QUEENSLAND
RECOVERY PLAN

Sub-plan to the Queensland State Disaster Management Plan
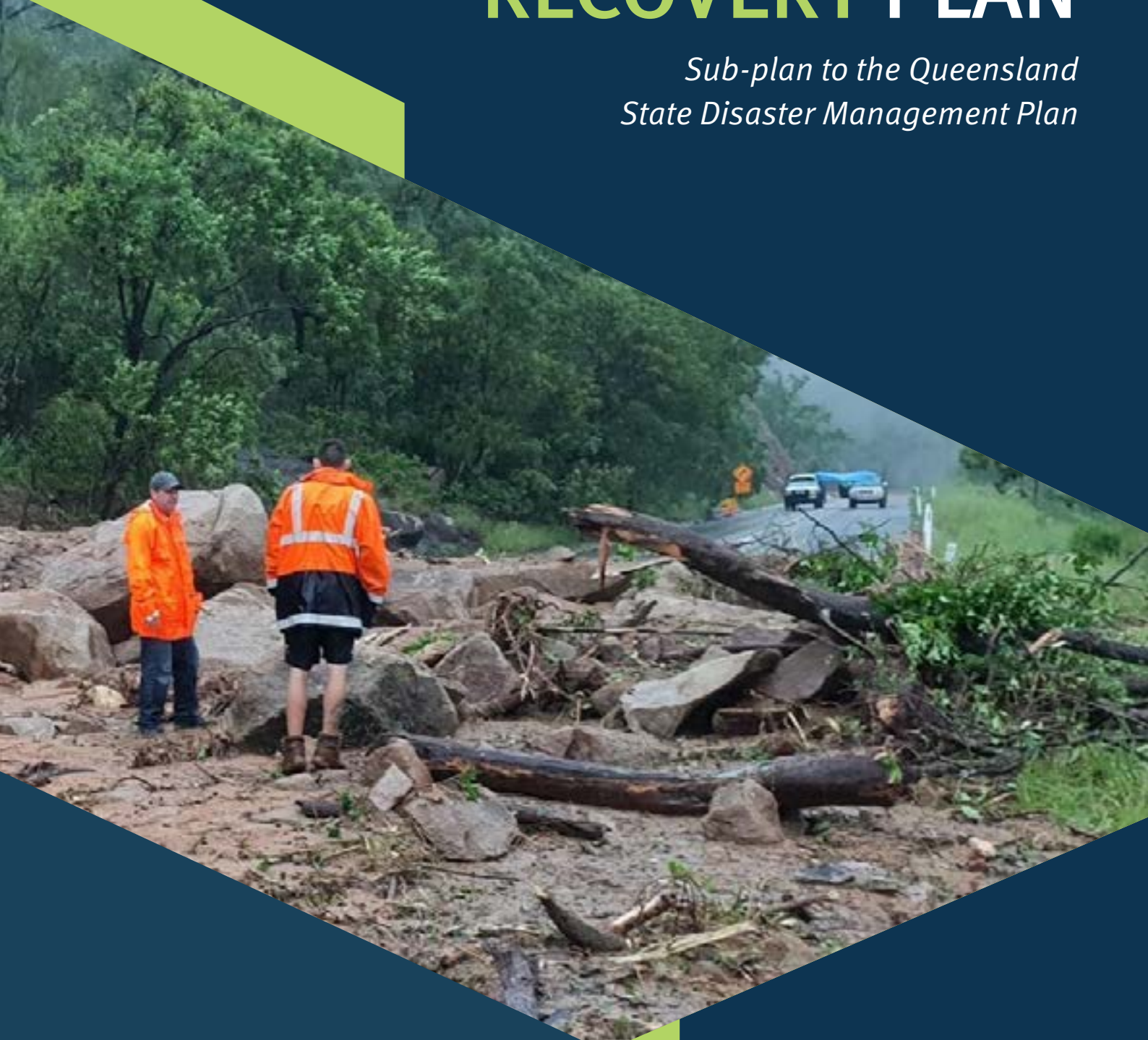
Queensland Government

Updated October 2021

Interpreter

The Queensland Government is committed to providing accessible services to Queenslanders of all cultural and linguistic backgrounds. If you have difficulty understanding this publication and need a translator, please call the Translating and Interpreting Service (TIS National) on 131 450 and ask them to telephone the Queensland Reconstruction Authority on 13 QGOV (13 74 68).

Disclaimer

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Any references to legislation are not an interpretation of the law. They are to be used as a guide only. The information in this publication is general and does not take into account individual circumstances or situations. Where appropriate, independent legal advice should be sought.

An electronic copy of this report is available on the Queensland Reconstruction Authority's website at www.qldrreconstruction.org.au

Image above: Binna Burra Road.
Image front cover: Flooding at Star River and Keelbottom Creek closes Hervey Range Road to traffic.

Authorisation

The Queensland Recovery Plan provides information and guidance to stakeholders on the governance, planning and operational issues relating to disaster recovery for all hazards.

The Recovery Plan is maintained by the Queensland Reconstruction Authority on behalf of the Queensland Disaster Management Committee.

The Recovery Plan is a sub-plan to the Queensland State Disaster Management Plan. It was prepared under the authority of the Queensland Disaster Management Committee, in accordance with section 18(b) of the *Queensland Disaster Management Act 2003.*

The Recovery Plan has been endorsed and approved by the Queensland Government on 11 October 2021.

Image: Cattle fleeing floodwaters on a cattle station in Carpentaria Shire.

Contents

1. Introduction

Recovery is the coordinated process of supporting disaster-affected communities' psychosocial (emotional and social) and physical well-being; reconstruction of physical infrastructure; and economic and environmental restoration (including restoring the natural environment, associated infrastructure and heritage sites and structures, and the management of pollution and contamination). Recovered is being able to lead a life that individuals and communities value living, even if it is different from the life they were living before the disaster event (Australian Institute of Disaster Resilience [AIDR]).

The Queensland Recovery Plan (the Recovery Plan), a sub-plan to the Queensland State Disaster Management Plan, outlines the recovery governance arrangements in Queensland. It focuses on collaboration between agencies, stakeholders and resources for planning and coordinating the delivery of recovery operations.

Community recovery from disasters can be a complex and often lengthy process, with different communities recovering at different rates. Recovery goes beyond response and immediate relief following a disaster. The achievement of optimum community outcomes that match community need involves a collaborative, coordinated, adaptable and scalable approach. All sectors of the community – individuals, families, community groups, businesses and all levels of government – have a role to play in recovery.

Queensland communities have repeatedly experienced the cycles of recovery following events including cyclones, floods, bushfires, and pandemics. Disaster recovery often provides a unique opportunity to rebuild stronger, more resilient communities, economies, and natural and built environments, supporting the vision of making Queensland the most disaster resilient state in Australia.

Aim

The aim of the Recovery Plan is to:

- ensure recovery operations are locally-led, integrated and appropriate to the scale of the disaster event
- outline recovery requirements for local, district and state operations, planning and arrangements
- drive a collaborative and coordinated approach across all functions of recovery and all levels of government and community
- describe the arrangements for transition from response to recovery
- articulate the roles and responsibilities of the State Recovery Policy and Planning Coordinator (SRPPC) and the State Recovery Coordinator (SRC)
- clarify the roles and responsibilities of functional lead agencies in recovery
- inform the development of local, district and state recovery plans, tools and structures
- enable optimum recovery outcomes for disaster-impacted communities
- link resilience building with recovery activities.

Context

The Recovery Plan takes an all-hazards approach to disasters. It guides disaster recovery in Queensland and enables better recovery outcomes for impacted communities.

The Recovery Plan applies to everyone involved in disaster recovery. It informs local governments, Local Recovery Groups, Local Disaster Management Groups, District Disaster Management Groups, District Recovery Groups, Functional Recovery Groups and Queensland Government agencies.

It also provides a platform for non-government organisations and other disaster recovery stakeholders to embed good recovery practice that should be employed across all entities during recovery operations and planning.

The Recovery Plan will be reviewed biennially or after a recovery operation and updated accordingly.

Key definitions are listed in *Annexure A*.

Legislation

Disaster recovery in Queensland is undertaken in accordance with the *Queensland Disaster Management Act 2003* (the *DM Act*), *Queensland Disaster Management Regulation 2014* and the *Queensland Reconstruction Authority Act 2011*.

Section 4A(c) of the *DM Act* states that "local governments should primarily be responsible for managing events in their local government area and S.4A(d) states that district groups and the State Group (Queensland Disaster Management Committee) should provide local governments with appropriate resources and support to help the local governments carry out disaster operations."

Other relevant documents

There are a number of other relevant documents which support recovery operations.

Plans:

- Queensland State Disaster Management Plan
- Local disaster management plans and associated recovery sub-plans
- District disaster management plans and associated district functional recovery plans
- Department of Housing and Temporary Emergency Accommodation Plan
- Queensland Climate Adaption Strategy: Emergency Management Sector Adaption Plan for Climate Change
- Hazard specific plans, for example the 2019 Queensland Bushfire State Recovery Plan
- The Queensland Counter-Terrorism Plan.

Guidelines:

- Prevention, Preparedness, Response and Recovery Disaster Management Guideline
- Disaster Recovery Funding Arrangements 2018
- Queensland Disaster Relief and Recovery Guidelines 2018.

Policy and Strategies:

- Queensland Disaster Management 2016 Strategic Policy Statement
- Queensland Strategy for Disaster Resilience 2017
- Queensland Policy for Offers for Assistance
- Australia's Strategy for Protecting Crowded Places from Terrorism 2017.

Frameworks:

- National Monitoring and Evaluation Framework for Disaster Recovery Programs, May 2018
- Emergency Management Assurance Framework
- National Risk Reduction Framework
- Interim National Recovery Framework
- Australian Government Crisis Management Framework (AGCMF).

Acts:

- *Public Safety Preservation Act 1986*
- *Queensland Disaster Management Act 2003*
- *Queensland Reconstruction Authority Act 2011*
- *Queensland Humans Rights Acts 2019*.

Image: Flinders Highway bridge damage.

2. Foundations for recovery

Following a disaster, the affected community comprises individuals, families, groups, businesses and organisations with differing needs. Some may be directly or indirectly impacted by the event through:

- injury
- death
- evacuations
- loss of property and/or livestock
- trauma and visibility of physical damage and contamination affecting them emotionally
- loss of employment or livelihood affecting them financially
- loss of connections to people and the broader community
- loss of recreational areas.

This list is not exhaustive. When identifying disaster affected communities, it is important not to be restrictive on how the communities are defined. A geographic location may not be the most appropriate way to define an affected community.

The Queensland community

Queensland is made up of people of different cultures, experiences and life expectations, and consideration of such differences is essential to develop and deliver successful recovery to communities. Community and individual resilience to events may vary according to these characteristics and consideration should be given to the potential vulnerabilities of varying groups in a community.

Demographic trends and other sources of information for social planning can be used to understand the Queensland community context in which disasters occur and disaster recovery operates. Consideration should be given to the population in an area impacted by disaster, as well as broader demographic trends.

Some of the factors and trends that may influence the number of people experiencing vulnerability during or after a disaster include:

- an ageing population
- population movement
- discrete communities
- culturally and linguistically diverse communities
- people with disability
- low socio-economic communities
- people who are homeless
- communities impacted by consecutive disasters or enduring droughts
- gender (including diverse gender and sexual identities)
- socio-economic composition
- children and young people
- existing social capital.

Queensland has a history of natural disasters in a dramatically exposed part of Australia made up of rural, remote, coastal, urban and Indigenous communities.

In some areas, increasing threats such as those associated with climate change may compound existing vulnerabilities. Further information is available at section 2.4 of the Australian Disaster Resilience Handbook Collection, Community Recovery, Handbook 2. The Queensland Climate Adaption Strategy: Emergency Management Sector Adaption Plan for Climate Change provides guidance that is specific to Queensland.

Image (left): NDRRA works preventing erosion during the Monsoon Event St Helen's Creek. Source: M. Fahey, landholder.
Image (right): Streambank erosion following STC Debbie St Helen's Creek. Source: Neilly Group Engineering.

