australia, Canberra.

Emergency Management Australia 2003, *Hazards, disasters and your community*, 6th edn, Emergency Management Australia and Commonwealth of Australia.
Emergency Management Australia 2004, *Emergency management in Australia: concepts and principles*, part 2, vol. 2, man. 1, Emergency Management Australia and Commonwealth of Australia.

Emergency Management Australia 2004, *Emergency planning*, man. 43, Emergency Management Australia and Commonwealth of Australia.

Emergency Management Australia 2004, *Emergency risk management applications guide*, man. 5, Emergency Management Australia and Commonwealth of Australia.

Emergency Management Australia 2004, *Recovery*, man. 10, Emergency Management Australia and Commonwealth of Australia, Canberra.

International Strategy for Disaster Reduction 2004, *Living with risk: a global review of disaster reduction initiatives*, vol. I, United Nations, New York and Geneva.

International Strategy for Disaster Reduction 2004, *Living with risk: a global review of disaster reduction initiatives*, vol. 2, United Nations, New York and Geneva.

Local Government Association of Queensland Inc. 2004, *Local government counter-terrorism risk management kit*, Local Government Association of Queensland.

Natural Disasters Organisation 1992, *Community emergency planning guide*, 2nd edn, Natural Disasters Organisation, Queanbeyan.

Queensland Department of Emergency Services 2000, *Disaster risk management guide: a how-to manual for Local Government*, Queensland Department of Emergency Services.

Queensland Department of Emergency Services 2001, *Natural disaster risk management: guidelines for reporting*, Queensland Department of Emergency Services.

Queensland Department of Emergency Services 2004, *Disaster risk management in Queensland Aboriginal and Torres Strait islander communities*, Queensland Department of Emergency Services.

Queensland Department of Emergency Services and Department of Local Government and Planning 2003, *State planning policy 1/03 guideline: mitigating the adverse impacts of flood, bushfire and landslide*, Department of Local Government Planning and Counter Disaster and Rescue Services, Brisbane.

Queensland Department of Emergency Services and Department of Local Government and Planning 2003, *State planning policy 1/03: mitigating the adverse impacts of flood, bushfire and landslide*, Department of Local Government Planning and Counter Disaster and Rescue Services, Brisbane.

Standards Australia 1998, *Australian standard: compliance programs AS 3806-1998*, Standards Australia, Homebush.

Standards Australia 2004, *Australian/New Zealand standard: risk management AS/NZS 4360:2004*, 3rd edn, Standards Australia International Ltd and Standards New Zealand, Sydney & Wellington.

APPENDIX B:

Local disaster management plan template

Local Disaster Management Plan of
[insert name of local group]

Preliminaries

Foreword from Chair of LDMG
Optional

Table of contents

Authority to plan
Statement detailing reference to Section 57(1) of the Disaster Management Act 2003.

Approval of plan
Page (including signatures) with relevant reference to local government approval – dates, Council Minute number, etc.
Refer to DM Act Section 80(1)(b)

Amendment register and version control
Describe the process for lodging suggested amendments to the plan.
Document the history of amendment to the plan.

Disaster management plan version control

Version	Date	Prepared by	Comments

Distribution list
Include hard copy and electronic copy distribution as appropriate. You may like to file this information separately from your plan, so inclusion of this list here is optional.

Definitions & abbreviations
Attach this list as an appendix to your plan.

Section 1 – Introduction

Purpose of plan

Brief statement explaining the preparation of the plan in terms of Local Government's obligation to ensuring a safe community.

Key objectives

Detail specific objectives to meet the overall purpose of the plan. This may include statements relating to prevention/mitigation, preparedness, response and recovery.

Local government policy for disaster management

Include a reference to the inclusion of any strategic policy developed by the State.

Integration with Council's corporate, strategic and operational planning processes

Statement of how this plan links to Council's corporate and business planning functions, including references to appropriate sections of other documents.

Local Disaster Management Group

Statement of the requirement to establish a LDMG (Section 29 of DM Act 2003) and the functions of the Group (Section 30 of the DM Act 2003). Include membership details as an annex to the plan with reference to the template provided. This would include the requirement to advise the SDMG of the LDMG membership as per Section 37 and the nominated District Group representative as per section 24(6) of the DM Act 2003.

Detail the processes and requirements for informing Local Government, Disaster District and other levels of the Disaster Management System of outcomes as required.

Roles and responsibilities

Summarise in a table details regarding the involved agencies and their responsibilities.

