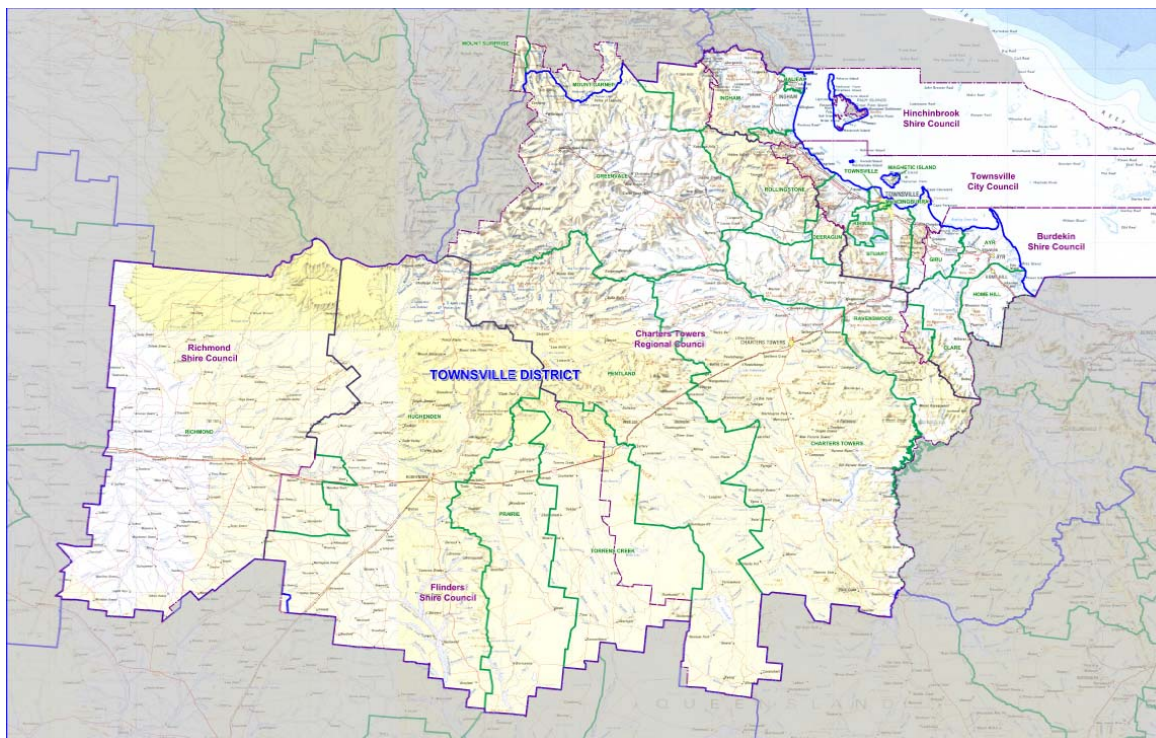


# Townsville District Disaster Management Plan





**CHARTERS TOWERS REGIONAL COUNCIL**  
*Exceptional Service for an Exceptional Community*



**HINCHINBROOK**  
SHIRE COUNCIL



**Townsville**

# Foreword

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The preparation of this district disaster management plan has been undertaken in accordance with the *Disaster Management Act 2003 (DM Act)*, to provide for effective disaster management in the district.

The plan is endorsed for distribution by the District Disaster Management Group.

The communities located within the Townsville Disaster District are susceptible to the impacts from a variety of natural and technological hazards.

The Townsville District Disaster Management Plan (the Plan) has been prepared under the authority of the Disaster Management Act 2003 to provide a framework for comprehensive disaster management within the Townsville District.

The plan is designed to enhance the District's disaster management capacity by ensuring the necessary strategies are in place to provide a comprehensive (Prevention/Mitigation, Preparedness, Response and Recovery), all-agency, whole-of-government approach to disaster management through effective arrangements that may be applied in an all-hazards context.

The plan also incorporates specific strategies for disaster management in respect to all hazards identified through analysis as having potential to cause significant losses within the community; physically, psychologically and economically.

The plan has been prepared by a planning committee comprised of representatives from the various agencies that will have significant roles in disaster management operations.

The plan is a dynamic document that may be amended as required to incorporate legislative changes and lessons learned from activations during events. The plan will also be reviewed periodically and amended as necessary to address the district's most significant risks as identified through hazard analysis and risk assessments and ensure compliance with current best practice procedures in disaster management planning.

**Ian L Houghton**  
**District Disaster Coordinator**  
**Townsville DDMG**  
**Date:**



Department of  
Community Safety



## Endorsement

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The preparation of this district disaster management plan has been undertaken in accordance with the *Disaster Management Act 2003 (DM Act)*, to provide for effective disaster management in Townsville District.

The plan is endorsed for distribution by the District Disaster Management Group.

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**Ian L Haughton**  
**District Disaster Coordinator**  
**Townsville DDMG**

**Dated:**

# Contents

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Foreword.....	3
Endorsement.....	4
Contents.....	5
Document Control.....	9
Amendment Control.....	9
Amendment Register.....	9
Distribution.....	10
Definitions.....	11
Glossary.....	14
Administration and Governance.....	16
Authority to Plan.....	16
Purpose.....	16
Objectives.....	16
Strategic Policy Framework.....	17
Scope.....	17
Disaster Management Priorities.....	18
Review and Renew Plan.....	18
Review of Local Disaster Management Arrangements.....	19
District Disaster Management Group.....	20
Establishment.....	20
Role.....	20
Disaster Management Principles.....	20
Functions.....	22
Membership.....	24
Roles and Responsibilities.....	25
Functional and Supporting Committees.....	28
Related Documentation.....	36
Local Government Disaster Management Plans:.....	36
Functional Committee Sub-plans:.....	36
Threat Specific Plans.....	37
Legislative References.....	37
Guidelines.....	37
Support Groups.....	39
Meetings.....	43
Meeting Types.....	43
Times and Places.....	43
Frequency of Meetings (s. 39).....	43

Quorum (s. 40).....	44
Use of Teleconference Facilities .....	44
Member non-attendance at meetings .....	45
Proxy/Deputy attendance at meetings .....	45
Presiding at meetings.....	45
Secretariat Support .....	45
Venue .....	46
Meeting Agenda .....	46
Ordinary Meetings.....	46
Flying Minute .....	46
Extraordinary Meetings .....	47
Meeting Papers.....	48
Members Status Reports .....	48
Distribution of papers .....	49
Presentations / Training .....	49
Meeting Minutes .....	49
Resolutions .....	49
Resolution Statement .....	50
Resolution Register .....	51
Advisors to the DDMG.....	51
Observers.....	51
SDMG Briefing Paper/Noting Brief .....	51
Records Management.....	52
Reporting .....	52
Administrative Reporting.....	53
Disaster Risk Assessment.....	54
Community Context.....	54
Hinchinbrook Shire .....	55
Palm Island Aboriginal Community Council.....	55
Townsville City Council.....	55
Burdekin Shire .....	56
Charters Towers Regional Council .....	56
Flinders Shire .....	56
Richmond Shire.....	56
Hazards.....	57
Flood .....	57
Tropical Cyclone / Storm Surge.....	58
Tsunami .....	60
Landslide .....	61
Dam Failure .....	61
Emergency Animal Disease .....	62
Terrorist Related Activity .....	62
Earthquake.....	63
Bushfire .....	63
Major Transport Incident .....	64

Chemical/Oil/Fuel Spill .....	65
Risk Assessment .....	66
Risk Treatment .....	66
Capacity Building.....	68
Community Awareness .....	68
Training.....	69
Exercises.....	70
Post-Disaster Assessment.....	71
Response Strategy.....	73
Warning Notification and Dissemination.....	73
Activation .....	77
Alert.....	77
Lean forward .....	77
Stand up.....	77
Stand down.....	78
District Disaster Coordination Centre.....	78
Concept of Operations for Response.....	79
Operational Reporting .....	79
Financial Management .....	79
Media Management .....	79
Accessing Support and Allocation of Resources .....	80
Disaster Declaration.....	81
Resupply .....	82
Individual & Community Preparation .....	83
LDMG Education and Preparation.....	85
Principles for Operational Procedures .....	85
Essential Supplies Guidelines .....	86
Frozen or Chilled Goods .....	86
Transporting/back loading of goods from an isolated community .....	87
Local Disaster Management Group Responsibilities .....	87
Local Resupply Operation.....	88
District Disaster Coordinator Responsibility.....	89
District Resupply Operation.....	90
Functional Plans.....	90
Disaster Operations Functional Register.....	91
Hazard Specific Arrangements.....	92
Recovery Strategy.....	95
Scope.....	95
Functions of Recovery .....	95
Activation .....	96
Immediate/short term recovery.....	96

Transition Triggers .....	97
Medium/Long Term Recovery.....	97
District Recovery Committee .....	97
Operational and Action Plans.....	98
Annexure Index .....	99
Distribution List .....	100
Townsville DDMG Contact List – restricted distribution .....	102
District Levels of Activation for Response Arrangements .....	104
Townsville District Risk Register .....	<b>Error! Bookmark not defined.</b>
Townsville District Risk Treatment Plan .....	<b>Error! Bookmark not defined.</b>

# Document Control

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## Amendment Control

This district plan is a controlled document. The controller of the document is the Townsville District Disaster Coordinator (DDC). Any proposed amendments to this plan should be forwarded in writing to:

**The Executive Officer  
Townsville DDMG  
PO Box 3737  
Hermit Park  
QLD 4812**

The DDC may approve inconsequential amendments to this document. Any changes to the intent of the document must be endorsed by the District Disaster Management Group (DDMG).

A copy of each amendment is to be forwarded to those identified in the distribution list. On receipt, the amendment is to be inserted into the document and the Amendment Register updated and signed.

## Amendment Register

Amendment		Plan Updated	
No/Ref	Issue Date	Inserted By	Date
1	3 October 2005		
2	3 October 2007		
3	3 October 2008		
4	October 2009		
		XO	26 October 2010
		XO	01/07/2011
		XO	16/11/2011

## Distribution

In compliance with s. 56 of the DM Act, the District Disaster Management Plan is available for inspection, free of charge, by members of the public. Copies of the plan may be purchased upon payment of the relevant fee. All applications are to be made to the:

The Executive Officer  
Townsville District Disaster Management Group  
P.O. Box 3737  
Hermit Park  
QLD 4812

This plan has been distributed to DDMG members as detailed in the distribution list at **Annexure A**.

## Definitions

Advisor	A person invited to participate in the business of the DDMG in an advisory capacity on an as-needed basis.
Chair	The person appointed by the Commissioner, Queensland Police Service as the Chair of the DDMG. The Chair of the group is the District Disaster Coordinator.
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 operations horizontally across organisations and agencies.
Deputy Chair	The person appointed by the Commissioner, Queensland Police Service as the Deputy Chair of the DDMG.
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. ( <i>Disaster Management Act 2003</i> )
Disaster District	Part of the state prescribed under a regulation as a disaster district.
Disaster Management	Arrangements about managing the potential adverse effect of an event, including, for example, arrangements for mitigating, preventing, preparing for, responding to and recovering from a disaster. ( <i>Disaster Management Act 2003</i> )
Disaster mitigation	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. ( <i>Disaster Management Act 2003</i> )
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. ( <i>Disaster Management Act 2003</i> )
Disaster 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. ( <i>Disaster Management Act 2003</i> )
Disaster response operations	The phase of disaster operations that relates to responding to a disaster. ( <i>Disaster Management Act 2003</i> )
Disaster recovery operations	The phase of disaster operations that relates to recovering from a disaster. ( <i>Disaster Management Act 2003</i> )
Disaster risk assessment	The process used to determine risk management priorities by evaluating and comparing the level of risk against predetermined standards, target risk levels or other criteria. ( <i>COAG, Natural Disasters in Australia: Reforming mitigation, relief and recovery arrangements: 2002</i> )
Disaster District Coordinator	A person appointed under the <i>Disaster Management Act 2003</i> who is responsible for the coordination of disaster operations in the disaster district for the District Disaster Management Group.

District Disaster Management Group	The group established in accordance with s22 of the Act to provide coordinated State Government support and resources to LDMG's on behalf of local governments.
District Disaster Management Plan	A plan prepared in accordance with s53 of the Act, that documents planning and resource management to counter the effects of a disaster within the disaster district.
Event	(1) Any of the following: <ul style="list-style-type: none"> <li>a. a cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening</li> <li>b. an explosion or fire, a chemical, fuel or oil spill, or a gas leak</li> <li>c. an infestation, plague or epidemic (<i>example of an epidemic – a prevalence of foot-and-mouth disease</i>)</li> <li>d. a failure of, or disruption to, an essential service or infrastructure</li> <li>e. an attack against the state</li> <li>f. another event similar to an event mentioned in (a) to (e).</li> </ul> (2) An event may be natural or caused by human acts or omissions. ( <i>Disaster Management Act 2003</i> )
Executive Officer DDMG	A Police officer appointed to the position of Executive Officer to the district group by the Commissioner, Queensland Police Service.
Executive Team	The Chair, Deputy Chair and Executive Officer.
Extraordinary Meeting	A meeting convened by the Chair in response to an operational event both inside and outside the disaster district.
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.
Guidelines	Guidelines are developed under s63 of the Act to inform the SDMG, DDMG's and local governments about the preparation of disaster management plans, matters to be included in disaster management plans and other appropriate matters about the operation of a DDMG or LDMG.
Hazard	A source of potential harm, or a situation with a potential to cause loss. ( <i>Emergency Management Australia, 2004</i> )
Local Disaster Coordinator	A person appointed under the Act who is responsible for the coordination of disaster operations for the LDMG.
Local Disaster Management Group	The group established in accordance with s29 of the Act to support the disaster management and operational activities of local governments.
Local Disaster Management Plan	A plan that documents agreed arrangements that are in place to deal with disaster events within the local government's area of responsibility.
Member	A person officially appointed as a member of the DDMG. Members have voting rights to validate the business of the group.
Ordinary Meeting	A DDMG meeting which is scheduled and convened on a regular basis at an agreed time (set by the Chair) to discuss routine business of the group.
Post-disaster Assessment	Addresses performance during and the risks revealed by a disaster event in order to improve future development of mitigation measures. Post-disaster assessment forms part of continuous improvement of the whole system. ( <i>Adapted from COAG, Natural Disasters in Australia: Reforming mitigation, relief and recovery arrangements: 2002</i> )

Primary Agency	An agency allocated responsibility to prepare for and respond to a specific hazard based on their legislated and/or technical capability and authority.
Queensland disaster management arrangements	Whole-of-government arrangements to ensure the collaborative and effective coordination of planning, services, information and resources for comprehensive disaster management.
Recovery	The taking of preventative measures to recover from an event, including action taken to support disaster-affected communities in the reconstruction of infrastructure, the restoration of emotional, social, economic and physical wellbeing, and the restoration of the environment. ( <i>Disaster Management Act 2003</i> )
Relief	The provision of immediate shelter, life support and human needs of persons affected by, or responding to, an emergency.
Residual Risk	The risk remaining after risk treatment. Residual risk can contain unidentified risk. Residual risk can also be known as 'retained risk'. ( <i>ISO Guide 73:2009 Risk management – Vocabulary</i> )
Risk	The effect of uncertainty on objectives. ( <i>ISO Guide 73:2009 Risk management – Vocabulary</i> )
Risk Management	Coordinated activities to direct and control a community or organisation with regard to risk. (Adapted from <i>ISO Guide 73:2009 Risk management – Vocabulary</i> )
Risk Register	A listing of risk statements describing sources of risk and elements at risk with assigned consequences, likelihoods and levels of risk.
Risk Treatment	Process of selection and implementation of measures to modify risk. ( <i>National Emergency Risk Assessment Guidelines</i> )
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. ( <i>Disaster Management Act 2003</i> )
State Disaster Coordinator	A person appointed under the Act who is responsible for the coordination of disaster response operations for the SDMG.
State Recovery Coordinator	A person appointed under the Disaster Management Act 2003 who is responsible for the coordination of disaster recovery operations for the State Disaster Management Group.
State Disaster Management Plan	A planning tool for disaster managers which provides an overview of Queensland's disaster management arrangements, including agency roles and responsibilities.
State Recovery Coordinator	A person appointed under the Act who is responsible for the coordination of disaster recovery operations for the SDMG.
Temporary District Disaster Management Group	A DDMG established under the Act by the SDMG Chair, in consultation with the Commissioner, Queensland Police Service, as a temporary district group to manage a disaster across two or more affected disaster districts.

# Glossary

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## **Acronyms and abbreviations:**

<b>ADF</b>	Australian Defence Force
<b>AUSVETPLAN</b>	Australian Veterinary Emergency Plan
<b>BoM</b>	Bureau of Meteorology
<b>DACC</b>	Defence Aid to the Civil Community
<b>DDC</b>	District Disaster Coordinator
<b>DDCC</b>	District Disaster Coordination Centre
<b>DDMG</b>	District Disaster Management Group
<b>DDMP</b>	District Disaster Management Plan
<b>DEEDI</b>	Department of Employment, Economic Development and Innovation
<b>DERM</b>	Department of Environment and Resource Management
<b>DES</b>	Department of Emergency Services
<b>DLGP</b>	Department of Local Government & Planning
<b>DM Act</b>	<i>Disaster Management Act 2003</i> (Qld)
<b>DoC</b>	Department of Communities
<b>DTMR</b>	Department of Transport & Main Roads
<b>EMA</b>	Emergency Management Australia
<b>EMQ</b>	Emergency Management Queensland
<b>FMD</b>	Foot and Mouth Disease
<b>JATWC</b>	Joint Australian Tsunami Warning Centre
<b>LDCC</b>	Local Disaster Coordination Centre
<b>LDMG</b>	Local Disaster Management Group
<b>LDMP</b>	Local Disaster Management Plan
<b>NDRRA</b>	Natural Disaster Relief and Recovery Arrangements
<b>NGO</b>	Non government organisation
<b>NQRECPT</b>	North Queensland Reception Plan
<b>QAS</b>	Queensland Ambulance Service
<b>QDMA</b>	Queensland Disaster Management arrangements
<b>QCCAP</b>	Queensland Coastal Contingency Action Plan
<b>QFRS</b>	Queensland Fire & Rescue Service
<b>QRFA</b>	Queensland Rural Fires Authority
<b>QLDVETPLAN</b>	Queensland Veterinary Emergency Plan
<b>QPS</b>	Queensland Police Service
<b>QR</b>	Queensland Rail
<b>QTCCC</b>	Queensland Tropical Cyclone Coordination Committee
<b>RAAF</b>	Royal Australian Air Force
<b>SDCC</b>	State Disaster Coordination Centre
<b>SDMG</b>	State Disaster Management Group
<b>SDMP</b>	State Disaster Management Plan
<b>SDRA</b>	State Disaster Relief Arrangements
<b>SEWS</b>	Standard Emergency Warning Signal

<b>SES</b>	State Emergency Service
<b>SOP</b>	Standard Operating Procedures
<b>SPF</b>	Queensland Disaster Management Strategic Policy Framework
<b>TAPL</b>	Townsville Airport Pty Limited
<b>XO</b>	Executive Officer

# Administration and Governance

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## Authority to Plan

This district disaster management plan is prepared under the provisions of s.53 of the Act.