Recovery Program Logic

A nationally agreed Disaster Recovery Program Logic is outlined within the National Disaster Recovery Monitoring and Evaluation Framework (AIDR).

The objective of disaster recovery programs is to help communities reach a point where they are sustainable and resilient. By achieving these objectives, the government can transition from the recovery process and allow the community to manage its own recovery.

Principles for disaster recovery

Disaster recovery is most effective when locally-led and executed, supported by the government and supporting entities. The Recovery Plan recognises recovery is driven by the community and informed by its needs, vision and goals. In addition, it recognises communities have inherent strengths, assets and resources that can be actively engaged during the response and recovery phases of a disaster.

The Recovery Plan also acknowledges the need to ensure the specific and changing needs of affected communities are met with flexible and adaptable policies, plans and services. The aim is to build strong partnerships between communities and those involved in the recovery process.

The National Principles for Disaster Recovery guide the Recovery Plan and underpin recovery planning and operations in Queensland.

National principles for disaster recovery and their application

Understanding the context

It is essential to understand that each community has its own history, values and dynamics. In order to achieve successful recovery, an understanding of the community context is vital. Recovery activities will benefit from:

- acknowledging existing strengths and capacity, including past experiences
- appreciating the risks and challenges faced by the community
- being respectful of and sensitive to the culture and diversity of the community
- supporting those who may be facing vulnerability

- recognising the importance of the environment to people and to their recovery
- acknowledging a long-term, sustained effort is needed by the community
- acknowledging the impact on the community may extend beyond the geographical boundaries where the disaster occurred.

Recognising complexity

Successful recovery is responsive to the complex and dynamic nature of both emergencies and the community. Recovery activities will benefit from recognising:

- disasters lead to a range of effects and impacts that require a variety of approaches; they can also leave long-term legacies
- information on impacts is limited at first and changes over time
- affected individuals and communites have diverse needs, wants and expectations, which can evolve rapidly
- responsive and flexible action is crucial to address immediate needs
- existing community knowledge and values may challenge the assumptions of those outside of the community

- conflicting knowledge, values and priorities among individuals, the community and organisations may create tensions
- emergencies create stressful environments where grief or blame may also affect those involved
- over time, appropriate support for individuals and communities, from within and outside, can cultivate hope and individual and collective growth
- cultural values and traditions need to be considered when consulting with diverse communities.

Using local, community-led approaches

A community-centred approach to recovery should be implemented where possible and should be flexible, engaging and empowering communities to move forward. Recovery activities will benefit from recognising that recovery:

- should centre on the community and encourage those affected by an event to actively participate in their own recovery
- should seek to address the needs of all affected communities
- should consider the values, culture and priorities of all affected communities
- uses and develops community knowledge, leadership and resilience

- recognises communities may choose different paths to recovery and communities recover at different rates
- should ensure the specific and changing needs of affected communities are met with flexible and adaptable policies, plans and services
- should build strong partnerships between communities and those involved in the recovery process.

Ensuring coordination of all activities

Effective recovery requires a collaborative, coordinated and adaptive approach, where responsibility for recovery is shared between all sectors of the community and partner agencies, based on continuing assessment of impacts and needs. The shared responsibility does not negate the local government's accountability. Recovery will benefit from recognising:

- outcomes should be clearly articulated
- there may be changes in community needs or stakeholder expectations and flexibility is required
- processes can be guided by those with experience and expertise, using skilled, authentic and capable community leadership
- the pace should reflect what is desired by the community, and seek to collaborate and reconcile different interests and time frames
- well-developed community planning and information gathering before, during and after a disaster will enhance processes

- there should be clear decision-making and reporting structures and sound governance, which are transparent and accessible to the community
- an understanding of the roles, responsibilities and authority of the organisations involved will enhance service delivery
- coordination across agencies will ensure minimal service disruption
- it is a part of an emergency management approach that is integrated with response operations and contributes to future prevention and preparedness.

Employing effective communication

Effective communication is a crucial aspect to successful recovery. Communication between the affected community and other recovery partners should be clear, accurate and targeted. Recovery activities will benefit from recognising:

- communication should be two-way, and that input and feedback should be encouraged
- information should be accessible to audiences in diverse situations, address a variety of communication needs, and be provided through a range of communication channels and networks
- there should be mechanisms for coordinated and consistent communications between all service providers, organisations, individuals and the community

- all communication should be relevant, timely, clear, accurate, targeted, credible and consistent
- recovery operations planning should identify trusted sources of information and repeat key recovery messages to enable greater community confidence and receptivity.

Acknowledging and building capacity

For recovery to be successful, recognition of individual, community and organisational capacity and resilience needs to be supported. Recovery activities will benefit from recognising that recovery planning and operations should:

- assess capability and capacity requirements before, during and after a disaster
- support the development of self-reliance, preparation and disaster mitigation
- quickly identify and mobilise community skills, strengths and resources
- develop networks and partnerships to strengthen capacity, capability and resilience
- provide opportunities to share, transfer and develop knowledge, skills and training
- recognise that resources can be provided by a range of partners

- acknowledge that existing resources may be stretched, and that additional resources may be sought
- understand that additional resources may only be available for a limited period, and that sustainability may need to be addressed
- understand when and how to step back, while continuing to support individuals and the community as a whole to be more self-sufficient when they are ready
- be evaluated to provide learning for future disaster and improved resilience.

Characteristics for successful recovery

Supporting the National Principles for Disaster Recovery, the Interim National Recovery Framework has identified key characteristics of successful recovery. Queensland has combined some of these characteristics and suggests they be considered when developing, implementing and reviewing recovery sub-plans and recovery programs. The characteristics are outlined below:

Community-led	Respects the role of all communities in recovery and seeks to engage, enable and include those more at risk in disasters throughout the recovery process.
Dynamic and tailored	Reflects the specific context of the event and unique history, values and dynamics of affected communities whilst reflecting and anticipating community needs, priorities and aspirations in a complex environment.
Evidence-based	Recovery programs are designed, managed, monitored and evaluated on the basis of needs and impacts of potentially compounding consequences as well as evidence from diverse sources.
Collaborative, scalable and capability focused	Recovery programs are implemented in a scalable, collaborative and flexible manner drawing on the compatibility of functions and resources. They recognise, utilise and grow existing recovery capabilities.
Resilient	Enables the sustainable enhancement of lives, livelihoods and community resilience.

3. Stages of recovery

Recovery is a complex and protracted developmental process that can take many years. Differing styles of leadership and community support are required at different phases of the recovery process.

As part of the disaster management arrangements, recovery planning and preparations are undertaken. This is known as preparation and prevention.

Preparation and prevention

In this stage:

- local recovery groups are established
- local recovery coordinators are appointed
- the development and review of recovery sub-plans occurs
- preparedness activities are undertaken; for example, business continuity planning
- mitigation activities are undertaken
- the development and review of community profiles occur
- recovery exercises occur
- training is undertaken
- participation in disaster management networks occurs
- ongoing meetings of recovery groups occur.

Recovery stages

Recovery operations are undertaken across three stages, as outlined in *Figure 1*, noting there is a transition component to each stage. It is important to recognise that not all individuals, communities or recovery groups experience the same stage at the same time, nor transition at the same rate. In some instances communities can be recovering from multiple overlapping events.

The recovery process following a disaster can be broadly categorised into three stages:

Stage 1: **Immediate (Post-impact relief and emergency repairs)**

Stage 2: **Short /Medium Term (Re-establishment, rehabilitation and reconstruction)**

Stage 3: **Long Term (Restoration, rebuilding, reshaping and sustainability).**

Figure 1: Stages of recovery.

Stage 1: Immediate (Post-impact relief and emergency repairs)

In this stage local and district recovery groups and sub-groups may stand up, as well as the State Functional Recovery Groups. The following activities may occur:

- damage assessments and immediate clean up
- identification of priority infrastructure for reconstruction
- carcass disposal
- identification of priority health, safety, shelter and food needs
- identification of public health risks (for example, water, sanitation, food safety) and introduction of interim measures to prevent disease
- provisions for psycho-social assistance
- pollution containment
- provision of relief to wildlife
- immediate recovery initiatives implemented including the commencement of Personal Hardship Assistance Grants and funded service provision by community organisations
- potential establishment of case coordination panels in affected areas to enhance collaboration and support to individuals and families who are unable to affect self-recovery
- recovery reporting commences
- the State Disaster Coordination Group will transition from response operations to recovery operations
- potential appointment of the State Recovery Coordinator
- commencement of emergency infrastructure repairs
- planning, development and consultation of an event-specific recovery plan at the local, district and state level.

Stage 2: Short /Medium Term (Re-establishment, rehabilitation and reconstruction)

In this stage:

- small businesses reopen
- community events resume
- event-specific recovery plans at the local, district and state level (where developed) are implemented
- coordination of ongoing impact assessments, community engagement, communication and collaboration occurs between functional recovery groups at all levels
- the recovery progress is monitored, identifying overlapping issues, reinforcing as required with resources and capability to ensure that the momentum of recovery and reconstruction is maintained
- continuation of service delivery occurs, including any extraordinary services, case coordination mechanisms or financial assistance measures
- reconstruction activities commence including residential, infrastructure and community repairs
- public health risks controlled and/or eliminated
- environmental remediation and restoration occurs
- heritage remediation and restoration occurs
- betterment initiatives are implemented
- damage assessment and reconstruction monitoring commences.

Stage 3: Long Term (Restoration, rebuilding, reshaping and sustainability)

In this stage the focus is on:

- the continuation of service delivery including any extraordinary services, case coordination mechanisms or financial assistance measures
- new social connections that may have been created
- triggering investment
- community behavioural change
- the reduction of inequality
- the enhancement of infrastructure to improve resilience
- continuing to build recovery capacity and capability
- the implementation of longer-term recovery initiatives and funding programs
- the introduction of new services to the community
- increases in innovation and entrepreneurial activities
- a progressive handover or absorption of recovery and reconstruction responsibilities from immediate service providers to agencies or organisations including local government, community-based or industry-led sectors that support ongoing recovery activities
- identifying lessons and implementing improvements to increase resilience
- potential post recovery operation evaluations.

Stage three ends when the community realises its post-disaster 'recovered state'.

4. Recovery arrangements

Successful disaster recovery is dependent on clear and robust governance arrangements. Queensland's disaster recovery arrangements (Figure 2) align with those articulated in the _DM Act_. They enable a collaborative approach that aims to bring together all agencies, stakeholders and resources for planning and coordinating delivery of recovery functions.

The arrangements reflect the focus on impacted communities, and the lead role of the local recovery coordinator, local recovery groups and disaster management groups in facilitating local recovery initiatives. These local groups are supported by district disaster management groups and recovery groups (where they exist), and the state government through functional recovery groups.