Relevant contacts – roles and responsibilities

Person	Organisation	Position	Responsibilities	Contact details

Review and renew plan

*Statement as to when and how the plan is to be reviewed and renewed.
Refer Section 59 of the DM Act 2003.*

Section 2 – disaster risk management

Community context

Consider all information identified within the guidelines and populate the following template.

Feature	Relevant information and considerations
Geography	
Climate and weather	
Population	
Community capacity	
Industry	
Public buildings, spaces, and events	
Critical infrastructure	
Essential services	
Hazardous sites	

Hazards

Consider all information identified within the guidelines and populate the risk management record. Also include an outline of the risk management studies undertaken or being undertaken or identified as a future need.

Risk management record

Hazard (source of risk)	Vulnerable sector (element at risk)	Potential risk (risk statements)	Likelihood	Consequence	Level of risk	Action priority	Risk treatment options (include current control measures)	Risk treatment evaluation (determine effectiveness, cost, and potential benefit of risk treatments)	Responsible agency (link treatment option to core business of relevant organisation)	Consequential actions (identify project details)	Implementation timeframe (define timeframe and any dependencies)

Section 3 – Prevention

Consider and note the applicability of the following in preventing events becoming disasters.

Building codes and building-use regulations

Legislation

Public education

Insurance incentives/disincentives

Land-use management initiatives

Section 4 – Preparedness

Event coordination

Provide details of the identified DCC and alternative locations. Develop SOP's for the activation of the Local Disaster Coordination Centre.

Warning systems and public education

Warning and alerting systems: Provide details of warning and alerting arrangements and systems that will be used to inform and mobilise the community.

Public education: Include details of key strategies to address community awareness and education activities. Refer DM Act 2003 Section 30(1)(e).

Response capability

An explanation of current capability and possible assistance that may be requested through the DDMG as identified through an examination of current arrangements. This is referenced in the DM Act 2003 in Section 30(1)(d).

Measurement of response capability may be achieved through operational activation or by the conduct of exercises. Refer to exercise table.

Date	Type	Process	Participants	Specific lessons learnt	Opportunities for improvement (identify these in priority)	Action Plan (actions derived from lessons learnt)	Completion Date (for evaluation of implementation of Action Plan)

Section 5 – Response

Activation

Consider the questions regarding activation in the Guidelines. Outline the actions required at each stage of activation, and who is responsible for each of these actions.

Accessing support

Provide a description of the process to take if additional resources are required in an event.

Functional plans

This section includes plans prepared to detail arrangements for functional support, such as:

- *Evacuation plan*
- *Communications plan*
- *Health plan*
- *Welfare plan*
- *Transport plan*

The processes and arrangements detailed in these plans can be implemented for a range of events.

In some cases, threat specific plans may also be included.

Threat specific arrangements

While these events are managed by other arrangements, the local area may be required to provide support to these arrangements. These may include:

- *Counter terrorism*
- *Exotic animal/plant disease*
- *Pollution of the sea by oil*
- *Epidemic or other health issues*

Initial impact assessment

Determine who is responsible for initial impact assessment.

Section 6 – Recovery

Develop your recovery strategies, incorporating community, infrastructure, economic, and environmental factors.

More specific recovery arrangements will be detailed in a recovery functional plan.

ANNEXURES

Annexures to this plan should include, but are not limited to, the following:

- *Contact list*
- *Resource list*
- *Risk maps – bushfire/flood*
- *Disaster management training register*
- *DCC SOP (as well as a stand-alone document)*
- *Emergency action plans for high-risk dams, major hazardous facilities*

APPENDIX C:

Disaster management status report template

Disaster Management Status Report

to the

‹Disaster District› District Disaster Coordinator

and the

‹Disaster District›

District Disaster Management Group

‹date›

Contents

Insert Table of Contents

ANNEXURES

Include LDMG Membership Details and any other annexures required

1. MEMBERSHIP OF LDMG

Include updates to the membership of the LDMG and any general comments. Include contact details as an annexure.

2. MEETINGS OF LDMG

LDMG meeting frequency

Include adopted meeting frequency and scheduled dates for financial year

Last LDMG meeting

Insert summary of last LDMG meeting including date, outcomes of discussions and any other relevant issues

Next LDMG meeting

Insert information regarding the next LDMG meeting including date, items to be discussed etc

3. RISK MANAGEMENT / MITIGATION

Studies program (NDRMSP or NDMP)

Include information regarding the current status of any studies undertaken as part of the Natural Disaster Risk Management Studies Program or the Natural Disaster Mitigation Program. Also include studies that have been undertaken and are complete.