## Purpose

This plan details the arrangements within the Townsville disaster district to provide whole-of-government planning and coordination capability to support local governments in disaster management and disaster operations.

## Objectives

The objective of the Townsville District Disaster Management Plan is to facilitate the implementation of effective and efficient disaster management strategies and arrangements including:

- The development, review and assessment of effective disaster management for the district including arrangements for mitigating, preventing, preparing for, responding to and recovering from a disaster;
- Compliance with the State Disaster Management Group's (SDMG) Strategic Policy Framework, the State Disaster Management Plan, the District Disaster Management Guidelines and any other Guidelines relevant to district level disaster management;
- The development, implementation and monitoring priorities for disaster management for the district;
- Details efficient information management processes;
- Strengthen partnerships in providing disaster mitigation;
- Are consistent with contemporary disaster management practices;
- Provide for business continuity arrangements; and
- Are consistent with the requirements for disaster planning as contained in the *Disaster Management Act 2003 (Qld)* and the *Queensland Disaster Management Planning Guidelines*.

## Strategic Policy Framework

Disaster management and disaster operations in the Townsville disaster district are consistent with the *Disaster Management Strategic Policy Framework*. This is achieved by:

- Ensuring a comprehensive, all hazards, all agencies approach by achieving the right balance of prevention, preparedness, response and recovery;
- Supporting the mainstreaming of disaster preparedness and mitigation into relevant areas of activity of government, non-government, small business and corporations;
- Aligning disaster risk reduction, disaster mitigation, disaster resilience and climate change adaptation policy and actions with international and national reforms;
- Promoting a transparent, systematic and consistent approach to disaster risk assessment and management, based on the *National Emergency Risk Assessment Guidelines* and the *Australian/New Zealand Standard AS/NZS ISO 31000:2009 Risk management – Principles and guidelines*;
- Recognising the commitment of stakeholders and the need for collaboration across all levels of government, community, industry, commerce, government owned corporations, private and volunteer organisations, and local communities in all aspects of disaster management;
- Emphasising building and maintaining sincere relationships, trust, teamwork, consultative decision-making and shared responsibilities among stakeholders; and
- Promoting community resilience and economic sustainability through disaster risk reduction.

## Scope

In accordance with Section 49 of the *Disaster Management Act 2003*, this disaster management plan is to:

- Outline the State group's strategic policy framework, and the concepts and principles for disaster management in Queensland; outline the structure, responsibilities and arrangements of committees at state, Disaster District and Local Government level;
- Outline the roles and responsibilities of those departments and agencies who have been allocated a functional role;
- Provide for the coordination of disaster operations and activities;
- Identify events that are likely to happen and outline priorities for disaster management in the State;
- Provide for the activation of the arrangements in support of State operations;
- Include matters stated in the disaster management guidelines; and

- Specify responsibilities for annual reporting in relation to disaster management.

This plan details the arrangements necessary to undertake disaster management within the Townsville disaster district. This includes the local government areas of:

- Hinchinbrook
- Palm Island
- Townsville
- Burdekin
- Charters Towers
- Flinders & Richmond

### Disaster Management Priorities

Implement effective governance through sound performance management and a focus on continuous improvement.

- Ensure consistent application of legislation, regulations and supporting policies.
- Establish a formal reporting system that ensures that evaluation analysis is captured and communicated.
- Monitor and evaluate the disaster management arrangements to:
  - Streamline arrangements;
  - Develop clear accountability, including defined roles and responsibilities at all levels of the disaster management arrangements;
  - Improve the communication flow process; and
  - Develop whole-of-government media and community engagement arrangements.
- Integrate effective disaster risk reduction initiatives into strategic and corporate plans at all levels of government, industry and commerce.
- Ensure clear and transparent decision making through collaboration, cooperation and communication.

The priorities are in line with the DDMG Annual Operational Plan as the tool used to outline, implement, manage and monitor current disaster management priorities for the Cairns District.

### Review and Renew Plan

In compliance with s.55 of the Act, the District Disaster Management Plan shall be reviewed annually by the Planning Committee as follows:

- April-July      Planning Committee reviews DDMP;
- September      Draft amendments submitted to DDMG for approval;
- October          Amendments (or new plans if appropriate) are disseminated to all stakeholders.

The plans of the Disaster Districts Functional Committees shall be reviewed annually by the respective committee as follows:

- April-July      Functional Committee reviews plan;
- August          Draft amendments submitted to DDMG for consideration;
- October          Amendments (or new plans if appropriate) are disseminated to all stakeholders.

The effectiveness of the DDMP and Functional Plans shall be reviewed against the ‘Criteria for review of Emergency Management Plans’ as contained in Annex A to Chapter 9 of the Australian Emergency Manual, Manual Number 43 *Emergency Planning Guide*, 2<sup>nd</sup> Edition. These criteria are contained in **Annexure G** to this Plan

The DDMP and Functional Plans may be reviewed at any other time should it become apparent that urgent amendment is required to give effect to operational effectiveness of the DDMG activities.

### **Review of Local Disaster Management Arrangements**

In accordance with s23 of the Act it is a function of the DDMG to regularly review and assess the disaster management of local groups in the district.

This will be conducted annually and coordinated by the Executive Officer in consultation with Emergency Management Queensland and the relevant LDMG.

# District Disaster Management Group

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## Establishment

The Townsville District Disaster Management Group (DDMG) has been established under s. 22 of the *Disaster Management Act 2003* (the DM Act).

## Role

The Townsville District Disaster Management Group is comprised of representatives from regionally based Queensland (Qld) government agencies, government owned corporations, non-government organisation, industry and commerce and key community representatives, who can provide and coordinate whole-of-Government support and resource gap assistance to disaster-stricken communities.

The Townsville DDMG performs a ‘middle management’ function within Qld disaster management arrangements (QDMA) by providing coordinated state government support when requested by the Local Disaster Management Groups (LDMG’s) on behalf of local governments.

## Disaster Management Principles

Section 4A of the DM Act provides that disaster management is administered in accordance to the following guiding principles:

- (a) *Disaster management should be planned across the following four phases—*
  - (i) *The taking of preventative measures to reduce the likelihood of an event occurring or, if an event occurs, to reduce the severity of the event;*
  - (ii) *The taking of preparatory measures to ensure that, if an event occurs, communities, resources and services are able to cope with the effects of the event;*
  - (iii) *The taking of appropriate measures to respond to an event, including action taken and measures planned in anticipation of, during, and immediately after an event to ensure that its effects are minimised and that persons affected by the event are given immediate relief and support;*
  - (iv) *The taking of appropriate measures to recover from an event, including action taken to support disaster-affected communities in the reconstruction of infrastructure, the restoration of emotional, social, economic and physical wellbeing, and the restoration of the environment;*

- (b) *All events, whether natural or caused by human acts or omissions, should be managed in accordance with the following—*
  - (i) *A strategic policy framework developed by the State group;*
  - (ii) *The State disaster management plan;*
  - (iii) *Any disaster management guidelines;*
- (c) *Local governments should primarily be responsible for managing events in their local government area;*
- (d) *District groups and the State group should provide local governments with appropriate resources and support to help the local governments carry out disaster operations.'*

## Functions

Under s. 23, the DDMG has the following functions:

	DDMG FUNCTION	SUMMARY
(a)	Ensure that disaster management and disaster operations in the district are consistent with the SDMG's SPF for disaster management for the State;	The Strategic Policy Framework (SPF) establishes elements, strategies and key performance indicators for the disaster management groups to discharge their DM responsibilities in accordance with the DM Act.
(b)	Develop effective disaster management for the district, including a District Disaster Management Plan (DDMP), and regularly review and assess disaster management;	Effective disaster management for DDMG's follows the comprehensive (all-hazards, all agencies and prepared communities) approach of prevention, preparedness, response and recovery, whilst applying effective risk management.
(c)	Provide reports and make recommendations to the SDMG about matters relating to disaster management and disaster operations in the district;	Establishment of DDMG accountability through consistent reporting (preparation of special reports, annual reports and operational reports) on disaster management and disaster operations against the SPF ensures DDMG's meet their responsibilities in accordance with the DM Act.
(d)	Regularly review and assess the disaster management of LDMG's in the district;	Effective disaster management for LDMG's follows the national concepts and principles of a comprehensive (prevention, preparedness, response and recovery), all-hazards, all agencies and prepared communities approach, whilst applying effective risk management. It is the role of the DDMG to review and assess LDMG disaster management activities in the disaster district annually.
(e)	Ensure that any relevant decisions and policies made by the SDMG are incorporated in its disaster management, and the disaster management of LDMG's in the district;	SDMG decisions and policies such as the State Plan, the SPF and disaster management or operational guidelines are considered and incorporated into District and Local disaster management through planning and DM activities.
(f)	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;	Disaster management and disaster operational activities and requirements are communicated to the community, utilising effective public education, and awareness strategies and mechanisms.

	<b>DDMG FUNCTION</b>	<b>SUMMARY</b>
(g)	Coordinate the provision of State resources and services to support the LDMG's in the District	The capacity and capability of local government is enhanced through identification and provision of resources in an organised, timely and efficient manner to the affected communities, following the disaster management pyramid and considering the operational priorities against the presented risks.
(h)	Identify resources that may be used for disaster operations in the district;	Resources are identified and prioritised by undertaking a risk management assessment of the disaster district. This identifies those resources that will be required and are accessible within the district. A gap analysis and contingency plans are implemented to ensure the shortfall can be accessed from outside the disaster district e.g. State or Australian Government.
(i)	Make plans for the allocation, and coordination of the usage of resources mentioned in paragraph (h);	Development of disaster plans at all levels of government to guide disaster management activities.
(j)	Establish and review communication systems for use when a disaster happens, in the group, and with and between LDMG's in the district;	Maintain a contemporary, up to date approach to communications and communication systems.
(k)	Ensure information about an event or a disaster in the district is promptly given to the SDMG and each LDMG in the district;	Establish clear command, control and coordination arrangements to support disaster management and operations at all levels.
(l)	Prepare, under s. 53 of the DM Act, a DDMP;	The DDMP outlines how disaster management principles are applied, how risks to the district are managed and how disaster operation arrangements will be activated.
(m)	Perform other functions given to the group under this Act;	Other functions may be accepted by members in support of a lead agency's management of events, such as Avian / Equine Influenza or an oil spill.
(n)	Perform a function incidental to a function mentioned in paragraphs (a) to (m).	Members will have the resources to assist other agencies and the community from time to time. Through effective plans collaborative arrangements may be reached by agreement.

## Membership

The DDMG membership is comprised of persons and representatives as nominated in section 24: 'Membership' of the *Disaster Management Act 2003*, as follows:

- Chairperson – District Disaster Coordinator;
- Deputy Chairperson;
- Executive Officer
- A representative of each local government within the district; and
- Persons representing departments whom the Executive Officer of the SDMG in consultation with the DDC considers appropriate to be represented on the group.

For operational purposes, and in compliance with the Act, the Townsville DDMG is comprised of the following individuals and representatives as the Core Group:

- DDC
- Deputy Chairperson
- Executive Officer
- A representative each of the District's Functional Groups:
  - Department of Communities
  - Department of Health (Q-Health)
  - Department of Health (Public Health Unit)
  - Department of Public Works (Q-Build)
  - Department of Transport & Main Roads
  - Department Employment, Economic Development & Innovation
- Queensland Police Service
- Australian Defence Forces – JOSS
- Australian Broadcasting Commission

Representatives of the following departments / agencies may be invited to attend DDMG meetings and assist in disaster operations in a co-operative disaster capacity as required:

- Queensland Ambulance Service
- Queensland Fire and Rescue Service
- Queensland Rural Fire Service
- Townsville Airport Pty Ltd
- Bureau of Meteorology
- Department of Transport (Maritime Division)

- Environmental Protection Agency
- Ergon
- Media
- NQ Water
- Queensland Rail (QR)
- Telstra
- Commercial Media

## Roles and Responsibilities

The Townsville DDMG is comprised of representatives from regionally based Queensland (Qld) government agencies, government owned corporations, non-government organisation, industry and commerce and key community representatives, who can provide and coordinate whole-of-Government support and resource gap assistance to disaster-stricken communities. DDMG's perform a 'middle management' function within Qld disaster management arrangements (QDMA) by providing coordinated state government support when requested by Local Disaster Management Groups (LDMG's) on behalf of local governments.

Function / Role	Responsible person/agency	Key Accountabilities
<b>Group Management</b> <ul style="list-style-type: none"> <li>• Chairperson</li> <li>• District Disaster Coordinator</li> </ul>	As appointed by the Commissioner of the Police Service under s. 25(1)(a) of the DM Act.  District Officer Townsville District	The chairperson of a district group is to: <ul style="list-style-type: none"> <li>(i) Manage and coordinate the business of the district group;</li> <li>(ii) Ensure, as far as practicable, that the group performs its functions as prescribed under s. 23: 'Functions' of the DM Act;</li> <li>(iv) Prepare, under s. 53: 'Plan for disaster management in disaster district' of the DMA, a district disaster management plan which must be consistent with the disaster management guidelines. When a district group considers it appropriate the plan may be reviewed or renewed. Review the effectiveness of the plan at least once a year (See s. 55: 'Reviewing and renewing plan' of the DMA). The district disaster management plan must comply with s. 53 of the DM Act.</li> <li>(iv) Ensure the Chief Executive, Department of Community Safety is advised of any temporary or permanent changes to the appointment of a deputy chairperson or district disaster coordinator of a district group; and</li> <li>(v) Regularly report to the State group about the performance by the district group of its</li> </ul>

		<p>functions.</p> <p>District Disaster Coordinator – District group</p> <p>The District Disaster Coordinator (DDC) of a district group is also the chairperson of the group. The function of a DDC of a district group is to coordinate disaster operations in the disaster district for the group, see s. 26A: 'Function of district disaster coordinator' of the DM Act.</p> <p>The DDC of a district group may delegate the DDC's functions to an appropriately qualified member of the Service; see s. 143(7): 'Delegations' of the DM Act.</p>
<b>Deputy Chairperson</b>	<p>As appointed by the Commissioner of the Police Service under s. 25(1)(b) of the DM Act.</p> <p>District Inspector</p>	<p>In accordance with s. 25(1) (b) of the DM Act, a police officer has been appointed as deputy chairperson for each district group.</p> <p>Deputy chairperson is responsible for:</p> <ul style="list-style-type: none"> <li>▪ Assisting the chairperson to manage and coordinate the business of the district group;</li> <li>▪ Chairing meetings associated with the district group in the absence of the chairperson (see s. 41: 'Presiding at meetings' of the DM Act);</li> <li>▪ Assisting the chairperson and executive officer of the district group, to review the district disaster plan;</li> <li>▪ The provision of timely and accurate advice to the DDC in matters relating to disaster management;</li> <li>▪ Assisting the chairperson, in their role as DDC, in coordinating disaster operations in the disaster district for the group;</li> <li>▪ Reporting to the district group on operational issues regarding the disaster;</li> <li>▪ Representing the chairperson when the chairperson is unavailable;</li> <li>▪ Undertaking the role of the DDC when delegated that function pursuant to s. 143(7) of the DM Act; and</li> <li>▪ Performing any other task or functions as required by the chairperson for the efficient and effective performance of the district group.</li> </ul> <p>Performing any other tasks or functions as required by the DDC for the efficient and effective performance of the district group.</p>

Function / Role	Responsible person/agency	Key Accountabilities
<p><b>Executive Officer</b></p>	<p>As appointed by the Commissioner of the Police Service under s. 27 of the DM Act.</p> <p>Senior Sergeant Disaster Management Support Officer</p>	<p>The executive officer of a district group is to support the group in the performance of its functions, as directed by the chairperson of the district group. Executive officers are responsible for:</p> <ul style="list-style-type: none"> <li>▪ The establishment of the DDCC including relevant standard operating procedures;</li> <li>▪ The identification and training of staff to operate within the DDCC;</li> <li>▪ The activation and operational management of the DDCC during times of actual or potential disaster;</li> <li>▪ The provision of administrative and secretarial functions associated with the district group including facilitating and recording district group meetings and records relating to disaster management;</li> <li>▪ Maintenance and distribution of a contact list of all district group members;</li> <li>▪ In conjunction with relevant stakeholders, reviewing district disaster plans;</li> <li>▪ Liaison with Emergency Management Queensland (EMQ) in the development and conduct of exercises to test operational preparedness of district and local disaster management plans, functional sub-plans and DDCC operations;</li> <li>▪ Assisting EMQ with facilitating disaster management training in the district;</li> <li>▪ Facilitation of post disaster event debriefs;</li> <li>▪ The establishment of, and liaison with a network of relevant agencies, to provide advice on current and emerging trends which may have an impact in disaster districts;</li> <li>▪ The provision of timely and accurate advice to the DDC in matters relating to disaster management;</li> <li>▪ In conjunction with EMQ, disseminating information on disaster preparedness to QPS and community networks;</li> <li>▪ Representing the DDC when required, including providing briefings on behalf of the DDC;</li> </ul>

		<ul style="list-style-type: none"> <li>▪ Ensuring the district group fulfils its legislative responsibilities, see s. 23: 'Functions' of the DM Act;</li> <li>▪ Performing any other tasks or functions as required by the DDC for the efficient and effective performance of the district group.</li> </ul>
<b>Deputy XO</b>	As appointed by the DDC	Management of DDCC and the functions of the Executive Officer in the absence of the XO.
<b>Liaison Officers</b> (Representatives from Local Government, State Government Departments and other non-government organisations).	Senior representation as appointed by organisation	<p>Provision of advice to DDMG and resource allocations relevant to parent organisational functions</p> <p>Compliance with organisational roles and responsibilities defined in State Disaster Management Plan.</p>

## Functional and Supporting Committees

Department / Group / Agency	Responsible person/Lead agency	Key Accountabilities
<b>Transport &amp; Main Roads</b>	Department of Transport (Queensland Transport)	<p>As detailed in the State Disaster Management Plan (2010) including arrangements for the provision of transport resources for the transportation modes of road, rail, air and sea, and transport engineering to support disaster response and recovery operations.</p> <ul style="list-style-type: none"> <li>• Coordination of transport and transport engineering support for disaster prevention, preparedness, response and recovery</li> <li>• Movement of disaster related equipment and supplies including food, water, fuel, sandbags and medical resources</li> <li>• Movement of people as a result of mass evacuation of a disaster affected community</li> <li>• Repairs to and reinstatement of road, rail and maritime infrastructure</li> </ul>