The recovery arrangements have the capability of expanding as required to address hazard-specific events.
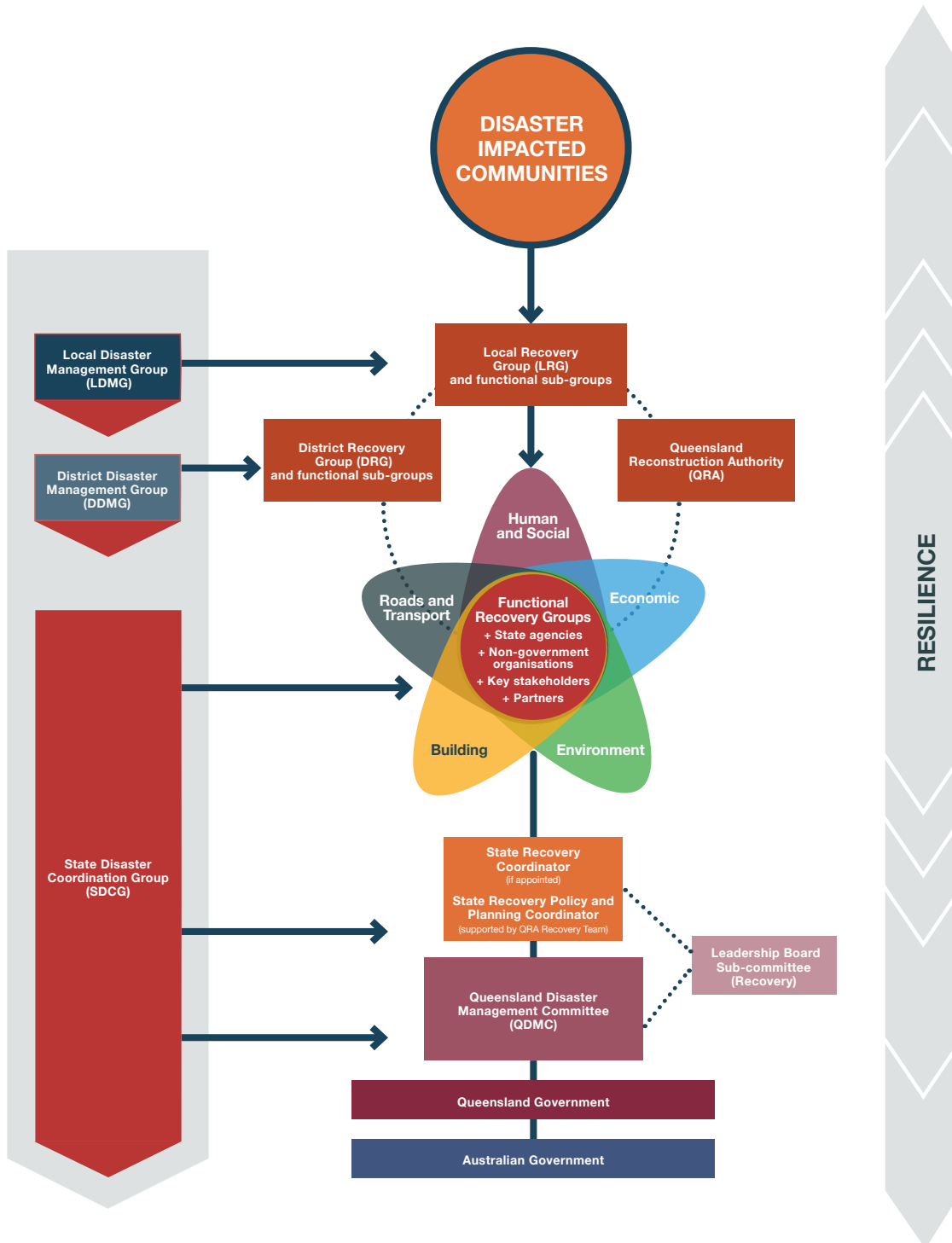

Figure 2: Queensland's disaster recovery arrangements.

In the context of a terrorist event, an act of extreme violence, or pandemics and biosecurity incidents such as foot and mouth disease, there are slightly different governance arrangements. National and international experience reflects that a state-level lead is likely to be nominated by government, for initial recovery activities. Identification of the need for the state-level lead will occur in accordance with the Queensland's strategic crisis management arrangements in the event of a security incident.

The state-led approach is supported by the local-level agencies and their location-specific intelligence and knowledge. The Leadership Board Sub-committee (Recovery) will provide guidance to the state-led approach. For terrorist events or acts of extreme violence, the Leadership Board Sub-committee (Recovery) needs to be scalable in structure and have the ability to respond to the variable tempo and needs of recovery operations.

To reflect the scalability and flexibility in structure, in addition to the current permanent members, the Leadership Board Sub-committee (Recovery) membership could be extended to include the following organisational heads as relevant:

- Queensland Health
- Australian Government representatives
- Private sector partners
- Specific event partners
- Industry and business partners
- Local Government Association of Queensland
- Impacted local governments.

Communication with Australian Government agencies including the Attorney-General's Department, the Department of Home Affairs, the Department of the Prime Minister and Cabinet, and the National Recovery and Resilience Agency will be vital to any recovery efforts resulting from terrorist events or acts of extreme violence. This will occur with direction from the Queensland strategic crisis management arrangements in the event of a security incident. *Annexure B* outlines planning considerations which may apply to terrorist events or acts of extreme violence.

There is also the potential for additional functional recovery groups to be stood up to support events. An example includes the establishment of a functional recovery group for public safety, security and education as a result of the COVID-19 pandemic. The SRPPC in conjunction with the SRC (if appointed), State Disaster Coordinator (SDC) and the Directors-General of the agencies responsible for the functional recovery groups will review the impacts of the event to determine if additional functional recovery groups may be required.

Additional groups are established when it is considered that:

- the impacts to, and consequences for, a particular sector are not covered within an existing functional recovery group; or
- the impacts to, and consequences for, a particular sector are so extreme that that they require a particular focus.

The SRPPC and the SRC (if appointed) will engage with the Directors-General of the agencies potentially identified to lead a new functional recovery group (FRG) and discuss the forming of an FRG including potential membership. If it is determined that the FRG is required, the SRPPC and SRC (if appointed) will suggest the development of the FRG to the Leadership Board Sub-committee (Recovery). The final decision to implement the additional FRGs will rest with the Leadership Board Sub-committee (Recovery).

Image (l-r): Damage to Alice River Bridge N&FN Monsoon Trough, reconstruction process, ariel view completed works.

5. Roles and responsibilities in recovery

Local Disaster Management Group (LDMG)

The roles and responsibilities of the LDMG are articulated in the DM Act and the Disaster Management Regulation 2014.

From a recovery perspective, and where a local recovery group does not exist, the role of the LDMG is to ensure that recovery arrangements are prepared, planned and implemented in consultation with the community to support the relevant local government area.

Local Recovery Group (LRG)

The LRG is designed to provide overarching recovery coordination and oversight of functional recovery sub-groups (where they exist) within a local government area. A single recovery group or a group supported by functional recovery sub-groups may be formed to support the Local Disaster Management Group (LDMG). Functional recovery areas can be amalgamated into relevant sub-groups dependent on event scale and impacts. There is no expectation that the local government replicates the five functional recovery groups at the local level. For example, locally an infrastructure group could be comprised of roads, transport and building representatives. A LRG can be established prior to the commencement of an event or in response to an event occurring.

The decision to activate the LRG is made by the chairperson of the LDMG with guidance from the Local Recovery Coordinator.

The role of the LRG is to:

- develop a recovery sub-plan
- identify members for the recovery group
- provide a forum for agencies to discuss the effect of the event on agency service provision and plan for a coordinated approach to the recovery process
- provide community engagement opportunities to allow the community to be part of the recovery process
- inform the community of recovery activities and progress to ensure community expectations are managed
- coordinate recovery operations at the local level
- request assistance through the DDMG where local capacity has been exhausted
- develop a local event-specific recovery plan that is available to key stakeholders
- facilitate the coordination and effective implementation of recovery operations according to the event-specific local recovery plan
- monitor and report the progress of recovery objectives to their communities, relevant groups and QRA.

Membership

LRGs should be flexible in their membership and functions, as required to coordinate recovery planning and operations. It is suggested that the membership reflects the five functional recovery areas and local service providers are involved as required and/or as requested by the chair of the LRG.

Meetings

LRGs are encouraged to meet a minimum of three times a year. Groups are encouraged to meet as frequently as required to plan, exercise or undertake recovery operations during an event.

Terms of reference

LRGs can develop a terms of reference to guide their activities. The group's roles and responsibilities should guide the content of the terms of reference.

Local Recovery Coordinator (LRC)

The council executive or the LDMG may determine it is necessary to appoint a LRC to coordinate recovery at the local level. This position can be appointed on a permanent basis or at the time of an event.

Where possible, it is recommended the person appointed as the LRC should not be the same person appointed as the Local Disaster Coordinator (LDC). The LRC and LDC should liaise regularly during disaster response operations and recovery operations.

Indicative duties of the LRC include:

- coordinating and chairing the local recovery group, reporting to the LDMG
- liaising with functional lead agency representatives at the local and district levels
- liaising with the District Disaster Management Group (DDMG)
- working with identified agencies and the community to develop the local event-specific recovery plan
- coordinating the short to medium-term recovery to address the immediate effects of the disaster and develop longer-term measures as appropriate
- ensuring the local event-specific recovery plan addresses all relevant functional areas of recovery – human and social, economic, environment, building, and roads and transport
- performing the role of conduit between community and government
- developing and implementing effective strategies for community participation and partnership in the recovery process
- providing advice to state government on the needs and responses of the affected individuals, communities and other sectors
- undertaking a post-operations debrief and providing a final report to the LDMG at the conclusion of recovery operations
- providing or delegating the responsibility for ongoing recovery reporting on the progress of the event-specific recovery plan.

District Disaster Management Group (DDMG)

The DDMG should include representatives from each of the functional recovery lead agencies at a minimum, as appropriate to ensure recovery planning and operations are included in overall disaster management activities at the district level. The functional responsibility of the DDMG is to provide support to the local level.

District Recovery Group (DRG)

The District Disaster Coordinator in collaboration with the functional recovery lead agencies is encouraged to establish a District Recovery Group (DRG). The DRG may establish a district recovery sub-plan. Where a district recovery sub-plan does not exist or in addition to the district recovery sub-plan, functional recovery lead agencies are encouraged to maintain arrangements at the district level. These arrangements should achieve their functional responsibilities for recovery, such as specific recovery plans and standing committees (e.g. the District Human and Social Recovery Committees chaired by the Department of Communities, Housing and Digital Economy).

During recovery operations, a DRG is encouraged to facilitate communication and information sharing within the district, and to state FRGs, through their FRG lead agency members. A DRG may also promote council-to-council arrangements where possible to facilitate recovery operations and investigate opportunities for local government collaboration and to build resilience and recovery resource capacity.

DRGs may be used to facilitate 'regional' leadership discussions in conjunction with regional organisations to support the State Recovery Coordinator where required.

If a DRG does not exist, the above functions are completed by the DDMG.

Membership

A DRG may include representation from the relevant local government leadership, lead agencies of the functional recovery areas, other state government agencies, industry representative organisations, the not-for profit sector, utilities sector and the private sector. Membership is flexible and dynamic to support recovery operations specific to a disaster, based on impact and needs assessments.

Meetings

DRGs are encouraged to meet regularly throughout the year. Groups are encouraged to meet as frequently as required to plan, exercise or support local recovery operations during an event.

Functional Recovery Group (FRG)

The FRG provides a platform to coordinate efforts by allagencies involved in recovery. The five functional recovery groups are Human and Social, Economic, Environment, Building, Roads and Transport. Each functional recovery group has a designated lead agency responsible for group coordination, management, assessment of needs and impacts, and stakeholder engagement. The chair of each FRG, in consultation with its members, has the autonomy to determine if there is requirement for them to 'stand-up' to support recovery activities for a particular event.

Membership

Each group may include relevant representation from state government agencies, industry representative organisations, the not-for profit sector, utilities sector and private sector. Membership is flexible and dynamic to support recovery operations specific to a disaster, based on impact and needs assessments.

Role

The FRGs:

- engage with LRGs and DRGs to identify common recovery objectives and deliver effective services
- provide information to the LRGs and provide assistance in the development and implementation of local recovery plans when required
- provide information to the DRGs and provide assistance in the development and implementation of district recovery plans when required
- facilitate, where needed, access to support services required at a local level to assist in the recovery of individuals, families and the community
- advise stakeholders and recovery partners at all levels when FRGs are stood up and share meeting minutes/reports/updates and, where applicable, develop a reporting structure with the local and district recovery groups
- coordinate the planning (based on community needs) of recovery functions across the five lines of recovery from a state level in support of local objectives
- contribute to the development of event-specific state recovery plans through the development of FRG-wide recovery action plans
- provide progress reports to QRA
- report through the State Recovery Coordinator and QRA to the chair of the QDMC or delegated minister
- provide data and information to support the development of state and/or Australian Government funding submissions to support recovery.

Specific FRG roles are outlined in *section 6*.

State Recovery Coordinator (SRC)

The appointment of a SRC is legislated under section 21D of the *DM Act*. The chair of the QDMC will appoint and terminate this position in writing only.

Following severe and/or widespread events, deputy recovery coordinators may be appointed for a disaster event if, after consulting with the SRPPC and the SRC, the chair of the QDMC is satisfied the appointments are necessary.