Mitigation plan

Insert information regarding disaster mitigation plan(s), including date of adoption by council and summary of risks addressed, etc

Mitigation measures

Summarise identified mitigation measures/treatment options and timelines

Impediments to implementation of mitigation measures

Summarise any identified impediments to the implementation of mitigation measures – funding, other resourcing issues, other organisation responsibility, etc

4. INTEGRATION WITH BUSINESS PLANNING

Summarise how disaster management is being integrated with the overall business of the organisation, including the incorporation of disaster management issues with other strategic and operational planning arrangements

5. LOCAL DISASTER MANAGEMENT PLAN

Plan review

Insert summary of review process and date of review

Type of review

Insert comment on type of review conducted

Amendments

Insert summary of amendments

6. OPERATIONAL ISSUES

Readiness status

Insert general comment regarding status of operational readiness

Staff availability
Comment on staff availability for Disaster Coordination Centre, etc

Coordination centre resourcing
Comment on resourcing levels of the Disaster Coordination Centre and the impacts on operations (if any)

Operations conducted

Briefly summarise any operational involvement

Remedial action

Outline any proposed actions/improvements resulting from operational activity

7. TRAINING and DEVELOPMENT

Training conducted

Insert details of any training undertaken or conducted

Identified training needs

Insert details of any training that has been identified as being required, including suggested dates, etc

8. EXERCISES

Exercises conducted

Insert details of any exercises conducted

Remedial action

Outline any proposed actions/improvements resulting from operational activity

Proposed exercises

Insert details of any exercises that are proposed or currently under development, including suggested dates, etc

9. COMMUNITY AWARENESS and EDUCATION

Public awareness activities conducted

Insert details of any public awareness/education activities conducted

Proposed public awareness activities

Insert details of any public awareness/education activities that are proposed or currently under development, including suggested dates, etc
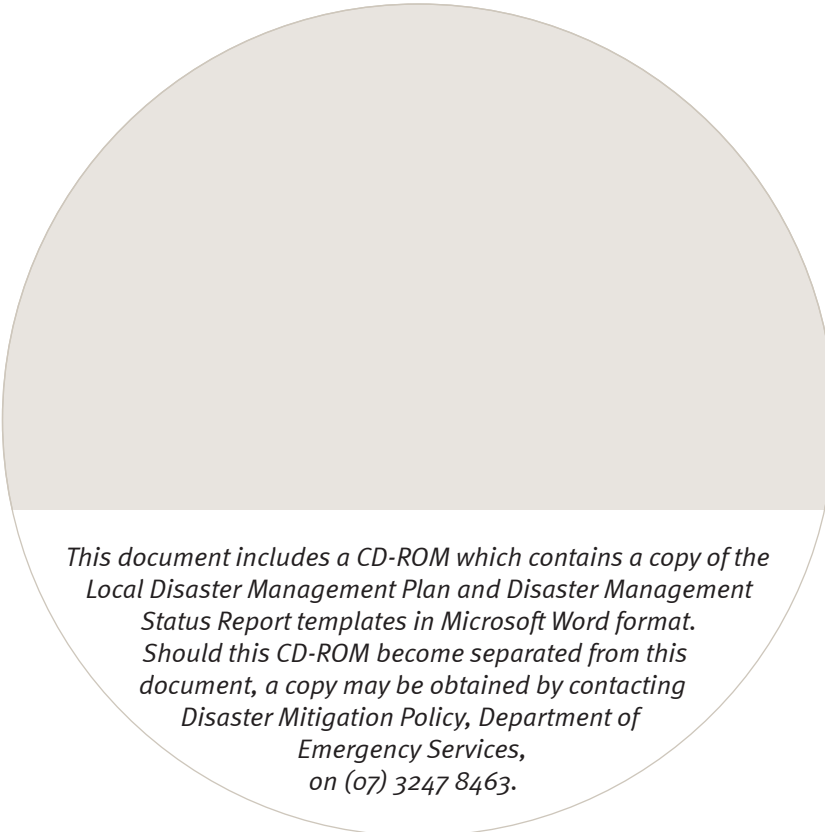
10. SIGNOFF and APPROVAL

Status report completed by:

Signoff by Chair:

Date:

Date of next review:

This document includes a CD-ROM which contains a copy of the Local Disaster Management Plan and Disaster Management Status Report templates in Microsoft Word format. Should this CD-ROM become separated from this document, a copy may be obtained by contacting Disaster Mitigation Policy, Department of Emergency Services, on (07) 3247 8463.