		<ul style="list-style-type: none"> <li>• Provision of transport engineering advice including infrastructure service capacities relating to roads, bridges, ports and rail lines</li> <li>• Provision of information at State and District Disaster levels on road, rail, maritime and air service closures and / or restrictions</li> </ul>
<b>Health</b>	Queensland Health  Tropical Health Unit	<p>QHealth is responsible for administration of legislation under the <i>Health Act, 1937</i> and the <i>Radiation Safety Act, 1999</i>.</p> <p>There are provisions under the <i>Health Act, 1937</i> that provide the Minister for Health extensive and wide-ranging powers in the event of a major health issues arising.</p> <p>QHealth is responsible for the control of communicable disease outbreaks underpinned by the requirements and powers of the <i>Health Act, 1937</i>.</p> <p>QHealth administers the <i>Radiation Safety Act, 1999</i> and is the Lead Agency for radiation safety in Queensland. Under the Act, inspectors have powers to ensure that adequate controls are in place to protect the health and safety of all persons. Additionally, Radiation Health has been delegated as the power of the Administering Authority under the <i>Environmental Protection Act, 1994</i> for all matters relating to land affected by radioactive material.</p> <p>QHealth is the Lead Agency for implementation of the State Biological Disaster Plan and State Radiological Disaster Plan.</p> <p>Ongoing medical and health services required during the recovery period to preserve the general health of the community.</p> <p>Arrangements for the provision of medical and health resources to support disaster response and recovery operations through: Command, control and coordination of medical</p>

		<p>resources;</p> <ul style="list-style-type: none"> <li>• Public health advice and warnings;</li> <li>• Transportation of patients;</li> <li>• Psychological and counselling services; and</li> <li>• Ongoing medical and health services required during the recovery period.</li> </ul> <p>In addition, QHealth provides:</p> <ul style="list-style-type: none"> <li>• advice and direction on biological and radiological incidents</li> <li>• Public health advice and direction</li> <li>• Advice on the clinical and medical management of casualties</li> <li>• Hospital or other health facility based multi-casualty response as required</li> <li>• On-site medical teams</li> <li>• Off-site laboratory analysis of hazardous materials including biological agents</li> </ul> <p>QHealth may attend, depending on circumstances surrounding the incident.</p> <p>In addition, QHealth will:</p> <ul style="list-style-type: none"> <li>• be advised of any CBR related incident. (Via 24hr contact number)</li> <li>• attend if samples are to be taken</li> <li>• arrange for accepting samples (must be within 24 hours)</li> <li>• arrange for the immediate analysis of any sample taken – (must be within 24 hours)</li> <li>• arrange for treatment of any persons suspected of being contaminated</li> <li>• arrange for the case management and welfare of any persons suspected of being contaminated.</li> </ul>
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Function / Role	Responsible person/agency	Key Accountabilities
<b>Building and Engineering Services</b>	Department of Public Works (Q-Build)	<p>As detailed in the State Disaster Management Plan (2008) including arrangements for the provision of resources and services pertaining to all engineering disciplines which may be required to assist disaster response and recovery operations.</p> <p>Functional Lead agency for</p> <ul style="list-style-type: none"> <li>• Building and Engineering Services; Communications Infrastructure; and Emergency Supply.</li> <li>• QBuild provides the functional response at a disaster district level on behalf of Public Works</li> <li>• Inspection and repair of damaged State Government built infrastructure</li> <li>• Support in damage assessment</li> <li>• Access to Government motor vehicle fleet</li> <li>• Liaison with telecommunication providers</li> <li>• Logistical support arrangements</li> <li>• Temporary built infrastructure solutions</li> </ul> <p>DPW utilises a framework of support from all service areas within the departments administrative portfolio</p>
<b>Emergency Supply</b>	Department of Public Works (Q-Build)	<p>As detailed in the State Disaster Management Plan (2008) including arrangements for the provision and issue of emergency supplies to support disaster response and recovery operations, including arrangements for the procurement, coordinated delivery and management of emergency supplies and associated services.</p>
<b>Communications</b>	Department of Public Works (Q-Build)	<p>As detailed in the State Disaster Management Plan (2008) including arrangements for the re-establishment of electronic communication links either within a disaster affected area or within areas outside the affected area, and the</p>

		<i>provision of special communication facilities to support State and Disaster District level operations mounted in support of an affected area.</i>
Department of Community Safety	Emergency Management Queensland	<p>Regularly review and assess the effectiveness of disaster management by district groups and local groups, including district and local disaster management plans, through:</p> <ul style="list-style-type: none"> <li>• Undertaking a biannual assessment of district and local plans and completing a Planning Assessment Report for each plan, including assessment recommendations;</li> <li>• Working with district and local groups to assist in the implementation of agreed recommendations from the Planning Assessment Report;</li> <li>• Participating in the review of district plans by providing agency relevant input in the development of the plan, and assessing technical aspects of the plan;</li> <li>• Participating in the review of local plans by providing input in the development of the plan, and assessing technical aspects of the plan;</li> <li>• Coordinating and ensuring local and district exercises are conducted on a regular basis;</li> <li>• Ensuring exercise outcome reports are developed and distributed;</li> <li>• Supporting district and local groups to ensure agreed exercise outcome recommendations are implemented;</li> <li>• Conducting post-disaster assessments of events within the district and local areas;</li> </ul> <p>Regional EMQ officers will be a significant contributor in the development and review of district and local plans, the assessment of plans will be undertaken in conjunction with an EMQ officer external to the respective</p>

		<p>Region.</p> <ul style="list-style-type: none"> <li>• Reporting on the findings and recommendations of post disaster assessments and the implementation of improvements and enhancements to disaster management plans and arrangements at the district and local level; and</li> <li>• Supporting district and local groups to ensure agreed post disaster assessment findings and recommendations are implemented.</li> </ul> <p>Ensure that persons performing functions under the Act, are appropriately trained, through:</p> <ul style="list-style-type: none"> <li>• Developing a disaster management training framework to provide disaster management stakeholders with a training pathway, ensuring the effective performance of their functions under the Act;</li> <li>• Developing training packages to support the disaster management training framework;</li> <li>• Providing support and assistance to State, district and local groups to undertake a training needs analysis, so that an annual training program can be developed for State, district and local levels;</li> <li>• Delivering training in accordance with the disaster management training framework to disaster management stakeholders at State, district and local levels;</li> <li>• Developing induction packages for new members of state, district and local groups for delivery by the disaster coordinator of each respective group; and</li> <li>• Coordinating and ensuring disaster management exercises are conducted at State, district and local levels to test plans and assess the level and numbers of trained</li> </ul>
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		<p>personnel.</p> <p>Provision of advice and support to the State, district and local groups in relation to disaster management and disaster operations, through:</p> <ul style="list-style-type: none"> <li>• Participating as an active member of state, district and local groups, and related sub-committees; and</li> <li>• Providing advice on: contemporary disaster management practices; outcomes of state, national and international post disaster assessments; and disaster research findings.</li> </ul>
<p>Local Disaster Management Groups</p>	<p><b>Hinchinbrook</b>  <b>Palm Island</b>  <b>Townsville</b>  <b>Burdekin</b>  <b>Charters Towers</b>  <b>Flinders</b>  <b>Richmond</b></p>	<ul style="list-style-type: none"> <li>• Maintenance of Local government functions (via Local Government business continuity and recovery planning).</li> <li>• Maintenance of normal Local government services to the community and critical infrastructure protection.</li> <li>• Development and maintenance of disaster management plans for the shire.</li> <li>• Development and maintenance of a public education/awareness program.</li> <li>• Establishment, maintenance and operation of a LDCC including the training of sufficient personnel to operate the centre.</li> <li>• Coordination of support to emergency response agencies.</li> <li>• Maintenance of warning and telemetry systems.</li> <li>• Collection and interpretation of information from telemetry systems.</li> <li>• Reconnaissance and post impact assessments for the shire.</li> <li>• Debris clearance of roads and bridges.</li> <li>• Issuance of public information prior</li> </ul>

		<p>to, during and post disaster impact events.</p> <ul style="list-style-type: none"> <li>• Recommendations with regard to areas to be considered for authorised evacuation.</li> <li>• Public advice with regard to voluntary evacuation.</li> <li>• Provision of locally based community recovery services in conjunction with other recovery agencies.</li> <li>• Evacuation centre management.</li> </ul>
<p><b>Human Social Recovery</b></p>	<p>Department of Communities</p>	<p>As detailed in the State Disaster Management Plan (2008) including arrangements for the coordination of community recovery services including:</p> <ul style="list-style-type: none"> <li>• Information on the range of recovery services available;</li> <li>• Information of the physical effects of a disaster;</li> <li>• Personal support services;</li> <li>• Financial assistance to eligible applicants under the following schemes: <ul style="list-style-type: none"> <li>• Disaster Relief Assistance;</li> <li>• Associations Natural Disaster Relief;</li> <li>• Special Benefits;</li> </ul> </li> <li>• Provision of counselling and mental health services;</li> <li>• Longer term accommodation services;</li> <li>• Facilitation of community participation in the redevelopment of social networks and community infrastructure;</li> <li>• State’s coordinating agency for social/community response and recovery planning &amp; issues.</li> <li>• Coordination of community recovery services including.</li> <li>• Information on the range of recovery services available.</li> </ul>

		<ul style="list-style-type: none"> <li>• Information on the psychological effects of disaster.</li> <li>• Personal support services.</li> <li>• Personal Hardship financial assistance measures - NDRRA / SDRA or other approved government assistance measures to eligible applicants.</li> <li>• Provision of counselling and mental health services.</li> <li>• Long term accommodation services.</li> <li>• Facilitation of community participation in the redevelopment of social networks and community infrastructure.</li> </ul>
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## Related Documentation

The following documents form Annexures to this Plan:

### Local Government Disaster Management Plans:

- Burdekin Shire Disaster Management Plan
- Charters Towers Shire Disaster Management Plan
- Flinders Shire Disaster Management Plan
- Hinchinbrook Shire Disaster Management Plan
- Palm Island Aboriginal Community Disaster Management Plan
- Richmond Shire Disaster Management Plan
- Townsville City Disaster Management Plan

### Functional Committee Sub-plans:

Department of Public Works

Communications  
 Building & Engineering Services  
 Emergency Supply

Department of Communities

Human & Social Recovery

Department of Transport

Transport  
 Main Roads

**The following documents should be read as complementing the Townsville District Disaster Management Plan:**

Standing Operating Procedures for the District Disaster Coordination Centres may be found at **Annexure E**.

### Threat Specific Plans

- Department of Transport (Maritime Division) – Oil Spill Contingency Plan
- Department of Employment Economic Development and Innovation – Emergency Animal Disease
- Queensland Biosecurity Strategy
- Queensland Fire and Rescue Service – Wildfire Contingency Plan
- NQRecept Plan
- Port of Townsville: Oil Spill Contingency Plan
- Queensland Coastal Contingency Action Plan
- Ross River Dam: Emergency Action Plan (NQ Water)
- Burdekin Dam Action Plan
- Tropical Cyclone Storm Tide Warning-Response System (Seventh Edition-2008)
- National Storm Tide Mapping Model for Emergency Response (2002)

### Legislative References

- Ambulance Service Act 1991
- Disaster Management Act 2003
- Fire and Rescue Service Act 1990
- Police Service Administration Act 1990
- Public Safety Preservation Act 1986
- State Transport Act 1938

### Guidelines

- State Disaster Management Plan (2010)
- Queensland Disaster Management Strategic policy Framework (2010)
- District disaster Management Guidelines (2010)
- Governance Guidelines for DDMG's (2010)
- Queensland Evacuation Guidelines (2011)
- Queensland Resupply Guidelines (2011)
- Queensland Recovery Guidelines (2010)
- Queensland Tsunami Notification Guidelines (2010)
- Queensland Emergency Helicopter Network Tasking Guidelines (2009)
- The Standard Emergency Warning Signal (SEWS) and its use in Queensland

- Australian Defence Force 'Plan Ironbark' – Details procedures for the provision of assistance to the civil community through the Defence Aid to the Civil Community arrangements.
- Emergency Alert Operational Guidelines ver. 3 (2011)

## Support Groups

Department / Group /Agency	Responsible person/Lead agency	Key Accountabilities
Queensland Ambulance Service	Queensland Ambulance Service	<p>As contained in section 3D: ‘Service’s Functions’ of the <i>Ambulance Service Act 1991</i> including the provision of ambulance services during rescue and other related activities, transport of persons requiring attention at medical or health care facilities, participate in counter disaster planning, coordinate volunteer first aid groups.</p> <ul style="list-style-type: none"> <li>• Assessment, treatment and transportation of injured persons.</li> <li>• Assistance with evacuations (persons with medical conditions)</li> <li>• Provision of advice regarding medical special needs sectors of the community</li> </ul>
Queensland Fire and Rescue Service	Queensland Fire and Rescue Service	<p>As contained in section 8B: ‘Functions of the service’ of the <i>Fire and Rescue Services Act 1990</i> including the protection of persons, property and the environment from fire and hazardous materials, protection and extrication of persons trapped in vehicles, building or elsewhere.</p> <p>Provide a combat and preventative service in respect to incidents or potential incidents involving hazardous materials.</p> <p>QFRS is the lead agency for the implementation of the State Chemical / HazMat Plan. QFRS procedures regarding CBR may be extended to cover hazardous materials other than chemicals where the responsible agency has requested assistance.</p> <p>The <i>Fire and Rescue Authority Act, 1990</i> states the responsibilities of the QFRS as protection of persons from the effects of chemical incidents and the promotion of safety and other procedures in the event of a hazardous material incident.</p>

		<p>The QFRS on call Senior Officer will attend any CBR related incident.</p> <p>In relation to any CBR incident, the QFRS will:</p> <ul style="list-style-type: none"> <li>• Advise QAS and QPS of any CBR related incident.</li> <li>• Assist at any CBR related incident and may attend when first advised.</li> <li>• Will liaise with on scene QPS before committing any resources into the affected area.</li> <li>• Arrange an on-scene liaison officer with suitable communication devices.</li> <li>• Will provide waterproof disposable camera and take photos of samples, then decontaminate camera and hand to police SOC.</li> <li>• Take and package sample and hand to QPS.</li> <li>• Arrange and perform the decontamination process of any persons, if needed.</li> <li>• Fire control.</li> <li>• Fire prevention.</li> <li>• Rescue of trapped persons.</li> <li>• Assist in pumping out of flooded buildings.</li> <li>• Management of hazardous material situations.</li> <li>• Provision of Material Safety Data Sheet (MSDS) information relative to hazardous materials.</li> </ul> <p>Provision of expert advisory services with regard to chemical incidents.</p>
Queensland Police Service	Queensland Police Service	<p>As contained in section 2.3: 'Functions of the service' of the <i>Police Service Administration Act 1990</i> including the preservation of peace and good order, the prevention of crime, upholding the law generally, and rendering help as may be reasonably sought by members of the community.</p> <ul style="list-style-type: none"> <li>• Preservation of peace and good</li> </ul>

		<p>order;</p> <ul style="list-style-type: none"> <li>• Prevention of crime;</li> <li>• Maintenance of any site as a possible crime scene;</li> <li>• Coronial investigation procedures;</li> <li>• Traffic control, including assistance with road closures and maintenance of road blocks;</li> <li>• Crowd control;</li> <li>• Coordination of evacuation operations;</li> <li>• Coordination of rescue operations;</li> <li>• Security of evacuated areas;</li> <li>• Security of damaged premises.</li> <li>• Registration of evacuated persons</li> <li>• Tracing or coordination of search for missing members of the community</li> <li>• Traffic, rail and air accidents</li> </ul> <p>Guidance on Counter-Terrorism Issues</p>
Bureau of Meteorology	Advisory Member	<ul style="list-style-type: none"> <li>• Forecasting of weather and the state of the atmosphere.</li> <li>• Issue of warnings for gales, storms and other weather conditions likely to endanger life or property, including weather conditions likely to give rise to floods or bushfires.</li> <li>• Supply of meteorological information.</li> <li>• Publication of meteorological reports and bulletins.</li> <li>• Provision of advice on meteorological matters.</li> </ul>
Department of Environment & Resource Management (DERM)	Advisory Member DDMG	<p>Under the <i>Explosives Act, 1999</i>, the Explosives Inspectorate provides advice on explosives issues ranging from commercial high explosives to pyrotechnics and fireworks. Contact with Explosives Inspectors at any time should be made through Police Communications Centres.</p> <p>Under the <i>Petroleum Act, 1923</i> and the</p>

		<p><i>Gas Act, 1965</i> the Petroleum and Gas Inspectorates provide advice on incidents relating to oil production and those involving natural or LP gas.</p> <p>Lead Agency for administering the <i>Environmental Protection Act, 1994</i>. The Act provides for the protection of the environment from the effects of contaminants of all kinds. The provisions of the <i>Contaminated Land Act, 1990</i> are incorporated into the <i>Environmental Protection Act, 1994</i>. This extends the Act's powers to investigate and remediate land, which may be contaminated as a consequence of a CBR incident.</p> <p>DERM may be called on to assist with disposal of wastes generated in such an incident to prevent any subsequent environmental harm.</p> <p>Many of the powers under the <i>Environmental Protection Act, 1994</i> have been shared with Local government under delegation arrangements.</p> <ul style="list-style-type: none"> <li>• Coordination of storm time advice</li> <li>• Environmental issue</li> <li>• Pest control and fire management programs</li> <li>• Increased level of monitoring, modelling and assessment and supply of relevant information to decision-makers</li> <li>• Increased effectiveness managing significant environmental risks with potential adverse impacts minimised</li> <li>• Responsibilities under the Hazmat Recovery Plan</li> </ul>
<p>Department of Employment/Economic Development &amp; Innovation (DEEDI)</p>	<p>Advisory Member DDMG</p>	<ul style="list-style-type: none"> <li>• Coordinates the Government's efforts to prevent, respond to, and recover from pests and diseases that threaten the economy and environment</li> <li>• Lead agency for exotic animal and plant diseases</li> <li>• Advice relative to stock</li> </ul>

		<ul style="list-style-type: none"> <li>• Destruction of stock or crops as required</li> <li>• Advice relative to disaster recovery processes for primary producers</li> </ul>
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## Meetings

In accordance with Section 38 of the Disaster Management (DM) Act 2003, the Townsville DDMG will conduct its business, including its meetings, in a way it considers appropriate.

### Meeting Types

- **Ordinary** – a meeting which is scheduled and convened on a regular basis at an agreed time (set by the Chairperson). Ordinary meetings are used to address the general business of the group.
- **Extraordinary** – a special meeting convened by the Chairperson in response to an operational event.

### Times and Places

Section 39 of the DM Act requires the DDMG to meet at least once every six months at time and a place decided by the Chairperson / DDC. Therefore, at least two ordinary meetings will be held each year. The Chairperson / DDC will call a meeting of the group if asked to do so by the Chairperson of the SDMG, or at least one-half of the DDMG members. The request to call a meeting must be made in writing, unless it is not practicable in the circumstances, and the oral request is put in writing as soon as reasonably practicable.

### Frequency of Meetings (s. 39)

Meetings of the DDMG must be held at least once in every six months at the times and places decided by the Chairperson.

The Chairperson must call a meeting if asked, in writing, to do so by the Chairperson of the SDMG or at least one-half of the members of the DDMG.

Meetings can be held or allow members to take part in its meetings, by using any technology that reasonably allows members to hear and take part in discussions as they happen.

Townsville District Disaster Management Group core group members meet monthly during the period November to March which aligns with the predicted cyclone season.

**Ordinary Meetings** – meeting dates, times and venues for the coming year are endorsed as a meeting resolution at the last meeting of the year. This should occur annually. Dates are to be noted in diaries on confirmation of this resolution. Members

are further reminded of each following meeting date as part of the agenda for each ordinary meeting.