The SRC:

- coordinates the recovery and reconstruction efforts of government and non-government agencies in the affected areas to support local recovery objectives
- ensures, as far as reasonably practicable, that any strategic decisions about disaster recovery operations made by the QDMC are implemented
- provides strategic advice on disaster recovery operations to government agencies performing these operations
- escalates risks and issues to the FRGs and Leadership Board Sub-committee (Recovery) where appropriate
- reports regularly to the Leadership Board Sub-committee (Recovery) on progress of recovery operations
- reports regularly to the QDMC on progress of recovery operations.

The State Recovery Coordinator Guide provides further information on the roles and responsibilities of the SRC and the associated induction program.

State Recovery Policy and Planning Coordinator (SRPPC)

The Chief Executive Officer (CEO) of the QRA is the SRPPC, as appointed by the Premier.

The SRPPC:

- fulfils the role of the standing SRC
- engages collaboratively with all stakeholders to ensure recovery activities provide the best outcomes for the people of Queensland in terms of timeliness, quality of service and advice to government
- ensures better preparedness of government entities and the community for recovery operations
- leads recovery planning, policy and recovery capability development to ensure effective recovery operations and coordination
- oversees the effective delivery of relief and immediate recovery operations until a SRC is appointed
- facilitates provision of local recovery planning and operations support, when requested by the impacted LDMGs/LRGs
- escalates risks and issues to the FRGs and Leadership Board Sub-committee (Recovery) where appropriate
- ensures continual improvements in disaster recovery policies, procedures and planning
- oversees state-level preparedness for recovery operations.

- manages and resources a newly appointed SRC and is available for consultation with the SRC/Deputy SRCs throughout the duration of their appointment
- in the lead up to a disaster (if possible), and during disaster response operations attends QDMC and State Disaster Coordination Group (SDCG) meetings, and liaises with the State Disaster Coordinator (SDC)
- works with the SDC to ensure smooth transition from response operations to recovery operations
- works with stakeholders to collaboratively implement the delivery of resilience building measures and continuous improvement
- provides ongoing reporting on the effectiveness of recovery progress
- ensures a review of disaster recovery operations is conducted after an event.

Queensland Reconstruction Authority (QRA)

QRA:

- is the lead agency for coordination and development of disaster recovery, resilience and flood mitigation policy in Queensland
- is Queensland's lead agency for the jointly funded Australian and Queensland governments Disaster Recovery Funding Arrangements (DRFA) and the Queensland funded State Disaster Relief Arrangements (SDRA) coordination
- is responsible for the jurisdictional liaison between any established or ad hoc national recovery organisation and Queensland on behalf of Queensland's recovery agencies
- leads and coordinates recovery planning for specific disaster events
- is responsible for developing the state's event-specific recovery plans, as required, to ensure the efficient and effective coordination of recovery and reconstruction across Queensland following disasters
- coordinates and integrates efforts and communications between and across all FRGs to achieve whole of community outcomes/activities
- coordinates FRG reporting and monitors recovery progress
- in consultation with the SDC supports the SRPPC in the transition of response coordination to recovery coordination
- supports the SRPPC and the SRC to complete their recovery roles
- supports the SRC to escalate risks to FRGs
- provides on-the-ground support to the SRC to assist in navigating recovery matters/issues
- has a team of recovery specialists with a range of high level experience and knowledge in recovery operations, planning, policy and capability development
- works closely with relevant state agencies and local governments to develop event-specific recovery plans and recovery sub-plans as required.

- supports local governments and local recovery groups to implement recovery efforts
- supports DDMG and District Recovery Groups/Committees to plan for and implement recovery efforts
- provides advice and support in relation to recovery operations to local, district and state groups (in collaboration with QFES and other stakeholder agencies)
- supports the delivery of recovery and reconstruction projects
- works closely with relevant state government agencies and local governments assisting with assessment, monitoring and reporting associated with recovery, including the reconstruction of essential public assets.

Queensland Disaster Management Committee (QDMC)

QDMC is chaired by the Premier and comprises members as prescribed in section 2 of the Disaster Management Regulation 2014. The CEO, Local Government Association of Queensland and the Inspector-General Emergency Management are invited to attend by the chair in an observer capacity

The QDMC:

- governs recovery at a strategic level, with regular reporting on recovery progress from the minister responsible for recovery and reconstruction, the SRPPC and the SRC/Deputy SRCs, if appointed
- performs functions in accordance with s.18 of the DM Act.

State Disaster Coordination Group (SDCG)

The SDCG supports the QDMC to make strategic decisions across the prevention, preparedness, response, and recovery phases of disaster management and assists QDMC to build disaster resilience across Queensland. The SDCG assists the QDMC to provide clear and unambiguous senior strategic leadership in relation to disaster management and resilience in Queensland.

Further, the SDCG supports the SDC in their role including coordinating disaster response operations, and ensuring, as far as reasonably practicable, any strategic decisions of QDMC about disaster response operations are implemented.

The role of the SDCG in recovery is in line with its terms of reference.

Leadership Board Sub-committee (Recovery)

Chaired by the CEO of QRA, the Leadership Board Sub-committee (Recovery) comprises the Under Treasurer, the Commissioner of QFES, the Directors-General of the FRG lead agencies, the Director General of the Department of the Premier and Cabinet (DPC), the Commissioner of the Queensland Police Service (QPS) and the SRC, if appointed. The CEO, Local Government Association of Queensland (LGAQ) and the Inspector-General Emergency Management are observers.

The Leadership Board Sub-committee (Recovery):

- develops strategies to manage risks that may impact recovery operations
- provides oversight on the planning and implementation of the state's whole-of-community recovery activities regarding the disaster, across the functional lines of recovery, as detailed in the disaster-specific recovery plan
- provides the mechanism to manage and coordinate the recovery activities of the FRGs, including cross-cutting issues
- identifies issues for resilience and recovery and canvases policy solutions across the FRGs for issues that are not addressed in the recovery plan
- pre-empts and raises emerging issues highlighted by the FRGs and/or the SRC and escalates to the Leadership Board and/or QDMC through the SRPPC for action
- provides assurance and monitoring of recovery efforts for the impacts of the disaster
- reports on recovery activities to the QDMC
- provides assurance and monitoring of recovery efforts for the impacts of the disaster.

Minister responsible for recovery and reconstruction

The Minister responsible for recovery and reconstruction (the Minister) leads recovery efforts and works closely with the SRPPC, SRC/Deputy SRCs, local governments, LDMGs, DDMGs and FRG lead agencies.

The Minister:

- is the Minister responsible under the current Administrative Arrangements Order for QRA, as well as the function of recovery and reconstruction in Queensland following natural disaster events and improving the resilience of communities for potential natural disaster events
- monitors recovery progress
- directs action to ensure recovery is delivered efficiently and effectively
- resolves any issues and impediments to recovery progress
- ensures community resilience is at the forefront of recovery activities.

Crisis Communication Network

The Queensland Government Arrangements for Coordinating Public Information in a Crisis specify the establishment of a Crisis Communication Network (CCN), comprising the head of communications in each agency, to manage community information. The Director-General, Department of the Premier and Cabinet will activate and deactivate the arrangements, when required. It is expected that the CCN would be deactivated prior to recovery operations commencing.

An essential element of the CCN is the Public Information Capability (PIC), which is responsible for gathering and editing content to produce regular whole-of-government messaging.

Further information on the CCN and PIC is available in the State Disaster Management Plan.

National Recovery and Resilience Agency (NRRA)

NRRA was established in response to the 2020 Royal Commission into National Natural Disaster Arrangements. The agency's purpose is to provide national leadership and strategic coordination in disaster recovery, resilience and risk reduction informed by a locally led approach that assists individuals, businesses and communities recover from disasters and be better prepared for the future.

NRRA is focused on three key areas to support their objectives - providing policy and strategic advice; delivering programs and services; and engagement and collaboration.

More information regarding disaster funding arrangements available to disaster affected communities can be found at www.disasterassist.gov.au.

Recovery training

In accordance with section 16A(c) of the DM Act, it is a requirement that persons (local, district and state levels) performing functions under this Act in relation to disaster operations are appropriately trained. The Queensland Disaster Management Training Framework outlines the recovery courses and training to be undertaken by key Queensland disaster management stakeholders to support the effective performance of each identified role within each phase of disaster management.

Access to these courses is via the local QFES Emergency Management Coordinator (EMC) for face to face workshops or via www.dmlms.qfes.qld.gov.au for access to online courses.

QRA also provides workshops to develop recovery sub-plans and event-specific recovery plans.

The Interim National Recovery Framework identifies an approach to recovery capability to ensure "recovery capability is deliberate, considered, repeatable, extendable and able to withstand scrutiny." Leveraging off the Interim National Recovery Framework, Queensland is focusing on the capabilities outlined in the table below.

Focus of Queensland recovery capabilities

Accountability, leadership, planning and arrangements	Effective legislation and arrangements are in place that enable the provision of both leadership and accountability in recovery. Responsive and adaptive plans are developed to support recovery capability. Arrangements integrate, co-ordinate and ensure interoperability across government with regard to all functional recovery areas.
Workforce and assets	People with expertise and capacity in recovery are recruited and developed, and their engagement and expertise is maintained. This includes government, private sector and non-government and not-for-profit organisations. Assets (financial and non-financial) are available and able to be mobilised to provide greater efficacy of recovery supports.
Communication and information	Data is collected and used to inform recovery, including needs assessments and consequence management activities. Information is properly managed and shared with relevant stakeholders involved in recovery planning, management, activities and services across all functional recovery areas.
Monitoring, evaluation and learning	Recovery activities are effectively monitored and evaluated to provide an evidence base for learning and continuous improvement. Recovery lessons are identified, shared and implemented.

6. Functional Recovery Groups

Depending upon the type of event and the community impacts, the five functional lines of recovery will be affected to varying degrees, with membership and service provision changing to meet the demands of the disaster. FRG membership is outlined in *Annexure C*.

At the state level, coordination and oversight of cross-cutting recovery efforts are managed through the SRC and SPPRC with the support of QRA and input from the FRGs, while the local/district recovery groups, or LDMGs/DDMGs, provide the forum to manage these activities locally.

At the state level, FRG lead agencies and those agencies with a role in recovery are responsible for developing and seeking approval for public communications in accordance with their internal processes, and in consultation with DPC as lead agency to ensure the coordination of consistent public information.

All agencies must ensure that key messages align and that public communications are accurate, accessible and available in an appropriate range of languages and modalities. Recovery communications must provide credible and reliable information about the types of services available to assist recovery and the means of accessing those services, such as access to personal hardship assistance and community recovery services. QRA is responsible for coordinating and integrating communications across all FRGs to achieve whole of community outcomes.

QRA is responsible for coordinating the relevant and required approval of media and communications material for the jointly funded Queensland and Australian governments-DRFA and the Queensland funded SDRA.

Individual state agencies retain responsibility for updating their websites to provide relevant information about recovery from an event.

Human and Social Functional Recovery Group

Lead agency: Department of Communities, Housing and the Digital Economy

Human and social recovery is the component that relates to the emotional, social, physical and psychological health and wellbeing of individuals, families and communities following a disaster. The Human and Social Recovery Group is chaired by the Director-General of the Department of Communities, Housing and Digital Economy (DCHDE).

Information on the manner in which DCHDE, other government agencies, non-government organisations, peak bodies and local community organisations work together to deliver integrated and coordinated human and social recovery services within Queensland is available in Operationalising Human and Social Recovery in Queensland.

Functions and services

- Monitor and evaluate the effectiveness of the human and social relief and recovery arrangements.
- Provide information and advice to inform priorities for improvements in the Queensland human and social relief and recovery arrangements.
- Promote and facilitate the exchange of good human and social recovery practice, evaluation, research and information including member organisation changes and risks.
- Provide strategic oversight of recovery activities including identifying emerging issues and removing obstacles for effective human and social recovery operations.
- Coordinate and/or provide state-level human and social recovery information support and resources to local and district disaster management groups (if required) to enable local recovery plans and arrangements.
- Provide information regarding strategies being undertaken by members to improve human and social resilience.

- Provide advice on priority focus areas for human and social resilience.
- Monitor and provide advice on current and potential public and mental health issues which may impact the local community/population.
- Enable access to information and/or coordinated government and non-government human and social recovery services through a range of service delivery channels which may include:
  - promotion and/or referral to local community services
  - 1800 Community Recovery Hotline
  - grants portal
  - multi-agency recovery hubs
  - case coordination of vulnerable persons
  - outreach teams
- Engage additional human and social recovery services where local capacity is exhausted.
- Facilitate the matching and enabling of Volunteering Queensland's EV CREW (Emergency Volunteering).
- Enable the matching of donated goods, services and offers of assistance.
- Facilitate access to emergency and temporary accommodation assistance.
- Administer financial support to individuals (including Personal Hardship Assistance Grants).
- Manage the Queensland Government Community Recovery Ready Reserve.

Further detail of FRG service delivery can be found at *Annexure D*.

Economic Functional Recovery Group

Lead agency: Department of State Development, Infrastructure, Local Government and Planning

The effects of a disaster on the economic environment can be classified in terms of direct and indirect impacts. The direct impacts can usually be given a monetary value and may include loss of tourism, employment opportunities, loss of stock and equipment and reductions in cash flow for businesses. Indirect impacts may include increased costs for products, reduction of property values, increase in insurance premiums and negative consumer perceptions. The Economic Recovery Group is chaired by the Director-General of the Department of State Development, Infrastructure, Local Government and Planning (DSDILGP).

Functions and services

- Coordinate the economic function of recovery operations.
- Ensure agencies and partners are prepared for disaster recovery operations.
- Monitor and assess the impacts on key economic assets, employment issues and capacity of local businesses to operate and develop strategies to minimise the effects on individuals and businesses.
- Facilitate business, industry and regional economic recovery and renewal.
- Provide input into industry and business recovery plans and implementation strategies in conjunction with local government, relevant state government agencies, regional economic development organisations and industry bodies.
- Facilitate financial assistance, access to funds and loans and employer subsidies and assisting with contract arrangements.
- Monitor the impacts on the affected area's economic viability and develop strategies to minimise the effects on individuals and businesses.
- Facilitate linkages with job providers and employment agencies to source labour, re-establish supply chains and undertake joint marketing activities.
- Develop a strategy to maximise use of local resources during clean up and restoration activities.
- Support small to medium enterprise (e.g. referrals, business assistance, etc.).
- Identify options for improvement or adjustment from current business operations.
- Ensure involvement of local business and industry representatives in decision-making.
- Ensure that the event-specific recovery plan informs broader planning and decision-making activities across government and non-government agencies.
- Align economic reconstruction priorities with infrastructure development programs and activities (where possible) and ensure recovery plan informs broader planning and decision-making activities across government and non-government agencies.
- Ensure Queensland's planning system supports recovery operations.

Environment Functional Recovery Group

Lead agency: Department of Environment and Science

The effects of a disaster on the natural environment may be a direct result of the disaster or through a secondary impact or flow on from the disaster response or recovery process. Impacts to the environment may include damage or loss of flora and fauna, poor air quality, reduced water quality, land degradation and contamination, as well as cultural and built heritage listed place issues. The Environment Recovery Group is chaired by the Director-General of the Department of Environment and Science.

Functions and services

- Ensure agencies and partners are prepared for disaster recovery operations.
- Identify and monitor actual and potential impacts on the environment from natural and man-made disasters and the associated recovery operations, and provide strategic advice to inform recovery efforts.
- Lead and coordinate the planning (based on community identified recovery needs) and implementation of the functions for the lead agency for the environment recovery group.
- Ensure environmental bodies, affected communities and interest groups are involved in decision-making processes, including Aboriginal and Torres Strait Islander people, Natural Resource Management bodies and local governments.
- Identify, advocate and pursue cross-sector recovery solutions that will achieve multiple objectives, including reducing future impacts on the environment, through the use of natural safeguards and environmentally resilient design.
- Coordinate the distribution of approved funding packages.

Image: Bloomsbury community meeting.

Building Functional Recovery Group

Lead agency: Energy and Public Works

The effects of a disaster on the built environment often result in damage and disruption which inhibits the capacity of essential services and the building sector, including housing, accommodation, education and health facilities. The Building Recovery Group is chaired by the Director-General of Department of Energy and Public Works.

Functions and services

- Ensure agencies and partners are prepared for disaster recovery operations.
- Assess damage to buildings across the impacted areas to obtain information describing the extent and severity of damage and insurance losses to assist recovery efforts and monitor recovery progress.
- Assess damage and coordinate the demolition, securing, clean up, repair and restoration of State-owned buildings and facilities (public schools, government buildings, government employee housing, public housing).
- Provide information and advice to impacted homeowners and community members regarding how to clean-up, move back-in and organise the assessment, repair or rebuilding of their homes/properties.
- Provide advice and support regarding timely safety inspections and reconnection of utilities by providers as required.
- Provide advice and coordinate the clean-up and disposal of hazardous building material and debris from public areas as required.
- Provide information and assistance to local and district recovery groups and local governments regarding building reconstruction and recovery steps, activities and funding arrangements.
- Provide information and advice to the building industry supply-chain (contractors, subcontractors and suppliers) regarding rebuilding materials, skills and trades, codes required for repair/rectification and rebuilding work.
- Monitor building/residence repair and reconstruction progress and standard of work to identify and remove emerging issues and obstacles to recovery.
- Provide information regarding how to improve the resilience of a building to future impacts from natural hazards.

Roads and Transport Functional Recovery Group

Lead agency: Department of Transport and Main Roads

The effects of a disaster on transport networks, including road, rail, aviation and maritime normally result in difficulty accessing communities and disruption to critical supply chains (both in and out of the impacted area). Restoration of these networks, or the identification of alternatives, is a priority in disaster recovery. The Roads and Transport Recovery Group is chaired by the Director-General of the Department of Transport and Main Roads.

Functions and services

- Ensure agencies and partners are prepared for disaster recovery operations.
- Coordinate the effective and efficient delivery of state-controlled road and transport network recovery and reconstruction activities.
- Engage directly with industry, key roads and transport stakeholders and the community on the recovery and reconstruction phases following disasters.

Image: Repair works to Mount Isa rail line.
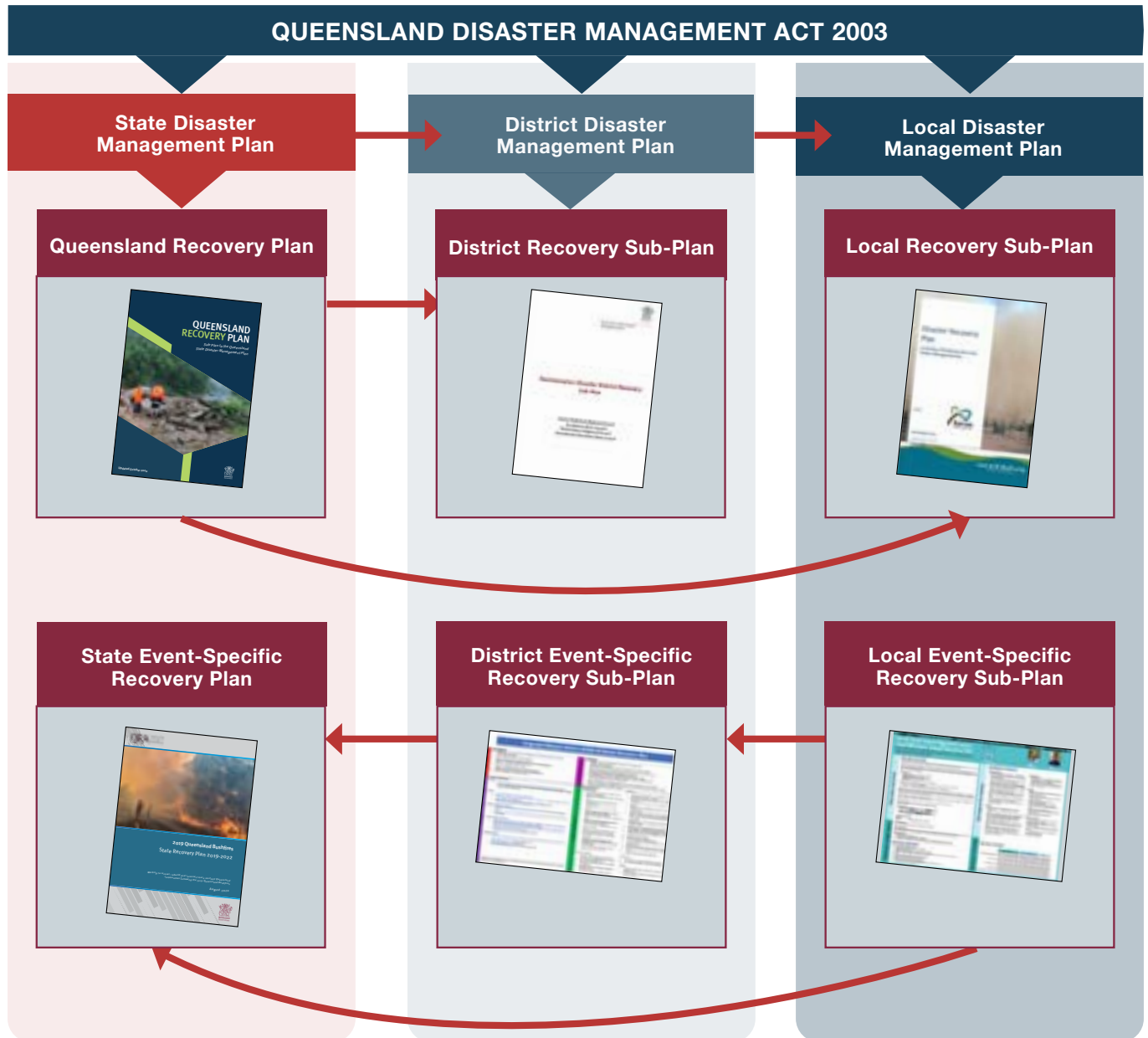
7. Recovery Plans

Figure 3: Relationships between recovery plans

Local level

Recovery sub-plans

A local recovery sub-plan describes the interagency arrangements for recovery at the local level and incorporates roles and responsibilities for managing recovery operations. Recovery planning and operations must be sufficiently flexible to deal with the needs of the impacted community, regardless of the nature of the disaster.

Where possible, noting the variance in size/resources of local governments and impacts of the event, plans should include the stand up of a local recovery group which considers the five functional areas of recovery, and/ or subgroups reflecting the five functional areas responsible for recovery operations. Recovery sub-plans should be informed by local knowledge and an understanding of community priorities and considerations.

Event-specific recovery plans

In the event of a disaster, a LRC/LRG should consider the development of an event-specific local recovery plan to drive local recovery efforts.

An event-specific local recovery plan describes the priorities, strategies, issues, activities and actions being taken to inform recovery, addressing a specific disaster. Each plan should contain a high level, easy to read summary of the recovery requirements for the disaster impacted community and should be tailored to reflect local values and objectives. The plan should also include metrics for tracking the recovery progress to support accountability. Event-specific recovery plans can be live documents and may be updated throughout the recovery journey.

Local event-specific recovery plans may be included in a state event-specific recovery plan where one exists.

Image: Art work for inclusion in the Wujal Wujal Monsoon event-specific recovery plan.

District level

Recovery sub-plans

Arrangements and strategies to coordinate support for local recovery operations within the district are reflected in District Disaster Management Plans (DDMP) section 53 of the *DM Act*.

The DDMP should address the district's recovery strategy, developed in consultation with the relevant LDMGs and include coordination arrangements for recovery across the functional areas of recovery at the district level. Districts are encouraged to develop their own district recovery sub-plan.

FRG lead agencies are encouraged to ensure arrangements are in place at the district level that achieve their functional responsibilities for recovery operations at the local, district and state level.

Event-specific recovery plans

An event-specific district recovery plan should be informed by local recovery plans. An event-specific district recovery plan will need to identify those recovery objectives that are common to the district and could be addressed and supported at the district level through a common approach.