**Extraordinary Meetings** – as extraordinary meetings are convened as required, individual members are contacted and advised of the extraordinary meeting date/s, venue/s and time/s by a nominated person (usually the Executive Officer).

### Quorum (s. 40)

A quorum for a meeting of the DDMG is the number equal to:

- a. One-half of its members plus 1; or
- b. If one-half of its members is not a whole number, then the next highest whole number.

An attendance sheet will be completed at the commencement of each DDMG meeting to record member attendance and ensure the meeting has a quorum. This attendance sheet also forms part of the meeting minutes.

If it is anticipated that a scheduled meeting will not have a quorum, the DDC may:

1. Proceed with the meeting – any proposed resolutions would need to be endorsed via a flying minute;
2. Reschedule the meeting – this option is best if there are proposed agenda items that would require a discussion from members;
3. Cancel the meeting – whilst not the preferred option, the DDC may cancel a meeting if the proposed agenda items could be held over until the next scheduled meeting (keeping in mind the legislative meetings requirement);
4. Progress the business via a flying minute – this option allows progression of any urgent agenda items whilst not requiring a physical meeting of the DDMG.

### Use of Teleconference Facilities

Under Section 42(1) of the DM Act, the DDMG may hold meetings, or allow members of the group to take part in its meetings, by using any technology that reasonably allows members to hear and take part in discussions as they happen.

Instead of DDMG members travelling a long distance to attend a meeting in person, Section 42 of the DM Act allows for members to attend DDMG meetings using any technology that reasonably allows members to hear and take part in discussions as they happen e.g. via teleconference or video conference.

In accordance with Section 42(2) of the DM Act a member who takes part in a DDMG meeting via teleconference or video conference, is considered to be present at the meeting. Therefore at the beginning of each DDMG meeting when the attendance

sheet is completed, those members attending via teleconference / video conference are to be marked as attending.

Anyone who is in attendance at a DDMG meeting needs to be recorded on the attendance sheet, even if the individual is there as an advisor or observer.

### **Member non-attendance at meetings**

Where a member continually does not attend DDMG meetings, then it is suggested that the DDMG Executive Team meets with the member to discuss the ongoing non-attendance at DDMG meetings.

### **Proxy/Deputy attendance at meetings**

A DDMG member may, with the Chairperson's approval, appoint by signed notice another person as his/her deputy. The deputy may attend meetings in the member's absence and exercise the member's functions. Therefore, a deputy attending a meeting on behalf of a member contributes towards the quorum and holds voting rights. A deputy register is to be maintained by the DDMG.

When a deputy is formally authorised to act in the appointed position of a DDMG member, the person acting in the appointed position is deemed to be the relevant agency's DDMG representative.

### **Presiding at meetings**

In accordance with Section 25A of the DM Act, the Chairperson is the DDC of the DDMG. Under Section 41 of the DM Act, the Chairperson / DDC of the DDMG will preside at all meetings. If the DDC is absent from a DDMG meeting, the Deputy Chairperson will preside.

If both the Chairperson and the Deputy Chairperson are absent from a DDMG meeting:

- A member nominated by the Chairperson / DDC will preside;
- If the Chairperson / DDC has not nominated a member, the Deputy Chairperson will nominate a member to preside;
- If both the appointments of Chairperson and Deputy Chairperson are vacant, the DDMG will choose a member to preside.

It will be recorded as part of the meeting minutes who is presiding for the meeting.

### **Secretariat Support**

The DDMG Executive Team (Chairperson, Deputy Chairperson and Executive Officer) will elect an appropriate person / position to provide administrative and secretariat support to the DDMG.

## Venue

Meetings will be held at Meeting Room 1 of the Townsville V8 Supercar Track pit lane building.

## Meeting Agenda

### Ordinary Meetings

Townsville Disaster district is diverse and some members may be required to travel a considerable distance to attend a DDMG meeting. It is therefore imperative that agenda items raised at an ordinary meeting reflect the goals and aims of the DDMG. To ensure this occurs, all proposed agenda items must be documented on a Meeting Brief and submitted to the Executive Officer for vetting, prior to the distribution of the agenda and meeting papers by the Secretariat.

A call for agenda items is made by the DDMG Secretariat to members one month prior to the scheduled meeting. Members have a two-week period to provide agenda items, allowing time for the Secretariat to collate agenda items.

The DDC may also request a local government / agency to provide a meeting brief or a noting brief regarding a particular issue which the Chairperson / DDC feels should be addressed at a DDMG meeting.

### Flying Minute

Section 42(3) of the DM Act allows for resolutions to be made by the DDMG, even if not passed at a DDMG meeting, if a majority of the members provide written agreement to the resolution, and if notice of the resolution is given under procedures approved by the DDMG.

A flying minute may be used to progress business of an urgent nature in the instance where convening a meeting of the DDMG is not practicable. Some guidelines for the use of flying minutes are:

- A flying minute should detail necessary background on the matters being raised and should clearly articulate recommendations for DDMG members' consideration;
- The flying minute should contain a section for members to complete and indicate whether they agree or disagree with the proposed resolution;
- A DDMG Briefing Paper on the issue should accompany the flying minute endorsement schedule, as it provides in-depth information on the matter which is being considered;
- A DDMG Agenda listing the Item/s should also be attached;
- As flying minutes are only used for urgent business, they may be conducted via email.

- Proposed resolutions passed by members via a flying minute are to be included for ratification on the next ordinary DDMG meeting agenda.

### Order of Business

For an ordinary meeting of the DDMG, the standard order of business detailed on the agenda unless otherwise advised, is generally:

1. Welcome and apologies;
2. Minutes, Resolution Statement and business arising from previous meeting;
3. Members' agency briefs – by exception;
4. Agenda Items raised for discussion by members;
5. Inward/Outward Correspondence;
6. Other business;
7. Next meeting.

If a topic arises and a discussion that will take longer than 10-15 minutes is required, it should be suggested that the topic is discussed off-line with the relevant stakeholders. The topic resolution from that off-line meeting can then be tabled at the next meeting for DDMG endorsement.

Agenda item meeting briefs may include issues or topics such as:

- DDMG / LDMG priorities for the next 12 months;
- Local Government issues;
- Agency issues or initiatives;
- Update on agency Functional Plans;
- Planning - DDMG / LDMG;
- Risk Assessment – DDMG / LDMG;
- Presentations or training.

### Extraordinary Meetings

As the agenda for an extraordinary meeting focuses primarily on the situation at hand, the meeting agenda is prepared by the DDMG Secretariat on advice from the DDC and may include briefings provided by the hazard specific primary agency, depending on the nature of the event, as detailed in the State or District Disaster Management Plan. The DDMG Secretariat will liaise with the appropriate members to provide these briefings as required.

For an extraordinary meeting of the DDMG, the order of business detailed on the agenda unless otherwise advised, is generally:

1. Welcome and apologies;
2. Current situation overview;
3. Other agency reports (by exception);
4. Communication Strategy;
5. Priorities and further action (if any);
6. Other Business;
7. Future Meetings.

### Meeting Papers

There are two types of meeting papers:

- **Meeting Briefs** – used to raise an agenda item at an ordinary meeting. The brief should clearly articulate the issue being raised and detail recommendations for DDMG consideration. This ensures the members are across the issue prior to the meeting to the point where discussion can be held regarding the required resolution.
- **Noting Briefs** – Noting briefs are for information only and should not contain recommendations other than that the members note the brief. They are used to update DDMG members on the status of key initiatives, projects and for local government, departmental or other agency status updates. It is expected that members will read the Noting Briefs prior to attending the meeting as these briefs are not raised during the meeting unless further discussion is required.

To help distinguish between what is a Meeting Brief and a Noting Brief on the agenda, it is suggested that Meeting Briefs are referenced numerically e.g. 1, 2, 3 etc. and Noting Briefs are referenced alphabetically e.g. A, B, C etc.

### Members Status Reports

Written member status reports on behalf of the member agency are used to update other DDMG members on the status of the member agency's disaster management initiatives, projects, training, community awareness, disaster management plans, operations and contact information. This information assists the DDMG to evaluate the status of disaster management and disaster operations for the disaster district. Oral agency reports would be provided at DDMG meetings by exception.

### **Distribution of papers**

Meeting papers should be distributed to members at least one week prior to a meeting. Distribution will include a copy of the meeting agenda, previous meeting minutes, meeting briefs and noting briefs (and any associated attachments) and members' status reports. Members should ensure they have read the meeting papers prior to attendance at the meeting and have a good understanding of what is expected of them, to assist the flow of the meeting agenda in a timely manner.

### **Presentations / Training**

There will be at least one presentation or training session at each ordinary meeting. It is recommended that presentations / training should be between 10 to 30 minutes, depending on the amount of DDMG business included on the agenda.

If the presenter intends on distributing documents / material at the meeting they should be advised in advance of the number of attendees, to ensure they bring enough copies for all appointed members.

It is required that any documents, maps, plans and/or PowerPoint's, which will be handed out during the presentation / training session, be provided to members attending via teleconference / video conference prior to the meeting, to enable them to participate.

DDMG members are encouraged to deliver presentations on their agencies/local governments functional plans and/or what assistance/services they can provide to the DDMG.

### **Meeting Minutes**

It is a requirement under Section 43 of the DM Act that the DDMG keeps minutes of its meetings.

The DDMG meeting minutes should provide a summary of key discussion points and the resolutions. It is important to remember that the minutes may be subject to public scrutiny under the Right to Information Act 2009.

It should be noted in the meeting minutes whether or not a quorum was established at the meeting. The Meeting Attendance Sheet should then be attached to the back, as it forms part of the meeting minutes as an accurate account of who attended the meeting and whether the meeting had a quorum, thus making any resolutions or decisions valid.

Meeting minutes are not a transcript of meeting undertakings, but provide a summary of key discussion points and resolutions. DDMG meeting minutes are confidential and not for wider distribution, but may be subject to Right to Information.

### **Resolutions**

In order for DDMG meeting resolutions to be validated, it is a requirement under s. 42 of the DM Act that a majority of members provide written agreement to the

resolution. This can occur even if the resolution is not passed at the meeting, i.e. via a flying minute.

In order to ensure that resolution requirements are met, the DDMG can conduct its business in numerous ways:

Via meeting where a quorum is achieved:

- Meeting resolutions are passed by a majority of members at the meeting;
- Resolutions are communicated to members via meeting minutes;
- Members are asked to endorse the meeting minutes in writing via email to the DDMG Secretariat (NB – email must be received from the appointed members' email address to be counted towards quorum).

Via meeting where a quorum is not achieved:

- Proposed resolutions are identified at the meeting;
- Proposed resolutions are communicated to members via a flying minute;
- Members are requested to endorse the flying minute via signature and return to the DDMG Secretariat.

### Resolution Statement

In addition to meeting minutes, the DDMG Secretariat should produce a resolution statement. The purpose of this document is to provide a running log of actions undertaken and an audit trail through to the acquittal of those resolutions.

Prior to each ordinary meeting of the DDMG, members will be requested to:

- Review the current resolution statement (distributed with meeting papers);
- Provide (where applicable) a status update, advising of any actions undertaken with regards to the resolution.

To capture any actions as a result of discussion outcomes, a resolution statement will be documented, for example:

- The DDMG decision in relation to <XYZ> is to <<insert the action required and the responsible position/ person >>
- The DDMG decision is that this matter will be dealt with out-of-session and the DDMG member/s <<XYZ>> will <<insert what the members are required to do>>. The outcome of this resolution will be reported back to the DDMG at the next meeting.

The resolution will remain active on the resolution statement until such time that it has been acquitted (e.g. all required actions have been undertaken), when it will be removed from the resolution statement and recorded on the DDMG resolution register.

## Resolution Register

For governance purposes, a register detailing each resolution passed by the DDMG, including necessary details of actions undertaken to acquit the resolution, will be kept. This provides an easy reference document and an historical record of past DDMG resolutions.

## Advisors to the DDMG

The DDMG may invite participants from a range of entities, such as community entities, to participate in the business of the group in an advisory capacity, as required.

The list of DDMG advisors is regularly reviewed to reflect current State Government priorities and the disaster management arrangements for the disaster district. It is at the discretion of the DDMG what meetings the advisors attend; this may be on a regular basis or as required.

Whilst advisor input is considered by members in their decision-making, meeting resolutions will only be carried by member consensus.

The advisors identified by the Chairperson / DDC as being appropriate to assist DDMG's include:

- Bureau of Meteorology
- Ergon Energy
- Australian Defence Force (JOSS)
- Red Cross
- Queensland Building Services Authority (QBSA)
- FNQ Ports
- Telstra
- Commercial Media

Contact details for advisors are maintained, updated and treated the same as member details, in order to be prepared for operational and post operational activities.

## Observers

On occasions the DDMG may be approached by interested parties to observe DDMG activities. This is at the discretion of the Chairperson / DDC (Observers are to be noted on the meeting minutes).

## SDMG Briefing Paper/Noting Brief

In accordance with s. 23(c) of the DM Act, the DDMG is to 'provide reports and make recommendations to the SDMG about matters relating to disaster management and disaster operations in the district'. The SDMG has a standing invitation for DDMG's to provide agenda items or noting briefs to the Executive Officer of the SDMG for consideration.

There are two types of SDMG meeting papers:

- **SDMG Briefing Paper** – used to raise an agenda item at an ordinary meeting. The brief should clearly articulate the issue being raised and detail recommendations for SDMG consideration.
- **SDMG Noting Briefs**– used to update SDMG members on the status of key initiatives, projects etc. Noting briefs are for information only and should not contain recommendations other than that the SDMG members note the brief .

### Records Management

Records management is an activity targeting preservation of evidence of actions, decisions and important communication by creating, keeping and maintaining records of these actions, decisions and communications. Public records are protected by the Public Records Act 2002 and may be subjected to public scrutiny under the Right to Information Act 2009.

A public record is a file providing evidence of actions, decisions, activities and functions of a Disaster Management Group. This can include internal or external correspondence (e.g. letters, emails, memos, reports, minutes, agendas, complaints, contact with the community, other agencies etc). DDMG's must ensure that these records are complete, authentic, reliable, inviolate and usable.

The DDMG must comply with the legal, evidentiary and financial requirements (including lawful and accountable disposal of records) when managing DDMG records. The Queensland State Archives general retention and disposal schedule for administrative records requires the following documents to be retained in accordance with the Public Records Act 2002.

### Reporting

The District Disaster Coordinator will prepare and submit an Annual Report to the Executive Officer of the State Disaster Management Group outlining the normal business undertaken by the DDMG and all LDMG's in the District.

The Annual Report will include:

- Meeting status reporting;
- Operations
- Disaster District Overview
- DDMG Highlights for the reported year;
- LDMG highlights for the reported year;
- Annual reporting against Strategic Policy Framework Elements:
  - i Element 1 – Disaster Research
  - ii Element 2 – Policy & Governance
  - iii Element 3 – Disaster risk Assessment
  - iv Element 4 – Disaster Mitigation
  - v Element 5 – Disaster Preparedness
  - vi Element 6 – Disaster Response
  - vii Element 7 – Disaster Relief & Recovery

- viii Element 8 – Post Disaster assessment
- Disaster Management Priorities for the forthcoming year.

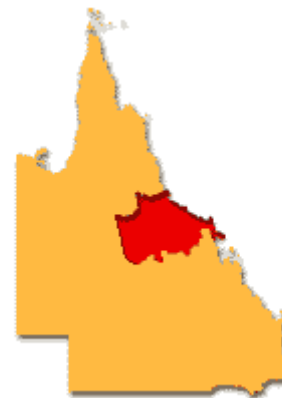
### Administrative Reporting

- (a) The chair of each Local Disaster Management Group shall provide details in respect to the membership of their group and the Strategic Policy Framework Elements listed above annually to the District Disaster Coordinator and the Executive Officer of the State Disaster Management Group by the end of the financial year in the format of the *Annual Disaster Management Status Report (Annexure K)*;
- (b) The District Disaster Coordinator shall provide details in respect to the membership of the Disaster District Management Group annually to the Executive Officer of the State Disaster Management Group;
- (c) Local Government Disaster Management Groups and the District Disaster Management Group shall, at least twice annually, conduct full meetings of their respective groups and report the outcomes in terms of the Annual Report to the Executive Officer, State Disaster Management Group;
- (d) Disaster District Functional Committees shall, at least twice annually, conduct full meetings of their respective committee and report the outcomes to the Disaster District Coordinator.

# Disaster Risk Assessment

## Community Context

The Townsville Disaster District is diverse and consists of the major provincial city of Townsville, numerous coastal and inland towns, Magnetic Island and Palm Island – an Aboriginal and Torres Strait Islander community. The District’s total land mass is approximately 167,741 square kilometres which equates to approximately 10% of Queensland’s total land area.



**Townsville Disaster District**

Townsville district populations and land areas, are as follows:

Local Governments	Population (Approximation)	Land area (Sq. km)
Hinchinbrook Shire	12283	2600
Palm Island Council	2187	71
Townsville City	181743	2248
Burdekin Shire	18487	5053
Charters Towers Regional Council	12696	67823
Flinders Shire	1834	41632
Richmond Shire	962	26936
<b>Total for Disaster District</b>	<b>230192</b>	<b>146556</b>

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A significant portion of the Great Barrier Reef is located adjacent to the 350 kilometres of coastline within the Disaster District. The main northern rail line and Bruce Highway also run parallel inland from the coastline and transect the District from north to south. The Flinders Highway originates in Townsville as does the western rail line which travel west towards Mount Isa. Both highways are single lane carriage-ways in each direction, and the rail lines only a single line. There are alternative road transportation routes inland (Gregory Development Road), however these are of poor quality by comparison to the Bruce Highway and will not withstand sustained use as an alternate route in the event the Bruce Highway becomes

impassable. In addition, major coastal weather events regularly impact on the inland road network to the extent roads are also subject to inundation and closure. A major joint civil / military airport is located in Townsville and there are no restrictions on the types of aircraft the airstrip is able to accommodate.

### **Hinchinbrook Shire**

Ingham is the principal town in Hinchinbrook Shire and is located approximately 110 kilometres north of Townsville. The shire has numerous coastal settlements including Lucinda, Halifax, Taylors Beach and Forest Beach, each comprising one to two thousand persons. The main industry is farming with sugar cane the primary crop. Lucinda has a bulk sugar loading facility with a 6.5 kilometre wharf for loading sugar exports. The local community is substantially Italian, and the region hosts an annual Italian Festival as a community activity.

### **Palm Island Aboriginal Community Council**

Located about 68 kilometres to the north of Townsville, Palm Island has a population of approximately 2187 people who, with the exception of a small number of non-indigenous police, nurses and teachers, are of Aboriginal and Torres Strait Islander extraction. There is no industry on the Island and the Community Council depends on government grants and funds provided for operating expenses and payment of unemployment type benefits in the form of Community Development Employment Programs (CDEP).

### **Townsville City Council**

The Townsville City Council area is predominately the CBD and surrounding suburbs with some land area to the west, north and south. The northern beaches and Bohle Plains areas are amongst the fastest developing areas of the State.