State level

Recovery sub-plan

This document is the state-level recovery sub-plan.

Event-specific recovery plans

An event-specific state recovery plan provides the framework for a community-led approach to recovery, supported by local governments and state agencies. It should focus on tailored, local solutions to ensure communities are resourced and able to lead their own recovery and enhance resilience for future events.

Depending on the scale and scope of the disaster and in consideration of local/district recovery planning and operations, the SRC or SRPPC, through QRA, will develop an event-specific recovery plan to manage and coordinate recovery operations for disaster events, as well as any other incident as determined by the Minister or the SRPPC.

Event-specific state recovery plans focus on:

- short, medium and long-term recovery priorities
- consideration of local capability
- restoration of key infrastructure and services, rebuilding and rehabilitation of the environment and environmentally relevant activities
- metrics for tracking progress to support accountability
- consideration of funding arrangements
- integration across all functional recovery areas
- mechanisms to engage community members in their own recovery.

Each FRG lead agency or recovery sub-group develops a recovery action plan in collaboration with their members for incorporation into the broader state recovery plan. The action plan should detail the arrangements for their designated recovery function to support recovery operations.

Templates for recovery sub-plans and event-specific recovery plans for state and local/districts are available on the Queensland Recovery Hub.

Recovery planning should consider existing planning documentation relevant to regions, such as regional plans, local government operational plans and organisational operational plans. These plans may provide ideas to support recovery and can be incorporated into recovery plans. Existing risk assessments should also be considered.

8. Recovery planning methodology

The following planning methodology provides a structured approach to develop recovery sub-plans prior to an event, and the development of event-specific recovery plans after a disaster. The methodology can be used by a group or an individual, however, a group approach is recommended. The methodology is cyclical, and designed to be used at the local, district/regional and state level. Each stage is supported by a tool or template. Each time a disaster occurs the community changes either as a direct result of the disaster, or as an outcome of evaluations on the recovery initiatives implemented. The templates associated with the stages below are available on the Queensland Recovery Hub.
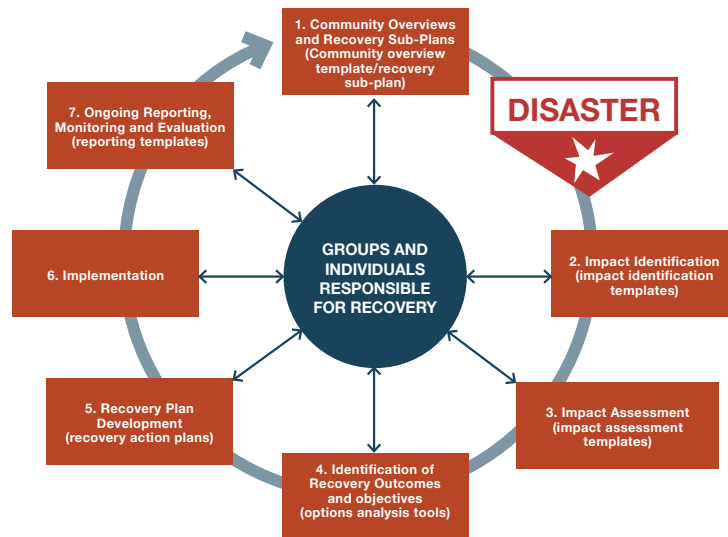

Figure 4: Recovery planning methodology

1. Community overviews/profiles

Develop a community overview or profile which identifies community strengths, capabilities and vulnerabilities. Community overviews and profiles provide recovery planners with an understanding of the community's pre-disaster baseline. (Recovery sub-plans must consider key elements of the community overview).

2. Impact identification

The impact identification process assists with understanding the effect of the disaster by capturing where and to whom damage and or disruption has occurred. Impacts can be identified across psychosocial, health, economic, disruption to critical supply of equipment and resources, natural and built environments. The process identifies both direct and indirect impacts.

3. Impact assessment

The impact assessment is an analysis of the consequences of the disruption or disaster, based on data collected in relation to psychosocial, health, economic, disruption to critical supply of equipment and resources, natural and built environmental impacts. It is the process of establishing the consequences of the impacts of a disaster on a community. Impact assessments identify the recovery problems requiring a solution or solutions.

4. Identification of recovery outcomes and objectives

The identification of recovery outcomes and objectives focuses on recovery problems identified through the impact assessment. The recovered state is identified through this process. Consideration is given to the most effective way to deliver effective recovery activities/initiatives and possible risks to the implementation of these activities/initiatives as well as potential funding mechanisms. This includes a deliberate process to review and evaluate all the options considered and their suitability to support community recovery.

5. Recovery plan development

Recovery plan development maps the impacts, consequences, proposed recovery activities/tasks to recovery outcomes and objectives and allocate a responsible agency for their implementation/delivery. At the state and district level the document remains in the form of the recovery action plan, at the local level the recovery action plan translates to the local event-specific recovery plan. Appropriate endorsement protocols apply – locally, the plan is supported by the LRG and can be submitted through the LDMG or directly to council, at state the lead agency for the FRG is responsible for signing off the recovery action plan.

6. Implementation

Implementation focuses on implementing the identified recovery initiatives to support the community to recover. Implementation is not a passive process and a number of organisations and or agencies may participate in the implementation of the event-specific recovery plan.

7. Reporting, monitoring and evaluation

Reporting and monitoring on the recovery process ensures implemented initiatives are meeting the recovery outcomes and objectives identified by the impacted community. Monitoring identifies opportunities to enhance recovery activities where required to ensure they enable recovery objectives to be met. If activities are to be amended this should occur with reference to the findings in stage three. Evaluation is an assessment of the value or worth of a program or intervention and the extent to which the stated objectives have been achieved and will be completed periodically or at the end of the program. The outcomes of previous evaluations should inform stages four and five.

9. Recovery operations

Community members are often the first responders during a disaster and take actions to save and protect themselves, their families, their communities and their property. The trigger and timings to tailor planned recovery operations for a specific event will vary between disasters.

Transition from response operations to recovery operations

Due to the nature of their function, recovery agencies generally support both the response and recovery operations.

The transition from response to recovery therefore relates to the transfer of the coordination role from the lead response agency to the lead recovery agency. The timing of this is influenced by the nature of the disaster and therefore requires a degree of flexibility. For example, transition from response to recovery in large scale or geographically dispersed events may be staged, with response and recovery operations being undertaken concurrently.

The transition procedure at the state level involves the State Disaster Coordinator (SDC) providing the State Recovery Policy and Planning Coordinator (SRPPC) and the State Recovery Coordinator (SRC) (if appointed) information on the response operation, including damage and impact assessments that will be used as the basis for preliminary recovery planning.

The timing is to be agreed by the SDC and the SRPPC, and transition to recovery will occur through a formal briefing from the SDC to the SRPPC or the SRC, if appointed. A transition report will also be developed by the SDCG Secretariat.

The transition report, will provide a comprehensive briefing on all relevant issues, including, but not limited to:

- actions that are incomplete and identified risks
- resources allocated for response and their availability for recovery
- an impact assessment of the disaster, including the five functional areas of recovery and overlapping issues
- any outstanding SDCG activities that were tasked by the QDMC
- a summary of areas or situations that may re-escalate after the disaster.

Where necessary, liaison officers are to be made available to the SRPPC and SRC from relevant agencies to provide advice on complex recovery activities. These officers will be accessed through the relevant FRG. If the liaison officer comes from an agency that is not currently a member of a functional recovery group, the SDCG network will be asked to provide a relevant liaison position.

Transition from response to recovery at the local and district level, and the need to undertake such a process, will be informed by local circumstances and determined by the chairs of the relevant LDMGs/DDMGs.

Transition will be guided by:

- situation reports (SitReps) which evidence the de-escalation of response operations
- status of response and immediate recovery/ relief operations
- impact and needs assessments
- response and early recovery situations that may escalate
- anticipated recovery issues and risks.

In the case of terrorist events and acts of extreme violence, pandemics or biosecurity incidents such as foot and mouth disease, response and recovery may occur simultaneously, in multiple locations, across a vast geographic spread and for protracted periods of time resulting in high levels of complexity. Transition from response operations to recovery operations will occur at the state level and will be influenced by the decisions of the Queensland Security Cabinet Committee. Transition will also involve a briefing to the Leadership Board Sub-committee (Recovery). All other transition processes outlined above will continue to apply.

Image: Carpentaria Freight barge being loaded with supplies on the edge of town at Normanton destined for Karumba in the Carpentaria Shire at the height of the flooding event.

Disaster operations levels of activation

The Queensland State Disaster Management Plan details the disaster operations levels of activation as:

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

These levels of activation apply in the recovery context. The three stages of recovery occur when the LRG is at Stand Up or the LRC is actively overseeing a recovery operation.

Recovery groups will be at different levels of activation from the Disaster Management Groups at any given time, for example, the LRG maybe at Alert when the LDMG is at Lean Forward.

Communications planning

Recovery groups at the local, district and state levels should develop a communications plan to coordinate communications and messaging with the community and stakeholders across the recovery functions and support their event-specific recovery plans. In developing the plan cultural advice should be sought to ensure language needs are considered in messaging (e.g. use of interpreters, translations, pictorials or videos for those not literate in any language).

The plan could include:

- information on the event-specific recovery plan
- planned measures in place
- progress of recovery operations (using agreed metrics)
- central sources of recovery related information for individuals and communities.

To foster and maintain confidence in the recovery operations and to set expectations, appropriate attention should be given to establishing processes to measure and communicate the progress of recovery within the community:

- by engaging with communities when key milestones are reached
- by providing regular media updates
- using methods reflective of community practices, establishing a strong digital and social media presence where relevant.

A communication plan should identify communication pathways between recovery groups at each level, subgroups and stakeholders. The plan should consider requirements for each stage of recovery operations, transitional arrangements and strategies for communicating with key decision makers at the local, district and state levels.

Data and information sharing

As outlined in the *DM Act*, sections 23(k) and 30 (j) disaster management groups are to ensure that information about a disaster is promptly given to relevant local/district/state groups.

All levels of recovery coordination – local, district and state – should share data and information through the chairs of the relevant disaster management groups and committees.

QFES manages the QDMA Data Sharing Group. This group enables QFES and other stakeholders within QDMA to publish, share, and consume data that is relevant to disaster management activities across all phases of prevention, preparedness, response and recovery. Web maps and dashboards have been created to display key information and support disaster management activities, including the SDCC Situational Awareness Platform and the Queensland Emergency Risk Management Framework (QERMF) Risk Assessment Tool.

Disaster management information sharing is facilitated by the Queensland Disaster Management Information Sharing Authorisation Framework. The framework is based on Queensland Government standards and includes Memorandum of Understanding, Data Exchange Schedules, Data Catalogue and Data Dictionary. The framework is supported by a Disaster Management Data Coordination (DMDC) Portal. The DMDC Portal improves information management, hosting all artefacts that comprise the Disaster Management Information Sharing Authorisation Framework.

Damage assessment and reconstruction monitoring

In the immediate aftermath of an event, QFES may request QRA support to undertake damage assessments in the community using a hand-held monitoring device to provide map-based damage data.

The QRA then coordinates ongoing assessments on residential properties and businesses, which include identifying priority needs and risks, assessing the capacity to recover and identifying appropriate forms of recovery assistance. The Damage Assessment and Reconstruction Monitoring System (DARMsys) is used to monitor Queensland's rebuilding progress.

DARMsys information is shared with Queensland Government agencies and local governments to identify the scale and scope of disaster impacts and plan their recovery response. In particular, Department of Communities, Housing and Digital Economy (DCHDE) uses damage assessment information to target assistance to vulnerable people and communities in need.

QRA monitors the progress of reconstruction through subsequent reconstruction monitoring audits, focusing on damage and recovery progress of residential dwellings.