Townsville is the hub of the District's manufacturing industry which includes three ore refineries (copper, zinc and nickel). A significant portion of the ore is imported and offloaded from ocean freighters at the Townsville Port then transported by rail to the refineries. Queensland Rail has one of the largest rail workshops and locomotive depots outside Brisbane located in Townsville. The Corrective Services Commission has a male and female prison located in Townsville along with the only male juvenile detention centre located outside Brisbane and is presently expanding to incorporate females.

Townsville is also regarded as the administrative capital of North Queensland as it is home to the majority of Regional Offices for State and Commonwealth Departments. The Townsville Port handles copper, bulk sugar, meat, live cattle export, fuel oil, bulk LPG and container movements. Tourism also contributes to the region's economy.

The deployment of a significant presence of Australia's Defence Forces in Townsville through the Army and RAAF also provides a substantial injection for the regions economy both directly from ADF personnel and the outsourcing of capital construction works and maintenance contracts.

### **Burdekin Shire**

The principal town in Burdekin Shire is Ayr, which is located approximately 90 kilometres to the south east of Townsville. Other communities within the Burdekin Shire are Home Hill, Clare and Giru. The primary industry in the Burdekin area is agriculture with sugar cane the main crop followed by market gardens. Although numerous nationalities are represented in the region, the Italian community is well established especially in the farming sector. The Burdekin Dam is a substantial water storage facility and allows farmers to irrigate all year round if necessary. The Burdekin District has a reputation as being a highly efficient and rural producing area in the World.

### **Charters Towers Regional Council**

Charters Towers, located approximately 134 kilometres to the south west of Townsville, was founded in about 1872 as a gold mining town. Charters Towers City is the commercial and supply hub of the surrounding rural area. Charters Towers has numerous boarding schools and educational facilities for students from remote and rural Queensland properties. Primary industries include cattle grazing with some mining.

### **Flinders Shire**

Hughenden is the principal town in Flinders Shire and is located approximately 400 kilometres to the west of Townsville and is primarily a grazing and farming community. It also has the western road and rail transportation routes passing through it. Some tourism exists as the region is rich in dinosaur fossils, hence the region being known locally as 'Dinosaur Country'. Hughenden is also the gateway to the picturesque Porcupine Gorge.

### **Richmond Shire**

Located 500 kilometres to the west of Townsville, Richmond is primarily a grazing and farming community. It also has the main western highway and rail transportation routes passing through it.

## Hazards

The *State-wide Natural Hazard Risk Assessment 2011* (SNHRA) provides detailed explanations of hazards faced by communities across Queensland. While there are references to events in Townsville District, it is not totally inclusive and offers guidance for planning and identifies examples of state wide mitigation processes.

The hazards to which the Townsville district is susceptible, could come from one or more sources of risk including natural, technological, biological, geological, meteorological, social, economic or political circumstances, or a combination of any.

The hazards analysis conducted in respect to the disaster district identified that the most serious events in terms of probability of occurrence and seriousness of the consequences are:

- Flood
- Tropical cyclones
- Storm tide (surge)
- Tsunami
- Landslide
- Dam breach
- Emergency animal disease
- Terrorism
- Earthquake
- Bushfire
- Transport incident
- Chemical/fuel/oil spill

The hazards analysis utilised a range of assessment methods including the Fosters Index Model and the SMAUG (Seriousness, Manageability, Acceptability, Urgency, and Growth) Model.

### Flood

The Townsville Disaster District has a narrow coastal plain, which extends from the Cardwell Range in the north to the Burdekin River in the south and inland to the Great Dividing Range. Numerous large rivers flow to the coast from their inland catchments. The major rivers, Local Governments and communities which are predominately affected by flooding are listed as follows:

Herbert River	Hinchinbrook Shire (Ingham, Halifax, Lucinda, Taylors Beach and Forrest Beach)
Seymour River	Hinchinbrook Shire – non urban areas
Ross River	Townsville city (urban areas)
Bohle River	Townsville city (northern beaches urban areas)
Haughton River	Burdekin Shire (Giru)
Barrattas River	Rural areas of the Burdekin shire
Burdekin River	Rural areas of the Charters Towers Shire, Burdekin Shire (Ayr / Home Hill)
Flinders River	Flinders Shire (Hughenden) Richmond Shire

The Commonwealth Bureau of Meteorology (BoM) in conjunction with Townsville District Local Governments, continuously monitor rainfall and river water levels, especially those which pose a threat to communities and transportation routes. The BoM issues appropriate warnings when water levels reach heights whereby they may create localised flooding or disruption to the community. This monitoring is facilitated by a network of over one thousand rainfall stations and eight hundred river height stations state-wide.

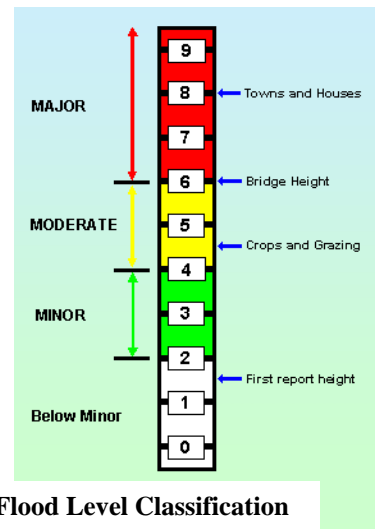
In the Townsville Disaster District flooding is most likely to occur during the summer months wet season and occurs mainly as a consequence of heavy rains associated with low pressure systems and cyclones.

Communities are not able to prevent flooding, however, they are able to plan for such events and in doing so prevent and mitigate their affects. Preventing or restricting building in known flood prone areas through land use management. This is a requirement of the *Integrated Planning Act 1997* and the *State Planning Policy 1/03: Mitigating the Adverse Impacts of Flood, Bushfire and Landslide* and its associated Guidelines.

### Tropical Cyclone / Storm Surge

The SNHRA has identified that Tropical Cyclone winds and storm surge are historically the most fatal natural hazard and the second most damaging natural hazard in Queensland.

There have been 207 known impacts from tropical cyclones along the east coast of Queensland since 1858. Australia's deadliest tropical cyclone occurred on 4<sup>th</sup> March 1899 when Tropical Cyclone Mahina and an associated massive storm surge hit a



**Flood Level Classification**

pearling fleet in Princess Charlotte Bay to the north of Cooktown. This event caused 307 known fatalities. The four most costly cyclones to have affected Queensland between 1970 and 2011 were TC Yasi (Mission Beach 2011), TC Larry (Innisfail - March 2006), TC Althea (Townsville - December 1971) and TC Ada (Proserpine - January 1970).

TC Yasi (Mission Beach – February 2011) is one of the most powerful cyclones to have affected Queensland since records commenced. Previous cyclones of a comparable measured intensity include TC Mahina in March 1899, and two cyclones in 1918 at Mackay (January) and Innisfail (March).

Tropical cyclones (including associated flooding) are historically the most fatal natural disasters in Queensland – accounting for 511 fatalities between 1900 and 1999 – about 53% of all fatalities from natural disasters.

According to the Bureau of Meteorology, 6 – 8 cyclones may develop in the vicinity of Australia annually. Of these one or two can be expected to be severe cyclones, category 3 to 5, and one or two can be expected to cross the coastline of eastern Queensland.

Cyclone strengths are measured according to the wind speed of the strongest gusts, and are categorised as 1 to 5.

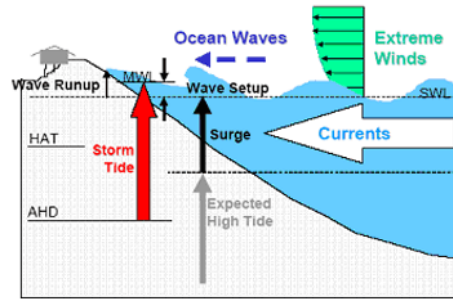
The cyclone categories, including wind speeds and the typical effects may be described diagrammatically as follows:

Category	Strongest Gust (km/h)	Typical Effects (indicative only)
<b>1</b> (Tropical Cyclone)	<b>Less than 125</b> (Gales)	<b>Negligible house damage. Damage to some crops, trees and caravans. Craft may drag moorings.</b>
<b>2</b> (Tropical Cyclone)	<b>125-169</b> (Destructive winds)	<b>Minor house damage. Significant damage to signs, trees and caravans. Heavy damage to some crops. Risk of power failure. Small craft may break moorings.</b>
<b>3</b> (Severe Tropical Cyclone eg. <i>Roma</i> )	<b>170-224</b> (Very destructive winds)	<b>Some roof and structural damage. Some caravans destroyed. Power failure likely.</b>
<b>4</b> (Severe Tropical Cyclone eg. <i>Tracy</i> )	<b>225-279</b> (Very destructive winds)	<b>Significant roofing loss and structural damage. Many caravans destroyed and blown away. Dangerous airborne debris. Widespread power failures.</b>
<b>5</b> (Severe Tropical Cyclone eg. <i>Vance</i> )	<b>More than 280</b> (Very destructive winds)	<b>Extremely dangerous with widespread destruction.</b>

Source: Bureau of Meteorology Website: [www.bom.gov.au](http://www.bom.gov.au)

Storm tides (surges) are produced by all tropical cyclones and comprise the effects of the wind, waves and currents in association with the actual tide recorded, the cyclones central pressure, forward speed and direction and Bathymetry in the area where the event is occurring.

The storm tide components may be described diagrammatically as follows:



Source: Bureau of Meteorology Website: [www.bom.gov.au](http://www.bom.gov.au)

All coastal local governments have maps which depict the varying levels of inundation that may be expected with different levels of storm tides.

Areas within and near the Townsville Central Business District (CBD) are particularly vulnerable to the effects of storm surge.

### Tsunami

The Townsville disaster district has in excess of 200km of coast line and 3 island communities. Much of the coastline is low-lying coastal flood plains and Melaleuca rainforest. There are numerous coastal communities with substantial coastal development in Townsville.

LDMG's with coastal exposure include the threat of tsunami in their detailed risk action (disaster mitigation) plan and residual risk registers and link with the Joint Australian Tsunami Warning Centre (JATWC) operated by the Bureau of Meteorology and GeoScience Australia and the Queensland Tsunami Notification Guidelines.

The short recorded history of tsunami occurrence in Queensland shows that, whilst the coast has been subjected to the impact of tsunami a number of times during historical times, these have all been relatively small. The main contributors to the tsunami hazard in Queensland are expected to come from earthquakes in the New Hebrides, Tonga-Kermadec and Solomon Islands. These subduction zones, unlike those off Alaska and Chile, do not generate large-scale tsunamis that are potentially damaging throughout the Pacific Ocean.

A tsunami of note was caused by a magnitude 9.6 earthquake off the Chilean coast on 22 May 1960, producing a tsunami in Townsville with a maximum run-up of 0.32 m, and a little under 0.3 m in Mackay. Run-up in Brisbane was 0.2 m.

It is estimated that the return interval of such events on the Queensland Coast is approximately once in 100 years.

Tsunamis are thus one of Queensland's less damaging hazards.

### Landslide

Landslides are reasonably common phenomena in Queensland, especially after periods of significant rainfall. However the vast majority of landslides cause little damage, and are not documented.

A landslide is the movement of a mass of rock, debris or earth down a slope. Landslides occur when the inherent strength of soil or weathered rock is no longer sufficient to resist the forces of gravity acting on the materials. Such a situation can develop from the gradual accumulation of loose materials on a slope, gradual weathering of rocks near the surface, removal of support of tree roots after forest clearing, or increased groundwater pressures following exceptional rainfall events. The most common trigger for landslide activity is a period of intense rainfall.

Fortunately landslides after rainfall from tropical cyclones have little impact upon communities. Whilst numerous landslides may occur in remote areas, or are so small as to not be reported there have been 58 reported landslides in Queensland since 1907 (SNHRA).

A landslide of note occurred at Paluma, north of Townsville on 10 January 1998, when several landslides and a washout, triggered by torrential rain, blocked Paluma Road, isolating the town of Paluma, which had to be evacuated by rescue helicopter. In all there was a series of about 40 landslides along the road. It was estimated to cost about \$100,000 (in the currency of the day) to repair the washout. The landslides were triggered by torrential rain with an estimated return period of 1 in 200 years (SNHRA).

The rainfall event associated with TC Tessi (2000) caused a minor landslide on Castle Hill Townsville damaging a number of residences. Council has undertaken mitigation through the construction of stone walls to retain and deflect any future landslides of this nature.

### Dam Failure

Numerous dams are located within the disaster district, however, a failure of the Ross River Dam was considered by the planning group to possess the potential with the most serious consequences with approximately 80,000 persons requiring evacuation and a significant number of these being displaced through loss of residence. The most likely cause of a failure of the Ross River Dam is overtopping, or as a consequence of seepage through and under the dam wall resulting in piping.

Mitigation works have been concluded which involved a lowering of the spillway and raising and reinforcement of the dam walls. In addition protocols are in place to undertake the release of water during times of extreme rainfall. This strategy was

successfully implemented during the extreme rainfall event associated with TC Tasha in December 2010.

NQ Water has in place an Emergency Action Plan for monitoring the dam wall during times of extreme rainfall. This plan requires the water levels and any other relevant information be provided to the Townsville LDMG and the DDC on a regular basis. The Townsville LDMP contains detailed procedures for the evacuation of persons from the affected community along with transport and temporary accommodation arrangements.

### Emergency Animal Disease

An outbreak of emergency animal disease, such as foot and mouth disease (FMD) requires the implementation of a 'standstill' order in respect to movement of all cloven hoofed animals, and the slaughtering and destruction of all animals on properties known, or suspected, of carrying infected animals, along with animals on all neighbouring properties.

Emergency animal diseases have the potential to severely impact Queensland's economy or lifestyle. Some emergency diseases can affect large numbers of animals and have the potential to close Queensland's animal trade and animal products markets. A few serious animal diseases can be transmitted to people e.g. rabies and bovine spongiform encephalopathy.

All emergency animal diseases are notifiable under *The Stock Act 1915* and must be reported as soon as they are suspected.

Biosecurity Queensland:

- Coordinates the Government's efforts to prevent, respond to, and recover from pests and diseases that threaten the economy and environment
- Works to ensure continued market access for our products
- Maintains our reputation for high standards of animal care and keeping
- Reduces the risk of chemical contamination and promotes a safe food supply
- Helps to ensure Queensland land and the environment is healthy and resilient

### Terrorist Related Activity

The city of Townsville is the commercial hub of the Disaster District. It boasts a deep water port which is capable of accommodating vessels of all sizes, excluding naval aircraft carriers but including amphibious assault landing ships which can have a compliment of over 3,500 personnel.

Townsville is also the home base for approximately 6,000 Australian Defence Force (ADF) personnel from the Army and Royal Australian Air Force (RAAF). There are extensive Army training areas in and around Townsville, and the Townsville Airport is a joint Civil/Military facility. In addition to the Townsville based ADF personnel there is a continuous stream of international military personnel visiting Townsville for training and rest and relaxation.

Townsville is also the home base for the Army's 5<sup>th</sup> Aviation Regiment of Chinook, Blackhawk and MHR90 helicopters. This Regiment regularly undertakes tactical training for operational military activities or counter-terrorist related activities.

The majority of Townsville's night-clubs are located in a small section of the CBD known as Flinders Street East. There are at least 15 such venues located along a one half kilometre section of this street, all of which have street frontages, and are capable of holding many hundreds of patrons. Large numbers of military personnel, both from the ADF and visiting international forces, particularly the US sailors and marines, frequent these premises. Although these venues comply with current fire safety legislation, they are extremely vulnerable to a terrorist bombing.

Such an incident would not have a significant affect on Townsville's businesses ability to continue to operate. This is due to the area of the CBD which would be affected not housing any major commercial or retail premises. However, there would be a significant affect on the region socially, psychologically and economically, not only as a direct consequence of the incident itself, but from the ongoing loss of business and trade that would result as a consequence of international military ceasing to frequent Townsville for R & R and peoples perception of their own safety.

### Earthquake

Although damaging earthquakes are relatively rare in Australia, the high impact of individual events on the community has made them a costly natural hazard, as witnessed by Australia's single most expensive natural catastrophe, the magnitude Mw 5.6 Newcastle (NSW) earthquake of 28 December 1989.

The strongest earthquake to have struck Queensland was at Bundaberg on 7 June 1918. With a magnitude of 6.3, it was more severe than the 5.6 Newcastle earthquake. Fortunately only minor structural damage (amounting to 8.7 house equivalents) occurred in Bundaberg and Rockhampton.

No fatalities have been caused by earthquakes in Queensland between 1900 and 1999.

Earthquakes are thus also one of Queensland's less damaging hazards.

### Bushfire

While bushfires historically cause about 28% of all natural hazard-related damage to residential homes across Australia, they cause much lower levels of damage to housing in Queensland. Bushfires cause extensive damage to crops, pastures, livestock and fencing.

The equivalent of about 25 houses have been destroyed by bushfires in Queensland between 1900 and 1999 – less than 1% of all housing losses to natural disasters in the state during this period. On average, only about one home is destroyed by bushfires every four years in Queensland. This is in stark contrast to the national average of well over 100 buildings destroyed by bushfires each year on average for the period 1900-2009.

Despite the relatively low incidence of damaging bushfires in Queensland, houses within about 100m of bushland are at threat from uncontrolled fire.

Severe bushfires are more frequent in southern Queensland compared to north Queensland because of the coincidence of higher fuel loads, lower humidity and the relatively high numbers of houses in steep bushland areas.

Although the Townsville disaster district receives a substantial annual rainfall, the threat of bushfire exists in the latter part of the dry season until the coming of the monsoonal influence. This period can occur from September – January. Urban development, especially in the Northern Beaches and Bohle Plains areas exposes many housing developments to risk due to the location of these developments in open forested locations.

Heavily forested areas such as Palm Island and Magnetic Island contain large quantities of fuel and present a significant danger from bushfire.

In contrast the western Shires of the District are susceptible to large open plain grass fires capable of destroying expansive areas of stock feed.

### **Major Transport Incident**

Townsville Airport is a hub for international military and domestic passenger aircraft and regularly caters to the arrival and departure of passenger jet aircraft including C17 and 737 series of aircraft. Other aerodromes in the District have a capacity for and receive smaller passenger aircraft including Palm Island which receives aircraft with a carrying capacity of up to 18 passengers. There is a latent potential for a major air disaster in the District. The remoteness, topographical features and inaccessibility of parts of the District pose particular challenges to the management of same.

Road accidents of a size and complexity to involve a Disaster Management response would be rare but may possibly involve tourist coaches. In this case a LDMG may request a part activation of the DDMG plan in support of their management of the event.

QLD Rail operates a major rail network linking Townsville south to Brisbane, north to Cairns and West to Mt Isa. These links carry passenger and commercial freight including extremely hazardous chemicals to support the mining industry.

Goods and services as well as tourism rely heavily on rail infrastructure. In recent times, the train line in the Far Northern Region has been cut in numerous places, due to flooding and cyclonic conditions. This has often required the repair and replacement of sections of the track and delays in transportation of passengers and/or goods.