Offers of assistance

The broader community may offer assistance to affected individuals and communities in the form of financial donations, volunteering and donated goods and services. Offers of assistance will be managed and coordinated in accordance with the Queensland Policy for Offers of Assistance and the Queensland Offers of Assistance Guidelines. To support the management of offers of assistance, GIVIT has been contracted through a service agreement to provide a mechanism to register and match donations with community need resulting from disaster events. Additionally, Volunteering Queensland through EV CREW provides a mechanism to harness and match the support offered by individuals wishing to volunteer with organisations supporting recovery efforts.

Offers of assistance are predominantly supported through the Human and Social Functional Recovery Group, and agencies responsible for the distribution of goods are similarly responsible for ensuring equitable distribution.

Reporting

Recovery progress and the achievement of key milestones in the recovery effort will be reported on.

These reports will be developed by QRA, with input from the SRC, FRGs and councils, with the purpose of recording and monitoring the recovery progress.

These reports include, but are not limited to:

- Impact dashboards
- Recovery progress dashboards
- State recovery coordinator reports
- Event-specific recovery plan progress reports.

Public reporting of event-specific recovery plan progress reports will be published on the QRA website.

Recovery staff

Organisations with recovery roles and responsibilities should:

- develop and maintain their own operational plans and standard operating procedures
- ensure operational plans are informed by capability and capacity assessments as well as risk assessments
- ensure capability is maintained to deliver upon requests should local recovery efforts need support.

QRA has a team of regional liaison officers and recovery officers who deploy to impacted local government areas to provide advice on the DRFA, if activated. They also support event-specific recovery planning and plan development and provide guidance on the reconstruction of assets. These teams also assist with progress reporting and liaison with the state FRGs.

DCHDE has established the Ready Reserve program to assist with staffing requirements. The Ready Reserves are specially trained public servants from across Queensland Government agencies who deploy to disaster areas to support the human and social recovery function.

Image: QRA Staff members completing DARM assessments.

Escalation of recovery resource requests

Escalation of recovery resource requests from local to district, and district to state levels are progressed in accordance with the arrangements established through the *DM Act*.

Escalation to the Australian Government for response and recovery resources is formally requested by the Premier. Under arrangements with the states and territories, the Australian Government provides:

- national coordination functions
- assistance to states and territories, when requested
- financial assistance for relief and recovery through the jointly funded Queensland and Australian DRFA
- financial assistance as grants to individuals and income support
- Australian Defence Force assistance under Defence Assistance to the Civil Community (DACC).

Cross-border arrangements

The Guidelines for Interstate Assistance (Community Recovery) 2015 provide a formalised process, through a reciprocal Memorandum of Understanding (MOU) arrangement between the Social Recovery Reference Group member organisations (DCHDE in Queensland) for the timely and meaningful exchange of human and social recovery resources between state and territory governments and the Australian Government during major or catastrophic disasters.

These guidelines address key risks for all states in their ability to source and sustain a recovery workforce and include the following components:

- roles and responsibilities of deployed personnel
- financial arrangements including cost recovery
- deployment, including readiness, deployment length, and post deployment briefing
- communications and messaging requirements
- reporting requirements
- operating procedures, including guiding principles and conditions of assistance.

Cross-border arrangements between local governments and within disaster districts should be established to provide resources that assist neighbouring, or more impacted communities with their recovery efforts after a disaster. These arrangements can be applied to both equipment and staff secondments and can be extremely beneficial to manage fatigue, particularly in extended recovery operations.

The *DM Act* establishes the arrangements to facilitate resource sharing, however LDMGs and DDMGs could also consider additional MOUs regarding resource sharing or mutual aid arrangements.

Image (opposite): Shute Harbour damage and reconstruction .

Post-recovery evaluation

There are two important facets to post recovery evaluation.

Firstly, to evaluate the effectiveness of recovery planning and operations, all entities should conduct after-action reviews. After-action reviews are integral to informing improvements to community recovery and recovery sub-plans.

The second broader evaluation focuses on the effectiveness of recovery programs to achieve desired outcomes. These evaluations may be led by the SRPPC for DRFA-funded programs. In most circumstances, any Category C DRFA request will include an evaluation component. These evaluations are likely to be conducted using the Monitoring and Evaluation Framework for Disaster Recovery Programs, May 2018.

The Office of the Inspector-General Emergency Management may also evaluate certain recovery operations in consultation with the SRPPC and relevant recovery stakeholders. These evaluations are likely to be based on the Standard for Disaster Management in Queensland and in accordance with the Emergency Management Assurance Framework.

The findings and recommendations from these activities will assist in the identification of good practice and opportunities for improvement in disaster recovery and can be shared with all disaster management groups and key stakeholders at the local, district and state levels.

10. Funding mechanisms

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

The principal funding program activated after a natural disaster or terrorist event is the Disaster Recovery Funding Arrangements (DRFA). The DRFA is an Australian Government program to assist the recovery of communities where social, financial and economic wellbeing has been severely affected by a natural disaster or terrorism event. These arrangements provide a cost sharing formula between the Queensland and Australian Governments on a range of pre-agreed relief and recovery measures.

Other funding mechanisms include:

- State Disaster Relief Arrangements **(SDRA)**

  An all-hazards relief program that is 100 per cent state funded and covers natural and non-natural disasters.

- Queensland Resilience and Risk Reduction Fund **(QRRRF)**

  Supports projects to strengthen the resilience of and reduce the risks to Queensland communities and help them better prepare for disasters. This fund supersedes the Queensland Disaster Resilience Fund.

- Sport and Recreation Disaster Recovery Program

  Supports not-for-profit sport and recreation organisations with funding to re-establish their facilities and activities after extreme natural events, including floods, fire, cyclones and severe storms.

- Gambling Community Benefit Fund **(GCBF)**

  Not-for-profit groups operating in Queensland can apply for grants from $500 to $35,000 through the GCBF. This fund is Queensland's largest one-off community grants program, distributing approximately $57 million per year. Whilst not recovery specific, the grants can be used for disaster recovery activities.

- Australian Government Disaster Recovery Payment **(AGDRP)**

  A one-off payment to help individuals if a declared disaster significantly affects them. It is not for minor damage or inconvenience.

- Australian Government Disaster Recovery Allowance **(AGDRA)**

  A short-term income support payment to assist individuals who can show that their income has been affected because of a disaster. The AGDRA assists employees, small business persons and farmers who experience a loss of income as a direct result of a major disaster.

Image: Recovery Planning in the Central Highlands.

11. Increasing resilience

The Queensland Strategy for Disaster Resilience 2017 guides Queensland's shared vision and sets out broad roles and responsibilities for all Queenslanders in building disaster resilience. Its implementation plan, Resilient Queensland - Delivering the Queensland Strategy for Disaster Resilience 2018-2021 (Resilient Queensland) is a detailed blueprint for use across government, the community, non-for-profit sector, business and industry, to ensure outcomes are delivered against the objectives of the strategy.

Disaster recovery in Queensland will align with the goals of the strategy and Resilient Queensland, using community engagement, event analysis and research to inform decision-making and the prioritisation of resilience building initiatives during recovery operations. A shared responsibility approach will be promoted and employed when building resilience, by engaging individuals, community groups, business and local governments in developing locally owned and managed initiatives for disaster risk reduction and resilience. By integrating the experiences of impacted communities, community aspirations and development plans into disaster recovery operations, the longer-term recovery process will lead to ongoing and sustainable community and economic development and enhanced resilience.

As part of the broader Queensland Disaster Management Arrangements, the disaster recovery process will support and enable resilience by:

- emphasising the development and implementation of strategies (i.e. community disaster education activities) with individuals, businesses and communities to help them understand the potential disaster risks, prepare them for future disasters, and outline how they can recover from such events
- engaging communities to build individual skills and trust through the transfer of problem solving and planning skills, and through the development of sustainable networks, including but not limited to government agencies, NGOs and community groups
- encouraging the development and implementation of business continuity plans that incorporate the impacts of disaster on staff and operations, and strategies to minimise these effects
- working with community leaders and their networks to understand what could be improved after an event, to increase individual and community resilience for the next event

- implementing recovery operations and planning improvements consequent to post-recovery evaluations and findings to keep improving how communities prepare for, respond to and recover from disasters
- seeking funding from the Australian Government through the DRFA (Category C – community recovery package and Category D – exceptional relief/recovery measures, including betterment) to allow local governments, state agencies and NGOs to build more resilient communities and infrastructure following a disaster.
- encouraging asset owners to undertake complementary works on reconstruction projects, where appropriate, to improve asset resilience by supplementing available funding with their own funds to deliver additional works
- supporting the State Infrastructure Plan by building back better through more resilient infrastructure during recovery and reconstruction
- preventing further environmental damage and loss of valuable species and ecosystems.

Images: 2017 Severe TC Debbie - Yeppen floodway.

Annexure A: Definitions

Disaster	• A serious disruption to 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[1].
Disaster recovery	• The coordinated process of supporting disaster-affected communities' psychosocial (emotional and social), and physical well-being; reconstruction of physical infrastructure; and economic and environmental restoration (including restoration of the natural environment, associated infrastructure and heritage sites and structures, and the management of pollution and contamination).
Recovered	• Being able to lead a life that individuals and communities value living, even if it is different from the life they were leading before the disaster event[2].
Relief	• Efforts to meet the immediate needs of persons affected by a disaster, to minimise further loss through the provision of immediate shelter and basic human needs[3].
Event	• A cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening. • An explosion or fire, a chemical, fuel or oil spill, or a gas leak. • An infestation, plague or epidemic. • A failure of, or disruption to, an essential service or infrastructure. • An attack against the state. • Another event similar to an event mentioned above. • May be natural or caused by human acts or omissions[4].
Resilience	• A system or community's ability to rapidly accommodate and recover from the impacts of hazards, restore essential structures and desired functionality, and adapt to new circumstances[5].

Vulnerability	• Vulnerability in relation to disaster events is a fluid and complex concept. The definition of vulnerability in the Queensland Vulnerability Framework comprises three components:
	  – target group statement - people who would benefit from additional and targeted assistance to prepare for, respond to, and recover from disasters
	  – vulnerability indicators - for example proximity to an event, lack of financial resources, and disruption to, or lack of available services, supports/carers medication, aids and equipment
	  – four protective factors - wellbeing, connection, knowledge and security[6].

Further definitions are articulated in the Queensland Disaster Management Act 2003 and the Australian Disaster Resilience Handbook Collection Community Recovery Handbook 2.

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[1] Queensland Disaster Management Act 2003 s. 13.

[2] Australian Institute for Disaster Resilience (2018) Australian Disaster Resilience Handbook Collection, Community Recovery, Handbook 2. Retrieved from knowledge.aidr.org.au/media/5634/community-recovery-handbook.pdf.

[3] Queensland Government (2018), Disaster Management, Glossary. Retrieved from www.disaster.qld.gov.au/dmg/Glossary

[4] Queensland Government (2018), Disaster Management, Glossary. Retrieved from www.disaster.qld.gov.au/dmg/Glossary

[5] Queensland Government (2018), Disaster Management, Glossary. Retrieved from www.disaster.qld.gov.au/dmg/Glossary

[6] Queensland Government (2018), Disaster Management, Glossary. Retrieved from www.disaster.qld.gov.au/dmg/Glossary

Annexure B: Recovery planning considerations from terrorist events or acts of extreme violence

The following recovery planning considerations are additional to those normally considered in a recovery context. These considerations are structured alphabetically across themed topics. The recovery planning considerations are not exhaustive and not exclusive of any other relevant agency plans that have been developed, such as the Human and Social Counter Terrorism/ Extreme Acts of Violence Guide.