Alternative modes of transport are required to move passengers and/or goods and services in time of major rail disruption, however, due to the terrain of the Far Northern Region, it is sometimes impossible to move around the Region, other than by air, and even then, some airstrips in local communities are unable to be used due to heavy rain flooding airstrips.

## Chemical/Oil/Fuel Spill

The city of Townsville forms a major goods and services centre to support primary and secondary industry, mineral exploration, military and transport industries. It is the largest fuel and chemical distribution centre outside Brisbane.

Mining industry development has led to the region becoming a major centre for mineral processing. Three large mineral processing plants are located in the Townsville area:

### **Townsville Copper Refinery (Mount Isa Mines-MIM)**

Processes copper ore mined in Mount Isa is now Australia's largest copper refinery. Copper produced to 99.995% purity in sheet form is then exported overseas.

### **Yabulu Nickel Refinery (BHP Billiton)**

Regarded as one of the largest and most efficient nickel and cobalt refineries in the world. Nickel ore is imported from Indonesia, New Caledonia and the Philippines, and nickel and cobalt products are exported worldwide.

### **Zinc Refinery (Sun Metals)**

Zinc smelting and electronic zinc refining plant, commissioned in 1999, is expected to produce 170,000 tonnes per annum of high purity zinc metal at full production. It produces sulphuric acid as a by-product, which is used by the Phosphate Hill fertiliser project near Mount Isa.

The mining sector supports a range of infrastructure services in the region, including rail infrastructure such as the Townsville-Mount Isa rail link and the Townsville Port which is a major point of export for Queensland's metallic mineral production (Department of Natural Resources and Mines 2002).

Other mineral processing plants are located at Ravenswood and west of Charter Towers with the viability of large scale coal mining presently being determined east of Hughenden.

Townsville is also the point of origin for shipments of chemicals to support the extensive mining industry in Mt Isa and Cloncurry.

As a consequence the district experiences the regular transit by sea, road and rail of bulk quantities of hazardous chemicals.

Maritime Safety Queensland is identified as the responsible agency in accordance with the *Queensland Coastal Contingency Action Plan 2011* to coordinate a response to ship sourced pollution in alignment with the *National Marine Oil Spill Contingency Plan*.

## Risk Assessment

Risk assessment forms a critical part of the risk management process. Risk assessment allows an understanding and measurement of the risk involved to determine the appropriate measures and controls necessary to manage the risk.

The risk assessment for the Townsville DDMP consisted of a risk assessment methodology utilising a formalised appreciation process with reference to the National Risk Assessment Guidelines.

Risk identification involves the identification of risk sources, events, their causes and their potential consequences (AS/NZS ISO 31000:2009).

The identification of risks was facilitated by information and data that was collected, reviewed and prepared for presentation by stakeholders. This information was used to describe the nature of the relevant sources to be addressed with their possible impacts considered.

Documentation developed during the risk assessment process including the Risk Register is included at **Annexure G**.

## Risk Treatment

Risks outlined in the District Risk Register have been analysed with a view to identifying strategies to treat the risk or reduce the risk. Strategies identified are listed in the Risk Register which is contained at Annexure G.

Together with treatment strategies the risk register contains preferred treatment options, responsibilities and timeframes for implementation.

The allocation of the responsibility for the implementation of any treatment strategy, monitoring and reporting shall be determined by the Disaster Risk Assessment Team under the guidance of the DDC.

The finalised Disaster Risk Treatment Plan is to be presented to the DDMG for endorsement.

To progress any treatment options, the DDMG is to request relevant responsible agencies to incorporate specified risk treatment strategies into their agency corporate planning processes for recognition and implementation.

In instances where the applications of treatment strategies at the District level are identified as not being adequate and residual risks remain, the DDMG is to determine whether the risk transfer or risk sharing with the SDMG is a treatment option. In

these instances the DDMG is to document and notify the SDMG of these matters with a view to transferring or sharing the risks.

A review of the district risk treatment plan shall be conducted in conjunction with any district assessment review process.

# Capacity Building

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## Community Awareness

Local Disaster Management Groups have the primary responsibility to ensure their community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster. These requirements are included under s23 (f): 'Functions' (Disaster District), and s30 (1) (e): 'Functions' (Local Government) of the *Disaster Management Act 2003*.

The DDMG facilitates the development and implementation of a common approach and broader strategic direction to community awareness. It is important to acknowledge that hazards and community characteristics may be similar across local governments and media broadcast areas will routinely overlap local government boundaries. In recognition of these facts, the DDMG has identified opportunities for consistent messaging, joint programs and commonalities across disaster management arrangements.

Members of the DDMG shall provide LDMG's, functional committees and other NGOs all necessary assistance as may be required from time to time to give effect to their respective community awareness/education programs.

Section 56: 'Plan to be available for inspection etc.' of the *Disaster Management Act 2003* requires the District Disaster Management Plan to be made available for viewing by the public.

This section also provides that members of the community may also purchase a copy of the plan upon the payment of an appropriate fee, as decided by the Disaster District Coordinator.

The Townsville DDMG in consultation with the LDMG's will identify and collate annual community awareness programs that include:

- Community awareness events; and
- Joint projects and funding opportunities for community engagement and social marketing projects targeted at addressing the specific needs of vulnerable communities.

Date	Event/Strategy	Hazard Focus	Target Group/s	Participating Agencies	Comments on Effectiveness/ Areas for Improvement
01/10/20	Cyclone Saturday – Community awareness and preparedness <b>Burdekin</b>	Cyclone & Storm Surge	Community	LDMG/DDMG QPS QAS QFRS EMQ SES	Very effective and well attended
30/10/2011	Cyclone Sunday – Community awareness and preparedness <b>Townsville</b>	Cyclone & Storm Surge	Community	LDMG/DDMG QPS QAS QFRS EMQ SES DERM Human Services ABC Radio MSQ	Very effective and well attended
20/11/2011	Cyclone Sunday – Community awareness and preparedness <b>Hinchinbrook</b>	Cyclone & Storm Surge	Community	LDMG/DDMG QPS QAS QFRS EMQ SES	Very effective and well attended

## Training

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

EMQ is responsible for ensuring a coordinated approach to disaster management training within the district. This includes regularly assessing the training needs within the district and developing a suitable training program in alignment with the *Queensland Disaster Management Training Framework*. Where possible, this training program should maximise opportunities for joint training with LDMG's and other agencies involved within the QDMA.

The development of the training program will involve:

A training needs analysis defining required competency:

- roles required
- skills and knowledge required to undertake the roles
- individuals required to undertake the roles
- current levels of competency

Competency can be determined from a number of sources:

- training records
- qualifications
- observations of on-the-job performance
- interview and group discussions

Identification of knowledge gaps

- note differences between required and current levels of competency

The training program implementation is monitored through the DDMG Annual Operational Plan and developed in accordance with the *Queensland Disaster Management Training Framework*.

## Exercises

Exercises are a key component of disaster management strategies and are conducted with the objective of:

- Practicing the coordination procedures during an event including;
  - Standing Up of Disaster Management Groups
  - Activation of District Disaster Coordination Centres
  - Information management including dissemination of information in respect to threats and warnings, requests for assistance and providing situation reports
- Enhancing the interoperability of agency representatives;
- Evaluating functional plans;
- Identifying planning and resource issues;
- Promoting awareness;
- Developing competence;
- Evaluating risk reduction strategies;
- Validating training already conducted;

- Identifying performance gaps and areas for the potential improvement in the skills of agency representatives involved in disaster management; and
- Evaluating equipment, techniques and processes in general.

The DDMG will conduct at least two (2) exercises annually, one of which will include all functional committees.

Functional committees will exercise their respective plans annually, independent of the aforementioned disaster district exercise.

## Post-Disaster Assessment

A post disaster assessment will be developed through the following process:

- During the operation of the LDCC the LDC is to brief and request all participants to offer comment on the conduct of the LDCC and provide recommendations to improve best practice;
- As soon a practicable after an LDCC has stood down from operations the LDC is to conduct a formal debrief of all personnel participating in the LDCC. Matters raised during the operation of the LDCC are to be raised, discussed and recorded;
- Minutes are to be produced and forwarded to the Executive Officer – DDMG.
- Each LDMG will conduct a formal debrief as soon a practicable after the LDMG is stood down of all personnel participating in the LDMG. Minutes are to be produced and forwarded to the Executive Officer – DDMG;
- During the operation of the DDCC the DDC is to brief and request all participants to offer comment on the conduct of the DDCC and provide recommendations to improve best practice;
- As soon a practicable after the DDCC has stood down from operations the DDC will conduct a formal debrief of all personnel participating in the DDCC. Matters raised during the operation of the DDCC are to be raised, discussed and recorded;
- Minutes are to be produced and forwarded to the Executive Officer – DDMG.
- DDC will then conduct a formal debrief as soon a practicable after the LDCC's, LDMG's and the DDCC have stood down. Minutes are to be produced and forwarded to the Executive Officer – DDMG;
- An assessment will be conducted of matters raised to identify appropriate strategies to implement and ensure best practice;
- The assessment will also identify the key partners to be involved in the development of any strategy to resolve the issues raised;

- Any strategies developed will address the process for the implementation of improvement strategies as a component of the monitoring and review of the DDMP and the district disaster management arrangements.

# Response Strategy

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## Warning Notification and Dissemination

DDMG members will receive warning products via a number of means.

The DDC will receive notification directly from the State Disaster Coordination Centre (SDCC) and internally through Queensland Police Service Communication Centres. The DDC will ensure the dissemination of warnings to vulnerable LDMG's within the district.

DDMG member agencies will be notified by a variety of channels, including, but not limited to, telephone (fixed or mobile), fax, email, radio, SMS, in person and may also receive notification from internal agency central offices. A number of agencies will also receive warnings directly from the Bureau. Details regarding responsibility for notification processes within DDMG member agencies are detailed in respective agency plans. Agency plans will include detailed contact registers to achieve dissemination of warnings.

Upon receipt of information that communities located within the Townsville Disaster District are or may be threatened by a particular hazard, the Disaster District Coordinator (DDC) shall ensure that the LDMG's receive appropriate warnings in respect to those threats.

The use of SEWS may be considered outside of the aforementioned eligible events, in which case the DDC will liaise with the Assistant Commissioner, Northern Police Region, and advise the Executive Officer of the SDMG accordingly.

Warnings will be communicated to the vulnerable community by their respective LDMG's in accordance with the relevant provisions of the respective Local Disaster Management Plan.

Departments or organisations with specific responsibility for issuing warnings or the management of specific threats, for example, the Bureau of Meteorology for meteorological related information and DEEDI for Emergency Diseases in Animals, shall issue warnings in accordance with their standard operating procedures.

Where events require a higher level of warning, including directed evacuations in respect to storm tide events, such warnings shall be issued in accordance with the provisions of the *Tropical Cyclone Storm Tide Warning-response System* handbook.

The Standard Emergency Warning Signal (SEWS), approved by agreement between all states and territories in 1999 shall be utilised in respect to warning issues for events involving the following:

- Wind gusts >125 kilometres per hour (equivalent to category 2 and above cyclones);

- Storm tide >0.5 metre above Highest Astronomical Tide;
- Large hail > 4 centimetre in diameter;
- Tornado(s);
- Major floods, flash floods and/or dam break;
- Intense Rainfall leading to Flash Floods and/or landslides (1-6 hour rainfall total > 50 year Average Recurrence Interval);
- Geo-hazards including effects of earthquakes and or tsunami waves > 1 metre (tide dependent);
- Major urban and rural fires;
- Major pollution, hazardous material or bio-hazard emergency;
- Civil defence emergency (as defined in Article 61 of Protocol 1 of the 1977 Protocols Additional to the Geneva Conventions of 1949);
- Other major emergency situations.

**The use of SEWS may be considered outside of the aforementioned eligible events, in which case the DDC will liaise with the Assistant Commissioner, Northern Police Region, and advise the Executive Officer of the SDMG accordingly.**

In summary, the responsibilities of DDMG member agencies for notification in Local Government areas is shown in the following table.

Details regarding responsibility for notification processes within DDMG member agencies are detailed in respective agency plans. Agency plans will include detailed contact registers to achieve dissemination of warnings.

Agency	Roles and Responsibilities
Local Government	<ul style="list-style-type: none"> <li>▪ Maintenance of the Local Government function (via Emergency Response Plan)</li> <li>▪ Maintenance of normal Local Government services to the community:               <ul style="list-style-type: none"> <li>▪ Water</li> <li>▪ Sewerage</li> <li>▪ Refuse disposal</li> <li>▪ Public health</li> <li>▪ Animal control</li> <li>▪ Environmental protection</li> </ul> </li> <li>▪ Maintenance of a disaster response capability</li> <li>▪ Maintenance of telemetry and warning systems</li> <li>▪ Collection and interpretation of information from telemetry systems, conjointly with Bureau of Meteorology</li> <li>▪ Provision and maintenance of infrastructure for Local SES Units</li> </ul>

Agency	Roles and Responsibilities
<b>Local Disaster Management Group (LDMG)</b>	<ul style="list-style-type: none"> <li>▪ Development of the comprehensive Local Disaster Management Planning strategies</li> <li>▪ Design and maintenance of a public education/awareness program</li> <li>▪ Design, maintenance and operation of a Local Disaster Coordination Centre, including the training of sufficient personnel to operate the Centre</li> <li>▪ Coordination of support to response agencies</li> <li>▪ Reconnaissance and impact assessment</li> <li>▪ Provision of public information prior to, during and following disaster event impacts</li> <li>▪ Recommendations re areas to be considered for authorised evacuation</li> <li>▪ Public advice re voluntary evacuation</li> <li>▪ Identification, resourcing, staffing and operation of Evacuation Centres</li> <li>▪ Provision of locally based community support services</li> </ul>
<b>Emergency Management Queensland (EMQ)</b>	<p>EMQ is broadly responsible for providing the following services in support of disaster management arrangements:</p> <ul style="list-style-type: none"> <li>▪ Disaster Management (e.g. as core member of LDMG);</li> <li>▪ Volunteer Management (including SES and VMR volunteers);</li> <li>▪ Disaster Management Funding (e.g. NDRRA, SDRA &amp; NDMP), and</li> <li>▪ Additional responsibilities during disaster operations (e.g. re-supply, EMQ Helicopter Rescue, low-security prisoners)</li> </ul>
<b>Queensland Police Service (QPS)</b>	<ul style="list-style-type: none"> <li>▪ Preservation of peace and good order</li> <li>▪ Prevention of crime</li> <li>▪ Security of any site as a possible crime scene</li> <li>▪ Investigation of the criminal aspect of any event</li> <li>▪ Coronial investigation procedures</li> <li>▪ Traffic control, including assistance with road closures and maintenance of road blocks</li> <li>▪ Crowd management/public safety</li> <li>▪ Coordination of search and rescue (See State Rescue Policy)</li> <li>▪ Manage evacuations</li> <li>▪ Security of evacuated areas</li> <li>▪ Registration of evacuated persons (activity undertaken by Red Cross, where they have a presence)</li> </ul>

Agency	Roles and Responsibilities
<b>Queensland Ambulance Service (QAS)</b>	<ul style="list-style-type: none"> <li>▪ Assessment, treatment and transportation of injured persons</li> <li>▪ Assistance with evacuation (for medical emergencies)</li> <li>▪ Provision of advice regarding medical special needs sectors of the community</li> </ul>
<b>State Emergency Service (SES)</b>	<ul style="list-style-type: none"> <li>▪ Assisting the community to prepare for, respond to and recover from an event or disaster</li> <li>▪ Public Education</li> <li>▪ Rescue of trapped or stranded persons (see State Rescue Policy)</li> <li>▪ Search operations for missing persons</li> <li>▪ Emergency repair/protection of damaged/vulnerable buildings</li> <li>▪ Assistance with debris clearance</li> <li>▪ First Aid</li> <li>▪ Traffic Control</li> <li>▪ Short term welfare support to response agencies</li> <li>▪ Assistance with impact assessment</li> <li>▪ Assistance with communications</li> <li>▪ Assistance with lighting</li> </ul>
<b>Queensland Health</b>	<ul style="list-style-type: none"> <li>▪ Coordination of medical resources</li> <li>▪ Public health advice and warnings to participating agencies and the community</li> <li>▪ Psychological and counselling services for disaster affected persons</li> <li>▪ On going medical and health services required during the recovery period to preserve the general health of the community</li> </ul>
<b>Ergon</b>	<ul style="list-style-type: none"> <li>▪ Maintenance of electrical power supply</li> <li>▪ Advice in relation to electrical power</li> <li>▪ Restoration of power</li> <li>▪ Safety advice for consumers</li> </ul>
<b>Telstra and other Communications Companies</b>	<ul style="list-style-type: none"> <li>▪ Maintenance of communications supply</li> <li>▪ Advice</li> <li>▪ Restoration</li> </ul>
<b>Tourism Industry</b>	<ul style="list-style-type: none"> <li>▪ Liaison with accommodation providers on emergency accommodation</li> <li>▪ Provide Tourists with advice &amp; warnings on event / disaster</li> <li>▪ Disseminating information to other Visitor Information Centre in the region</li> </ul>

Agency	Roles and Responsibilities
Joint Operations Support Staff (ADF)	<ul style="list-style-type: none"> <li>▪ Advisory on Australian Defence resources</li> </ul>
Queensland Rail	<ul style="list-style-type: none"> <li>▪ Advisory on Qld Railway resources</li> </ul>
Townsville Airport Pty Ltd	<ul style="list-style-type: none"> <li>▪ Advisory on Airport operations and resources</li> </ul>
Townsville Port	<ul style="list-style-type: none"> <li>▪ Advisory on Port operations and resources</li> </ul>

## Activation

The DDC is responsible for activating the DDMG. This would generally occur following consultation with one or more of; the Chair of the SDMG; the Chair of a LDMG; and/or a member of the DDMG.

The four levels of activation are:

- Alert
- Lean Forward
- Stand Up
- Stand Down

### Alert

A heightened level of vigilance due to the possibility of an event in the area of responsibility. No action is required however the situation should be monitored by someone capable of assessing the potential of the threat.

### Lean forward

This is the operational position 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 stand by; prepared but not activated. Relevant entities, including local governments, are requested to Lean Forward and contact details confirmed. District Disaster Coordination Centre (DDCC) is checked for operational readiness. The DDC may convene a preliminary meeting of all or some DDMG members. The DDC, Deputy Chair, XO may perform a monitoring role without activating the DDCC. Advice will be forwarded to the relevant entities including a preliminary situation report to the SDCC.

### Stand up

This is the operational position following ‘lean forward’ whereby resources are mobilised, personnel are activated and operational activities commenced. Disaster coordination centres are activated. Information is received that the impact of a hazard within the district is imminent. Relevant members, including local governments, are requested to Stand Up. The DDCC should be operated on a 24-

hour basis (refer DDCC SOPs). There should be ongoing liaison between the DDMG, LDMG's and the SDMG, including SITREP's, as required by the reporting requirements of this plan.

### **Stand down**

The transition from responding to an event back to normal core business and/or recovery operations. There is no longer a requirement to respond to the event and the threat is no longer present. When the requirements of disaster operations have been completed to the stage that the DDMG and DDCC are no longer required to be activated, they may be stood down.

The District levels of activation are outlined at **Annexure F**.

### **District Disaster Coordination Centre**

The **primary** District Disaster Coordination Centre (DDCC) is located at:

**First Floor  
Mundingburra Police Complex  
Charters Towers Road  
Hermit Park**

Entry to the DDCC is available via the front counter of the Mundingburra Police Complex following contact with the Executive Officer. The venue is fully equipped with computers, facsimile machine, photocopier, telephones, and welfare facilities. The building is equipped with a generator as an alternate power supply in the event main electricity power supply is disrupted.

A Standing Operating Procedure (SOP), which forms an appendix to this plan, details all administrative and operational functions associated with the management of the Townsville DDCC (**Annexure E**). This SOP is maintained by the Executive Officer for the disaster district.

The **secondary** District Disaster Coordination Centre (DDCC) is located at:

**Level 1  
Department of Emergency Services Regional Office  
101 Sturt Street  
Townsville**

Entry to the DDCC will be arranged by The Regional Director, Emergency Management Queensland. The venue is fully equipped with computers, facsimile machine, photocopier, telephones, and welfare facilities. The building is equipped with a generator as an alternate power supply in the event main electricity power supply is disrupted.

## Concept of Operations for Response

### Operational Reporting

- (a) Local Disaster Management Groups shall advise the DDC immediately the LDMG is placed on stand-by or stood up;
- (b) The DDC shall advise the Executive Officer of the SDMG immediately the DDMG is placed on stand-by or stood up;
- (c) Once placed on stand-by or stood up, Local Disaster Management Groups and Functional Committees will provide situation reports (SITREP's) on the event and disaster management operations in the approved form to the DDMG within the timeframes as may be required;
- (d) Once placed on stand-by or stood up, the DDMG will provide SITREP's on the event and disaster management operations in the approved form to the SDCC within the timeframes as may be required;

### Financial Management

No purchase is to be made for the DDMG without consultation with and approval of the DDC, Deputy Chair or the Executive Officer.

Where members of the DDMG are coordinating purchases for their agencies/departments, they are to comply with their respective purchasing policies.

Prior to any purchase being considered it must be determined whether a Standing Offer Agreement is in existence regarding the goods/services. Where it is ascertained that an SOA does exist, the arrangements of that SOA are to be complied with.

A receipt and tax invoice are to be obtained for all purchases conducted by the DDMG and handed to the Executive officer.

Full details of all expenses/purchases incurred by the DDMG during a disaster are to be recorded.

### Media Management

The community shall be kept informed of the activities of the District Disaster Management Group in terms of disaster management operations in support of LDMG's across the district and reflect the role of the State.

Formal comments/interviews with the media in respect to District disaster operations on behalf of the Disaster District shall only be made by the DDC in consultation with and assistance from other DDMG members as necessary.

Comment on operations at the LDMG lever are not to be made but left to the Chair of the LDMG to discuss matters relating to the particular Local Government Area.

Comment from the DDMG must relate to district support operations and not tactical aspects of the operations at LDMG level.

Media briefing areas have been identified and are contained in the Standard Operating Procedures for the DDCC. The DDC will appoint a suitable person to perform media liaison duties and organise media representatives who attend the DDCC briefing area. The Australian Broadcasting Commission (ABC) has been appointed to all DDMG's and the SDMG for this purpose. Contact details are included as in **Annexure D**.

### Accessing Support and Allocation of Resources

The District Disaster Management Group does not possess any resource reserves. All resources within the disaster district are owned and managed by the various local governments, government departments, corporate entities or private business operators. Resource lists are included in each Local Disaster Management Plan, all of which form appendices to this district plan.

Where resources or services are not available within their jurisdiction, or if available, have been or are likely to be expended, an LDMG may request assistance from the DDMG to provide such resources. Requests shall be in the approved form.

RFA's may be received by:

- Email
- Fax
- Telephone

Upon receipt of an RFA, it will be prioritised accordingly by the DDC, Deputy Chair or Executive Officer in consideration of RFA's received from other impacted LDMG's. The DDMG shall make all reasonable endeavours to locate the required resource or service from within the disaster district.

Resources and services acquired by the DDMG and appropriated to a LDMG may be recalled and reallocated at the discretion of the DDC.

In the event the required resource or service is not available elsewhere in the disaster district, the DDMG shall forward a request, in the required form, to the SDMG.

In acquiring resources, the DDMG will enter into normal contractual arrangements at commercial rates. Normal accepted practices in terms of purchase and acquisition apply.

Appropriate approvals shall be obtained prior to the incurrence of any financial expenses.

The DDC or the Executive Officer shall ensure that accurate records are maintained in respect to requests for assistance, resource acquisition and allocation and financial expenditures.

Requests for Australian Defence Force assistance under the Defence Aid to the Civil Community (DACC) arrangements shall be made in the first instance in writing to the State Disaster Management Group. A copy of the request is to be forwarded to the Officer in Charge, Joint Operations Support Staff, Lavarack Barracks, Townsville.

Where aircraft usage or cost recovery may be required, under categories other than category 1 all requests are to be forwarded to the Executive Officer of the SDMG.

## Disaster Declaration

The statutory machinery for declarations relative to disaster management and the management of emergent situations are contained in the following Acts:

<b>'Disaster Situation'</b>	<i>Disaster Management Act 2003 (the Act)</i> Section 64: 'Declaration'
<b>'Emergency Situation'</b>	<i>Public Safety Preservation Act 1986</i> Section 5: 'Declaration of emergency situation'
<b>'CBR Emergency'</b>	<i>Public Safety Preservation Act 1986</i> Section 12: 'CBR emergency may be declared'
<b>'State of Emergency'</b>	<i>State Transport Act 1938</i> Section 2: Emergency Powers

The District Disaster Coordinator may declare, with the approval of the Minister [for Emergency Services], a 'disaster situation' if satisfied:

- a) *A disaster has happened, is happening or is likely to happen, in the disaster district; and*
- b) *It is necessary for the district disaster coordinator ... to exercise declared disaster powers to prevent or minimise any of the following:*
  - i. *Loss of human life;*
  - ii. *Illness or injury to humans;*

- iii. *Property loss or damage;*
- iv. *Damage to the environment*

Section 64 of the Act further prescribes that before declaring a disaster situation, the DDC must take reasonable steps to consult with the DDMG and the local governments within the area to be included in the declaration.

Section 65: 'Form and notice of declaration' of the Act prescribes that the declaration of a 'disaster situation' must be in the approved form. A copy of the approved form will be included in this plan as an Appendix once drafted and approved by the SDMG.

With the exception of a declaration made under section 12: CBR emergency may be declared' of the *Public Safety Preservation Act 1986*, a declaration in existence at the time a 'disaster situation' comes into force are inconsistent and will cease to have effect.

Forms for use in the declaration of a disaster situation are available on Forms Select – Form DM02 *Declaration of a Disaster Situation – District Level*

## Resupply

When considering resupply to isolated communities the *Queensland Resupply Guidelines* are to be utilised. EMQ are the lead agency for coordinating resupply by:

- Assisting local groups to coordinate resupply requests;
- Endorsing re-supply requests at the district/regional level;
- Providing approval, through the Assistant Director-General, EMQ, for re-supply requests at the State level;
- Providing approval, through the Regional Director, EMQ, for resupply requests at the Regional level;
- Coordinating transport arrangements for approved resupply requests (at the level where appropriate resources are available); and
- Supporting local groups to coordinate the receipt and delivery of resupply at the local level.

The Queensland Government has a number of financial mechanisms for alleviating hardship in such circumstances.

- a. State Disaster Relief Arrangements (SDRA) allow the State to cover, amongst other measures, costs incurred under this policy for all hazards. SDRA is triggered by the identification of one case of personal hardship by the Department of Communities.
- b. Natural Disaster Relief and Recovery Arrangements (NDRRA) provide a cost sharing formula for the Commonwealth and State to cover, amongst other measures, costs incurred under this policy for eligible natural disasters. NDRRA is triggered by overall expenditure exceeding the small natural disasters threshold.
- c. The Resupplying Isolated Communities Policy and Procedures – this policy - provides the mechanism for covering extraordinary resupply costs on the authority of the Executive Officer (XO) SDMG in the absence of conditions allowing the activation of SDRA or NDRRA.

The procedural guidance in this document is aimed to ensure best practice and appropriate financial accountability for any measures taken

The aim of the *Resupplying Isolated Communities Policy and Procedures* is to ensure that communities are not disadvantaged by isolation. The Government will pay the additional transport costs to deliver foodstuffs and essential items to isolated communities. This is to ensure communities have essential items for survival, and are not economically disadvantaged by additional transport costs in such circumstances.

Although the Government's responses will aim at alleviating such hardships to a reasonable extent, individuals and communities should not become reliant on such responses, and should make every effort to become self sufficient in all their needs in case they become isolated.

### **Individual & Community Preparation**

In ensuring sufficient preparation is undertaken by communities subject to potential isolation, LDMG's should seek to develop community resilience by promoting residents:

- a. Stock up on sufficient foods, medicines and other foods they would need to sustain themselves for the expected period of isolation;
- b. Check with their local Australia Post manager/contractor to ascertain arrangements for the delivery/collection of mail during isolation periods; arranging suitable access to tuition for school children and maintaining contact with neighbours and friends;
- c. Relocate stock from threatened areas and preparing fodder stockpiles to last them through the expected period of isolation;

- d. Make arrangements to extend lines of credit with local suppliers, or establishing lines of credit with other supply centres if local arrangements cannot be made, so that they can obtain sufficient goods to last them through the expected period of isolation;
- e. Provide as much protection as possible for the stockpiled goods to prevent them either being damaged and rendered unusable by the impact of the hazard, or spoiling because of the length of storage time; and
- f. Have sufficient fuel stocks for generators, machinery, vehicles and aircraft.

Communities / individuals should also ensure that their Local Government is provided with accurate details of the location of their property and / or landing strip / helipad using Global Positioning System (GPS) latitude and longitude data to assist possible resupply operations.

Communities / individuals should also include any potential hazards near likely landing areas, including power and phone lines, or tall objects.

The supply of essential goods to individuals will fit within three distinctly different categories:

**Isolated Community resupply:** This type of resupply operation is used when the persons residing in that community have ready access to retail outlets however the retail outlet is unable to maintain the level of essential goods required due to normal transport routes being inoperable as a result of a natural event or events.

**Isolated Rural Properties Resupply:** For the purposes of these guidelines isolated rural properties are groups of individuals that are isolated from retail facilities due to normal transport routes being inoperable as a result of a natural event or events. This may include primary producers, outstations or small communities that have no retail facilities.

**Resupply of Stranded Persons:** This type of resupply operation is undertaken to provide essential goods to individuals that are isolated from retail facilities and are not at their normal place of residence. This normally pertains to stranded travellers and campers.

LDMG's are to seek quotations annually prior to the commencement of the wet season from operators where the use of air assets, including rotary aircraft, is considered to be likely in their local government area. Quotations are to be forwarded to the DDC for consideration and to expedite approval at the time of need.

The DDCC and LDCC's will maintain a log of all re-supply activities undertaken to assist with reconciliation.

## LDMG Education and Preparation

Local Disaster Management Groups (LDMG) are responsible for conducting community awareness programs with respect to the preparations to be made prior to the expected time of impact of the event and coordinating activities with respect to such preparation. These could include:

- a. Ensuring officers in the relevant sections of Local Government are aware of the contents of this document and are able to answer questions from their communities with respect to it;
- b. Using appropriate community information networks to ensure their communities know of the existence and contents of this document, in sufficient time to prepare for the possible event. Some of these means may be:
  - (i) Including information about the existence of this policy with rates notices;
  - (ii) Placing notices in local newspapers and in community information programs of local radio and television stations informing communities about this policy; and
  - (iii) Sponsoring meetings of 'at risk' communities to explain how the system will be implemented if necessary.
- c. Encouraging retailers to make arrangements with their wholesale suppliers to extend credit if necessary and are ready (when such operations are conducted) to collect their supplies when they are delivered to the landing point; and
- d. Inviting their local Australia Post manager/contractor to the committee responsible for developing and implementing their plans for resupply operations in their area.

A reference to this policy and procedures is to be included in all Local Government Disaster Management Plans where a possibility of isolation exists.

## Principles for Operational Procedures

The following general principles will apply to the conduct of resupply operations:

- a. Resupply operations will normally be conducted using either fixed wing or rotary wing aircraft. There may be occasions, however, when it is both safe and feasible to use watercraft to transport supplies to communities;

- b. Wherever possible, the normal retail/wholesale resupply system to retailers will continue to be used, with supplies being delivered via bulk orders from the normal wholesale outlets to the communities' retail outlets;
- c. Wherever practicable, only one resupply operation will be undertaken for each affected area. Bulk orders, therefore, should be sufficient to last affected communities until normal road/rail services can be restored;
- d. Retailers will be responsible for placing their orders with their normal wholesale suppliers;
- e. Wholesalers are to be responsible for delivering orders to the nominated dispatch point;
- f. Orders are to be:
  - (i) Properly prepared for transport by the nominated means;
  - (ii) Clearly marked with volume, mass and details of recipient to ensure correct delivery; and
  - (iii) Fully comply with regulations covering the transportation of Dangerous Goods.
- g. Transport costs incurred during State approved resupply operations must conform to the Department of Community Safety's Financial Practices Manual, which requires that three written competitive quotes be obtained where practicable. When resupply operations are conducted at a Local or District level, without State approval the procurement should be in accordance with the relevant Local or District arrangements.

### Essential Supplies Guidelines

Those items currently regarded as 'essential supplies' are defined in annex A attached. The list provides a guide to the types of items that will be provided to an isolated community. No variations to these guidelines will be made without the approval of the XO SDMG.

### Frozen or Chilled Goods

Resupply operations conducted under the terms of this policy may not have access to aircraft or watercraft equipped with suitable units to carry refrigerated or frozen goods. It is recommended where possible, that alternative products are considered (e.g. UHT or powdered milk instead of fresh milk).

However, if the DDC deems frozen and/or chilled goods to be ‘essential’ or alternative products are unavailable or unsuitable then the DDC may approve a resupply request containing chilled/frozen goods. In these cases arrangements should be made by the supplier to keep the goods at the appropriate temperature from the time they are delivered to the dispatch point until the time they are delivered to the receiving point. Where possible, insulated containers and freezer packs should be used. Accurate coordination is required to ensure foodstuffs reach their destination without spoiling, as small boats or light aircraft may not have suitable refrigeration. It is critical that goods are delivered to the departure point and collected at the destination point in a timely manner to ensure the minimum period without refrigeration.

Transportation of frozen/chilled goods will be undertaken on the basis that there is a risk of deterioration due to delays in projected delivery times. It is the responsibility of recipients of frozen or chilled goods to take extra care to check their suitability for consumption.

### **Transporting/back loading of goods from an isolated community**

In special cases, consideration will be given to transporting/back loading personnel or stores from the isolated community via aircraft/watercraft used in resupply operations. The community needs to demonstrate that they will be isolated for an extended period of time and the transportation would be beneficial. No back loading is to be undertaken without the approval of the XO SDMG. If the XO SDMG approves the back loading, the SDCC will advise the DDC of administrative arrangements.

### **Local Disaster Management Group Responsibilities**

There will be occasions when, despite all efforts by the communities concerned, they will either exhaust their supplies because the period of their isolation is longer than expected or they have been unable to prepare for their isolation because of the speed of onset of the event.

LDMG’s are to certify to the DDC that a resupply operation is necessary to maintain the physical and/or psychological welfare of the inhabitants of the affected communities.

Where resupply operations for isolated properties/homesteads are being contemplated, LDMG’s are to canvass all properties in the area prior to submitting a request for assistance to the DDC to ensure the most effective and efficient use is made of transport resources.

LDMG’s will be the focal point for processing any request for resupply by any community in their area of responsibility. No request for resupply is to be examined and checked by the LDMG’s will also be responsible for:

- a. Coordinating the activities of the retailers, fuel suppliers and hospitals in preparation and placing bulk orders, and ensuring their compliance with guidelines issued with respect to those goods which will be considered essential to the needs of the isolated communities;
- b. Collecting copies of retailers' orders for use in checking supplies delivered to ensure no unauthorised variations are made by retailers with wholesalers after providing copies of their orders to the LDMG;
- c. Collating all orders, including those of property owners, to provide details of volume and mass of the consolidated orders, so that calculations with respect to the number and type of aircraft / watercraft required to uplift the supplies can be provided to the appropriate DCC;

**NOTE** *As the volume and mass details provided to the DDC are used to obtain quotes for carriage of the orders, any increases to volume and/or weights or orders when they are delivered to the dispatch point and measured by the selected company prior to loading may force a recalling of quotes. This could cause delays in the delivery of the supplies or result in supplies being left behind.*

- d. Ensuring retailers arrange for the collection of their supplies from the landing point and their subsequent distribution to consumers;
- e. Checking the manifests of supplies delivered against the copies of the retailers' orders provided to them;
- f. Ensuring suitable arrangements are made for the delivery of supplies to isolated properties; and
- g. Certifying to the appropriate DDC that all supplies have been delivered and delivery manifests are correct.

**NOTE** *LDMG's are advised to consider the appointment of an independent Liaison Officer for the collation of local orders. This appointment may prevent claims of bias against elected officials. Where possible involve the appointed officer should not be involved in food retail outlets, fuel suppliers or local hospitals.*

### Local Resupply Operation

Where an LDMG organises a local operation (no request for state level resupply) then they are responsible for payment, however this may be claimable under SDRA or NDRRA providing the Counter Disaster Operations (CDO) relief measure has been activated by the relevant Minister.

The LDMG should ensure that provision is made for the carriage of mail when applicable.

### **District Disaster Coordinator Responsibility**

DDC's are responsible for ensuring that any request for resupply from any LDMG in their disaster district is processed through the DDCC. No requests from LDMG's for resupply operations are to be referred to the State Disaster Coordination Centre (SDCC) until they have been checked and endorsed by the DDC.

The DDC is to examine each request received from a LDMG for a resupply operation and, if it is considered an operation is warranted, refer a copy of the request to the Executive Officer, State Disaster Management Group (XO SDMG) accompanied by pertinent recommendations.

DDC's should be aware they are requesting operations that may be unbudgeted for and not claimable under NDRRA. They are accountable for their decision in committing State Government funds and should not support the resupply if it does not meet the requirements of this policy. Such requests should be clearly identified to the XO, SDMG.

DDC's will also be responsible for:

- a. Wherever practicable, satisfying requests for resupply operations to isolated communities by using resources available to them, in accordance with instructions issued by the XO SDMG. Details of three local competitive quotes for the transportation of the resupply goods should be forwarded to the SDCC;
- b. Where it has been determined that the SDCC will be making arrangements for satisfying requests for resupply operations, collating all requests from LDMG's and passing them to the SDCC in accordance with directions from the SDCC;
- c. Checking LDMG requests for resupply to ensure they comply with the guidelines before processing them any further. Where any apparent discrepancies arise, that cannot be resolved with the LDMG are to be referred to the XO SDMG for resolution;
- d. Monitoring resupply operations in their disaster district to ensure the most efficient use of resources;
- e. Where variations to the 'essential supplies' guidelines are being sought by a LDMG, examining those requests and making recommendations on them to the XO SDMG; and
- f. Liaise with major mail centre to ensure delivery of essential mail.

**NOTE** *If suitable resources are available to a DDC within a Disaster District, the XO SDMG may authorise the DDC to contract those resources for the task(s) – in these cases, the SDCC will raise a purchase order and be responsible for payment of the resource. A report on the progress of each operation is to be included in the DDC’s daily Situation Report (SITREP) to the SDCC.*

### **District Resupply Operation**

Where a DDC organises a resupply operation from within District resources they should ensure that suitable measures have been activated under SDRA or NDRRA to ensure cost recovery. Should such measures NOT be activated, then they should seek State approval under this policy to ensure financial cover is available.

The DDC should ensure that provision is made for the carriage of mail when applicable.

### **Functional Plans**

Functional plans developed by the DDMG functional committees in support of this main plan are retained at the DDCC and also with the Functional Groups’ lead agency.

The functional plans detail arrangements relating to supporting activities undertaken by functional lead agencies of the DDMG. Functional plans include: the QBuild Regional Disaster Management Plan which incorporates the arrangements for its functional lead agency roles of Building and Engineering, Emergency Supply, and Communication Services Plan; Health Plan; Transport Systems and Community Recovery.

## Disaster Operations Functional Register

Functional Group	Responsible person/Lead agency	Key Accountabilities
<b>Transport</b>	Department of Transport (Queensland Transport)	As detailed in the State Disaster Management Plan (2008) including arrangements for the provision of transport resources for the transportation modes of road, rail, air and sea, and transport engineering to support disaster response and recovery operations.
<b>Health</b>	Queensland Health	As detailed in the State Disaster Management Plan (2008) including arrangements for the provision of medical and health resources to support disaster response and recovery operations through: <ul style="list-style-type: none"> <li>• <i>Command, control and coordination of medical resources;</i></li> <li>• <i>Public health advice and warnings;</i></li> <li>• <i>Transportation of patients;</i></li> <li>• <i>Psychological and counselling services; and</i></li> <li>• <i>Ongoing medical and health services required during the recovery period.</i></li> </ul>
<b>Building and Engineering Services</b>	Department of Public Works (Q-Build)	As detailed in the State Disaster Management Plan (2008) including <i>arrangements for the provision of resources and services pertaining to all engineering disciplines which may be required to assist disaster response and recovery operations.</i>
<b>Emergency Supply</b>	Department of Public Works (Q-Build)	As detailed in the State Disaster Management Plan (2008) including <i>arrangements for the provision and issue of emergency supplies to support disaster response and recovery operations, including arrangements for the procurement, coordinated delivery and management of emergency supplies and associated services.</i>
<b>Communications</b>	Department of Public Works (Q-Build)	As detailed in the State Disaster Management Plan (2008) including <i>arrangements for the re-establishment</i>

		<i>of electronic communication links either within a disaster affected area or within areas outside the affected area, and the provision of special communication facilities to support State and Disaster District level operations mounted in support of an affected area.</i>
<b>Community Recovery</b>	Department of Communities	<p>As detailed in the State Disaster Management Plan (2008) including arrangements for the coordination of community recovery services including:</p> <ul style="list-style-type: none"> <li>• Information on the range of recovery services available;</li> <li>• Information of the physical effects of a disaster;</li> <li>• Personal support services;</li> <li>• Financial assistance to eligible applicants under the following schemes: <ul style="list-style-type: none"> <li>• Disaster Relief Assistance;</li> <li>• Associations Natural Disaster Relief;</li> <li>• Special Benefits;</li> <li>• Provision of counselling and mental health services;</li> <li>• Longer term accommodation services; and</li> </ul> </li> </ul> <p>Facilitation of community participation in the redevelopment of social networks and community infrastructure.</p>

## Hazard Specific Arrangements

Whilst Queensland has adopted an all hazards approach to the development of disaster management arrangements, it is important to acknowledge that some hazards have characteristics that may require a hazard specific approach.

There may be a range of hazard specific plans developed by the relevant hazard specific primary agency the DDMG needs to consider as supporting references to the main DDMP.

These may include:

- Plant and Animal Disease;
- Terrorism;
- Bushfire; and

- Influenza Pandemic.

These plans address specific hazards where government departments and agencies have a primary management responsibility. The primary agency has responsibility to ensure that an effective hazard specific plan is prepared. All hazard specific plans are to address the hazard actions across all PRR phases and include information on how the QDMA links with the hazard specific arrangements and provides support to the primary agency in the management of the hazard specific event. Specific planning is required for these arrangements as their coordination and operational procedures can be different to those of the QDMA. Coordination centres and the structures within them can be outside the local, district and State coordination centres and the passage of information and resources may be managed using different processes. A generic hazard specific arrangements structure and linkages and communication flow to the broader QDMA is outlined at Annexure B of the SDMP.

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

Specific Hazard	Primary Agency	State and National Plans
Animal and plant disease	Department of Employment, Economic Development and Innovation	Queensland Veterinary Emergency Plan Australian Veterinary Emergency Plan
Biological (human related)	Queensland Health	State of Queensland Multi-agency Response to Chemical, Biological, Radiological Incidents
Bushfire	Queensland Fire and Rescue Service	Wildfire Mitigation and Readiness Plans (Regional)
Chemical	Queensland Fire and Rescue Service	State of Queensland Multi-agency Response to Chemical, Biological, Radiological Incidents
Influenza Pandemic	Queensland Health	Queensland Pandemic Influenza Plan National Action Plan for Human Influenza Pandemic
Ship-Sourced Pollution	Department of Transport and Main Roads	Queensland Coastal Contingency Action Plan National Plan to Combat Pollution of the Sea by Oil and Other Noxious and Hazardous Substances
Radiological	Queensland Health	State of Queensland Multi-agency Response to Chemical, Biological, Radiological Incidents
Terrorism	Queensland Police Service	Queensland Counter-Terrorism Plan National Counter-Terrorism Plan

Hazard specific plans for Townsville District include but are not limited to:

- Emergency Action Plan for Suhrs Creek Dam (Ravenswood)
- Ross River Dam Emergency Action Plan
- Paluma Dam Emergency Action Plan

# Recovery Strategy

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The *Townsville District Community Recovery Plan* provides a framework and a guide to manage the recovery process. Disaster recovery is a continuous process from relief/short term recovery through medium/long term recovery to the resumption of normal business. This strategy has been developed to be flexible and to enable scaling up and down of recovery processes as required.

This recovery strategy is supported by the procedures outlined in the *Queensland Disaster Relief & Recovery Arrangements Guidelines (2009-2010)*.

The Department of Communities has functional lead-agency responsibility for community recovery and chairs the Townsville District Community Recovery Committee. The district committee is responsible for developing this District Community Recovery Plan (**Annexure C**).

## Scope

This recovery strategy has been developed to:

- Include all functions of recovery (human-social, infrastructure, economic and environmental);
- Define broad parameters for effective coordination of recovery in the district;
- Identify constraints for recovery at district level; and
- Identify for each recovery function, a broad scale of recovery that can be managed at district level.

## Functions of Recovery

Community recovery commences as soon as possible after the disaster event and includes activities and services needed to restore the emotional, social, economic, environmental and physical well-being of an affected community.

Disaster recovery involves the following four key elements of recovery.

- **Community Recovery** – includes personal support, psychological services, temporary accommodation (not evacuation centres), financial assistance and repairs to dwellings. The Department of Communities is the functional lead agency for Community Recovery in a disaster event.
- **Infrastructure Recovery** – includes government structures, transport, essential services and communications. The Department of Employment, Economic Development and Innovation is the functional lead agency for infrastructure recovery.

- **Environmental Recovery** – includes recovery as it relates to parks, waterways and wildlife. The Department of Environment & Resource Management is the functional lead agency for environmental recovery.
- **Economic Recovery** – includes recovery as it relates to business impact, industry impact and worker impact. The Department of Employment, Economic Development and Innovation is the functional lead agency for Economic Recovery.

## Activation

Responsibility for activating and coordinating financial relief and recovery measures from a Whole-of-Government perspective lies with the Minister for Police, Corrective Services and Emergency Services. Direct support for this role is provided by Emergency Management Queensland (EMQ).

The district recovery strategy may be activated upon direction from the DDC. As disaster response and immediate/short term recovery occurs concurrently, the activation of the strategy will commence with immediate/short term recovery actions undertaken within the response phase.

The level of district support required in the medium/long term recovery phase will be dependant on the recovery structure advised by the SDMG for each specific event.

## Immediate/short term recovery

The immediate/short term recovery phase occurs concurrently to response operations. Immediate/short term recovery activities of the DDMG will typically include:

- Support to LDMG's to ensure the conduct of rapid damage and need assessment;
- Support to LDMG's to ensure the provision of immediate community services (e.g. health services, food, clothing and shelter, financial relief);
- Support to LDMG's to ensure the restoration of critical utilities and services; and
- Support to LDMG's to ensure the provision of temporary housing.

The Immediate to Short-Term Recovery phase covers immediate community recovery service provision to meet identified individual personal and community needs, and to restore services to the level where Local Government and the normal responsible agencies can manage the continuing recovery process.

During this phase, the District Recovery Committee will also prepare an *Event Specific Community Recovery Operational Plan* which will assist in determining the requirement for medium/long term recovery; the type of recovery assistance will be

required from the DDMG and the timeframe for the transition to the medium/long term recovery.

## Transition Triggers

The DDMG will utilise the following as triggers to commence the process of transition from immediate/short term to medium/long term recovery:

- Emergency is contained;
- No further hazard or secondary threats are likely in the near future;
- Response organisations cease their activities;
- Public safety measures are in place and work effectively;
- Evacuation centres have closed; or
- Initial rehabilitation has commenced.

The appointment of the Recovery Coordinator should take place at the latest during the transition phase and preferably during the response/short term recovery phase of the event.

## Medium/Long Term Recovery

The level of support required by the DDMG during the medium /long term recovery phase will be dependant on the nature and scale of the disaster. The level of involvement of the DDMG may range from supplementation of a Local Recovery Group to the establishment of a District Recovery Committee.

## District Recovery Committee

Where appropriate to the scale of the disaster the medium/long term recovery phase may include the establishment of a District Recovery Committee with specific membership appointed as appropriate to the type of event and functions of recovery. Where a District Recovery Group is established, the recovery coordination is handed over to the Recovery Coordinator who will be the DDC or a person appointed by the DDC.

The medium/long term District Recovery Committee will comprise any or all members of the DDMG, and any additional invited members as required. Organisations that are not members of the DDMG may be invited where required, for example: Chambers of Commerce, insurance companies, major employment (industry) organisations in the area.

## Operational and Action Plans

Where an LDMG undertakes recovery as the result of an event, a Recovery Group Implementation Plan is to be developed and forwarded to the DDC for review and approval.

## Annexure Index

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<b>A</b>	<b>Distribution List</b>
<b>B</b>	<b>Local Disaster Management Plans</b>
<b>C</b>	<b>Functional Committee Sub-plans</b>
<b>D</b>	<b>DDMG Contact List – Restricted Distribution</b>
<b>E</b>	<b>DDCC Standing Operating Procedure (SOP)</b>
<b>F</b>	<b>Levels of Activation</b>
<b>G</b>	<b>Townsville District Risk Register</b>
<b>H</b>	<b>Criteria for Review of Emergency Plans</b>
<b>I</b>	
<b>J</b>	
<b>K</b>	
<b>L</b>	
<b>M</b>	
<b>N</b>	
<b>O</b>	
<b>P</b>	
<b>Q</b>	
<b>R</b>	
<b>S</b>	
<b>T</b>	
<b>U</b>	
<b>V</b>	
<b>W</b>	
<b>X</b>	
<b>Y</b>	
<b>Z</b>	

## Distribution List

Position	Organisation	Hard Copy ✓	Electronic Copy ✓
District Disaster Coordinator	Queensland Police Service		
Deputy Chair	Queensland Police Service		
Executive Officer	Queensland Police Service		
District Disaster Coordination Centre	Queensland Police Service		
District Disaster Coordination Centre	EMQ		
Local Disaster Coordinator	Hinchinbrook Shire Council		
Local Disaster Coordinator	Palm Island Aboriginal Council		
Local Disaster Coordinator	Townsville City Council		
Local Disaster Coordinator	Burdekin Shire Council		
Local Disaster Coordinator	Charters Towers Regional Council		
Local Disaster Coordinator	Flinders Shire Council		
Local Disaster Coordinator	Richmond Shire Council		
Chairperson, District Disaster Management Group Functional Committee – Community Recovery (Regional Director - SRCP, NQ Region)	Department of Communities		
Chairperson, District Disaster Management Group Functional Committee – Transport (Manager Client Service Delivery)	Department of Transport & Main Roads		
Chairperson, District Disaster Management Group Functional Committee – Health (Executive Director Medical Services – TTH)	Queensland Health		
The Chairperson, District Disaster Management Group Functional Committee – Building & Engineering Services, Emergency Supply and Communications (Regional Manager – QBuild)	Department of Public Works		

Assistant Commissioner	QAS Northern Region, Townsville		
Assistant Commissioner	QFRS Northern Region, Townsville		
Regional Manager	QFRA Northern Region, Townsville		
Queensland Transport	MSQ, Townsville		
Bureau of Meteorology	Townsville Weather Office		
Manager	Department of Human Services		
Director North Queensland Service Centre	DEEDI		
Regional Manager	Department of Environmental Resource Management		
Regional Director	Department of Local Government & Planning		
Regional Director	Emergency Management Queensland		
Corridor Manager	Queensland Rail		
Regional Director	Department of Education & Training		
Customer Service Manager (North Qld)	Telstra		
General Manager Ops (Northern)	Ergon		
Aviation Manager	Townsville Airport Limited		
Manager Marine Services	Townsville Port Authority		
Regional Content Manager	ABC Radio		
Manager	Joint Operation Support Staff – NQ Lavarack Barracks		

## Townsville DDMG Contact List –Restricted Distribution

## Townsville DDCC – Standard Operating Procedures – Limited distribution

## District Levels of Activation for Response Arrangements

	ALERT	LEAN FORWARD		STAND UP		STAND DOWN
		LEVEL ONE	LEVEL TWO	LEVEL ONE	LEVEL TWO	
<b>Triggers</b>	<ul style="list-style-type: none"> <li>One or more LDMG's operational</li> <li>Awareness that threat may be wide spread</li> </ul>	<ul style="list-style-type: none"> <li>Potential requirements for DDMG to coordinate disaster operations</li> </ul>	<ul style="list-style-type: none"> <li>Threat level indicates DDMG support may be required</li> </ul>	<ul style="list-style-type: none"> <li>Request for support received from LDCC</li> <li>Large threat is imminent</li> </ul>	<ul style="list-style-type: none"> <li>Impact in the District</li> <li>Coordinated support required</li> <li>Significant state resources committed</li> </ul>	<ul style="list-style-type: none"> <li>All LDMG's stood down</li> <li>Recovery arrangements functioning<sup>1</sup></li> </ul>
<b>Actions</b>	<ul style="list-style-type: none"> <li>XO brief DDC on activation level of LDMG/s</li> <li>Analysis of threat</li> <li>Contact LDC/s</li> </ul>	<ul style="list-style-type: none"> <li>Maintain contact with all LDC's</li> <li>Communication procedures established</li> <li>Planning commenced for support to DDCC</li> <li>Advise State regarding status of DDMG</li> <li>Establish all contacts</li> <li>Set up email systems</li> </ul>	<ul style="list-style-type: none"> <li>Receipt of SITREP's</li> <li>Brief DDMG Core Members</li> <li>Warning orders given to DDMG</li> <li>Planning for potential support to LDMG's</li> <li>DDC support staff briefed</li> </ul>	<ul style="list-style-type: none"> <li>Develop situational awareness</li> <li>Pass on urgent warnings</li> <li>Commence SITREP's to SDCC</li> <li>Roster developed for DDCC</li> <li>DDCC activated with required staff</li> <li>Forward planning commenced</li> <li>SDCC advised DDMG stood up</li> <li>Regular SITREP's provided to SDCC</li> </ul>	<ul style="list-style-type: none"> <li>DDCC activated and roster commenced</li> <li>Logistics, operations planning and administrative cells in place</li> <li>Coordination of state support commenced</li> <li>Receive advice from State Disaster Coordinator</li> </ul>	<ul style="list-style-type: none"> <li>Final SITREP's to SDMG</li> <li>Debrief of DDCC staff</li> <li>Debrief of DDMG members</li> <li>Finalisation of expenditure</li> <li>Transition from response and recovery to recovery</li> <li>Agencies not involved in recovery operations resume standard business and afterhours contact arrangements</li> </ul>

<sup>1</sup> Full detail on levels of activation for recovery arrangements are outlined in the *Queensland Recovery Guidelines*.

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**Townsville District Risk Register – Limited Distribution**

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## Criteria for Review of Emergency Plans

**Critically review an emergency plan by checking it against the following criteria:**

- The plan makes reference to the legislation that establishes the legal basis for planning and carrying out emergency measures.
- The plan specifies roles and responsibilities of all lead combat and support agencies in response and recovery.
- The plan identifies key individuals by title who are responsible for carrying out specific functions in response and recovery.
- The plan identifies individuals by title with responsibility for plan development and maintenance.
- The plan references mutual aid or other written agreements with organisations and government agencies.
- The plan requires that emergency procedures are developed and maintained by response and recovery agencies.
- The plan includes a logical aim.
- The plan contains a glossary of terms used.
- The plan is consistent with higher level plans.
- The plan includes procedures to obtain higher level assistance where lower level resources cannot meet response or recovery requirements.
- The plan provides for special needs of vulnerable community groups (e.g. the aged, disabled or destitute).
- The plan is reviewed and agreed to by all agencies assigned responsibilities.
- The plan is distributed to all agencies assigned responsibilities.
- Provision is made for distribution of amendments to all plan holders.
- Private sector and voluntary organisations that can provide assistance are identified.

- Emergency resource requirements are identified.
- The plan documents the responsibility for providing resources.
- Arrangements for implementing deployment and control of resources are documented.
- An EOC exists from which control and coordination can be exercised during an emergency.
- An alternate EOC is designated as a back-up if the primary EOC is unable to function.

**Standard operating procedures have been developed for the District disaster coordination Centre, including:**

- a. Arrangements for activating, operating and closing down the DDCC;
  - b. Staffing arrangements;
  - c. Arrangements for primary and back-up communications equipment, and
  - d. Facilities to support its function;
  - e. Appropriate maps and displays to support decision making;
  - f. Activation arrangements;
  - g. Arrangements and rosters to allow continuous operation on a 24 hour basis; and
  - h. Operating procedures to cover DDCC functions, layout, staff duties, use of
  - i. Displays, message flows, and staff training.
- A system is in place to alert key agencies promptly to a possible emergency.
  - A public warning system can be activated using various communication alternatives.
  - Procedures are developed to provide warning to special locations, such as schools, hospitals, industry and places of public assembly.