Issue	Considerations	Agencies or groups
Cultural harmony	• addressing community issues as they arise • community cohesion and connectedness • cultural understanding • language requirements • prevention of reprisals • recognition of event anniversaries • taking of statements	• asset owners • community leaders • cultural leaders • Functional Recovery Groups • Local Recovery Groups • Queensland Police Service • volunteering organisations
Floral tributes	• conservation of messages • creation of designated area • debriefing • deterioration • disposal and removal • health consideration • image management • impact on traffic (pedestrian and public transport) • psychosocial support	• asset owners • Functional Recovery Groups • Local government • Local Disaster Management Group • Local Recovery Groups • Queensland Fire and Emergency Services • Queensland Police Service • volunteering organisations
Funerals	• ability to support requirements (morgue, access to burial sites) • attendance (including VIPs) • cultural and religious considerations • disaster victim identification process • funding • investigative requirements • messaging • public reactions • repatriation • security coordination • timeframes • unwillingness to bury	• asset owners • community leaders • cultural leaders • Department of Foreign Affairs and Trade • family members • Functional Recovery Groups • funeral providers • Local Recovery Groups • Department of Children, Youth Justice and Multicultural Affairs • Queensland Police Service

Issue	Considerations	Agencies or groups
Impact of criminal investigations on recovery activities	- briefing to leadership group - concern of reprisal - evidence collection in evacuation centres - evidence collection in hospitals - evidence collection in recovery centres - public safety - reduced planning due to access to information - recognition of extended overlap between response and recovery - repatriation of witnesses - separation of affected persons based on police classifications	- asset owners - Functional Recovery Groups - hospitals - Local Recovery Groups - Department of Children, Youth Justice and Multicultural Affairs - Department of Communities, Housing and Digital Economy - Queensland Police Service
Insurance (availability and accessibility)	- availability of funding under the Australian Reinsurance Pool Corporation - claims procedures	- asset owners - Queensland Government Insurance Fund - Functional Recovery Groups - Insurance Council of Australia - Queensland Reconstruction Authority
Media management	- access to briefings - communications plan developed - consistent messaging - coverage restrictions (including personally recorded information) - if access will be granted to centres (evacuation and recovery) - information management strategy - information security - investigative restrictions - misinformation on media channels - single point of truth - VIP management	- asset owners - Crisis Communications Network - cultural leaders - Functional Recovery Groups - Department of Children, Youth Justice and Multicultural Affairs - Local Disaster Management Group - Local Recovery Groups - media outlets - Queensland Reconstruction Authority - Queensland Fire and Emergency Services - Queensland Police Service - Department of the Premier and Cabinet

Issue	Considerations	Agencies or groups
Permanent memorials	- anniversary services - cultural considerations - engagement processes - funding considerations - incorporation of material from spontaneous memorials - language requirements - links to areas of cultural significance - location identification - management of VIPs - potential duality of purpose - resilience (location) - time frame - type of memorial	- asset owners - community members - Department of the Premier and Cabinet - Functional Recovery Groups - Local government - Local Disaster Management Group - Local Recovery Groups - Department of Children, Youth Justice and Multicultural Affairs
Planning **(event-specific recovery planning)**	- access to classified material - development of event-specific recovery plans at all levels (local, district and state) - relevant legislation, including: – *Planning Act 2016* – *Public Safety Preservation Act* - recovery activities are reflective of investigative needs - tension between criminal investigations and data for recovery planning - understanding of demographics and locations - understanding of federal and other relevant state plans	- asset owners - Functional Recovery Groups - Local Disaster Management Group - Local government - Local Recovery Groups - Queensland Police Service - Queensland Reconstruction Authority - State Recovery Coordinator - State Recovery Policy and Planning Coordinator
Property restoration **(return of lost property)**	- property may require decontamination - property left at the scene of the incident - property utilised as evidence	- asset owners - Functional Recovery Groups - Local Recovery Groups - Queensland Police Service - Queensland Fire and Emergency Services
Security	- anniversary ceremonies - clearance requirements (vetting, access to information, protocol understanding) - language requirements - requirements for continued events - requirements for memorials	- asset owners - departure point operators - Local Recovery Groups - local security contractors - Queensland Police Service

Issue	Considerations	Agencies or groups
Spontaneous public memorials	- chronicling and archiving - clean up/ duration - dignitaries - language requirements - locations - management - monitoring - potential for permanency - social media management - support services (psycho-social) - vector management - VIP management	- asset owners - Functional Recovery Groups - Local Recovery Groups - Queensland Fire and Emergency Services - Queensland Police Service - Queensland State library - volunteer organisations
Victim support (Victims of Crime)	- cause of injury or death - eligibility of support - impact on investigations - language and cultural - long term support (post-traumatic stress disorder) - provision of support to navigate legal processes - support to access appropriate support	- asset owners - Human and Social Functional Recovery Group - Queensland Police Service - Victims Assist Queensland - volunteer organisations

Annexure C: Functional recovery groups membership

Human and Social Functional Recovery Group

Lead Agency

Department of Communities, Housing and Digital Economy

Membership

- Australian Red Cross
- Community Services Industry Alliance
- Department of Children, Youth Justice and Multicultural Affairs
- Department of Communities, Housing and Digital Economy
- Department of Education
- Department of Justice and Attorney-General
- Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships
- Department of Tourism, Innovation and Sport
- Department of the Premier and Cabinet
- Ethnic Communities Council Queensland
- GIVIT
- Foodbank Queensland
- Good Shepherd Microfinance
- Local Government Association of Queensland
- National Disability Insurance Agency
- National Disability Services
- NDIS Quality and Safeguard Commission
- Office of the Inspector-General Emergency Management
- Orange Sky Australia
- Queensland Council of Social Science
- Queensland Family and Child Commission
- Queensland Fire and Emergency Services
- Queensland Health (Health system and clinical access, Public Health, Mental Health)
- Queensland Mental Health Commission
- Queensland Reconstruction Authority
- Queenslanders with Disability Networks
- Queensland Rural and Industry Development Authority
- Salvation Army
- Services Australia
- St Vincent de Paul Society
- Uniting Care Community
- Volunteering Queensland.

Economic Functional Recovery Group

Lead Agency:

Department of State Development, Infrastructure, Local Government and Planning

Membership

Membership of the group varies from disaster to disaster, but typically includes representatives from relevant peak bodies and industry groups, affected local governments and Australian and Queensland government representatives from economic agencies:

- AgForce Queensland
- Aurizon
- Australian Bankers Association
- Australian Industry Group
- Certified Practising Accountants (CPA) Australia
- Chamber of Commerce and Industry Queensland
- Department of Agriculture and Fisheries
- Department of Employment, Small Business and Training
- Department of Jobs and Small Business (Australian Government)
- Department of the Premier and Cabinet
- Department of Regional Development, Manufacturing and Water
- Department of Resources
- Department of State Development, Infrastructure, Local Government and Planing
- Department of Tourism, Innovation and Sport
- Department of Transport and Main Roads
- Energy Queensland
- GIVIT
- Institute of Chartered Accountants
- Insurance Council
- Local Government Association of Queensland
- Local Recovery Coordinator
- Mayor and CEO of affected councils/Local Disaster Coordinator
- National Retail Association
- Queensland Bulk Ports
- Queensland Farmers Federation
- Queensland Fire and Emergency Services
- Queensland Police Service
- Queensland Reconstruction Authority
- Queensland Resources Council
- Queensland Rural and Industry Development Authority
- Queensland Tourism Industry Council
- Queensland Treasury
- Queensland Trucking Association
- Telstra
- Tourism and Events Queensland.

Environment Functional Recovery Group

Lead Agency

Department of Environment and Science

Membership

- Department of Agriculture and Fisheries
- Department of Environment and Science
- Department of the Premier and Cabinet
- Department of Regional Development, Manufacturing and Water
- Department of Resources
- Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships
- Department of State Development, Infrastructure, Local Government and Planning
- Department of Transport and Main Roads
- Local Government Association of Queensland
- Queensland Fire and Emergency Services
- Queensland Health (Health Protection Branch, Prevention Division)
- Queensland Reconstruction Authority.

Building Functional Recovery Group

Lead Agency:

Department of Energy and Public Works

Membership

- Department of Education
- Department of Energy and Public Works
- Department of the Premier and Cabinet
- Department of Tourism, Innovation and Sport
- Electrical Safety Office
- Housing Industry Association
- Insurance Council of Australia
- Local Government Association of Queensland
- Master Electricians Australia
- Master Plumbers Association of Queensland
- Office of Industrial Relations - Electrical Safety Office
- Office of Industrial Relations - Workplace Health and Safety Queensland
- Public Safety Business Agency
- Queensland Building and Construction Commission
- Queensland Health
- Queensland Master Builders Association
- Queensland Reconstruction Authority
- Workplace Health and Safety Queensland.

Roads and Transport Functional Recovery Group

Lead Agency:

Department of Transport and Main Roads

Membership

Membership is dependent on communities and industries affected and the severity of damage as a consequence of the event. Other members may be included as required.

- AgForce
- Aurizon
- Civil Contractors Federation
- Department of Agriculture and Fisheries
- Department of Regional Development, Manufacturing and Water
- Department of Resources
- Department of State Development, Infrastructure, Local Government and Planning
- Department of Transport and Main Roads
- Department of the Premier and Cabinet
- Local Government Association of Queensland
- Queensland Rail
- Queensland Reconstruction Authority
- Queensland Resources Council
- Queensland Trucking Association.

Annexure D: Human and social service delivery

Recovery hubs

A recovery hub is established by the Department of Communities, Housing and the Digital Economy (DCHDE) when there is a need to provide centralised assistance to community members. These hubs support the relief and early recovery process of disaster affected individuals, households and communities by:

- providing direct provision of government and non-government information and services in one easy to access location
- accelerating the administration of government processes and services
- engaging recovery workers who understand the context of the disaster and the effects on individuals, households and communities.

Depending on the consequences resulting from an event's impact in a particular location, DCHDE will work with the Local Disaster Management Group, other government agencies and non-government organisations to ensure that relevant information and services are accessible at a Recovery hub.

Examples of assistance that may be available include:

- information and referral (e.g. welfare referrals, other local services, what assistance is available)
- disaster-specific advice, (e.g. safe clean up, managing health concerns how to cope and insurance advice)
- psychological and emotional support (e.g. psychological first aid, personal support, counselling and mental health services)
- financial support (e.g. personal financial hardship assistance, financial counselling or Centrelink –income support)
- offers of assistance (e.g. referrals to material goods and donations)
- practical support services (e.g. access to advocacy, translation services)
- resources to assist vulnerable individuals and groups (e.g. young children and adolescents, domestic and family violence).

A recovery hub can take many forms (mobile or static) depending on the type and volume of needs, availability and size of premises, geographic characteristics and the scale of the impact.

Outreach

Outreach means visiting disaster affected persons at their disaster affected residence and/or temporary accommodation to provide one or more of the following service responses:

- deliver psychological first aid
- proactively assess the need for personal hardship assistance and/or to contribute to a general community needs assessment
- provide information and resource materials to affected people
- provide face to face service for persons identified in a referral as 'at risk' or unable to attend a recovery hub for one reason or another
- make referrals where required.

This service usually commences as soon as the affected area is accessible.

Annexure E: List of abbreviations

AGDRA	Australian Government Disaster Recovery Allowance
AGDRP	Australian Government Disaster Recovery Payment
ANZEMC	Australia-New Zealand Emergency Management Committee
CCN	Crisis Communication Network
CEO	Chief Executive Officer
DACC	Defence Assistance to the Civil Community
DCHDE	Department of Communities, Housing and Digital Economy
DEPW	Department of Energy and Public Works
DES	Department of Environment and Science
DSDILGP	Department of Infrastructure, Local Government and Planning
DDC	District Disaster Coordinator
DDMG	District Disaster Management Group
DDMP	District Disaster Management Plan
DPC	Department of the Premier and Cabinet
DRA	Disaster Recovery Allowance
DRFA	Disaster Recovery Funding Arrangements
DRP	Disaster Recovery Payment
EMC	Emergency Management Coordinator
FRG	Functional Recovery Group
IGEM	Office of the Inspector-General Emergency Management
LDC	Local Disaster Coordinator
LDMG	Local Disaster Management Group

LDMP	Local Disaster Management Plan
LGAQ	Local Government Association of Queensland
LRC	Local Recovery Coordinator
LRG	Local Recovery Group
MOU	Memorandum of Understanding
NRRA	National Recovery and Resilience Agency
PPRR	Prevention, Preparedness, Response and Recovery
QDMC	Queensland Disaster Management Committee (State Group)
QFES	Queensland Fire and Emergency Services
QPS	Queensland Police Service
QRA	Queensland Reconstruction Authority
Recovery Plan	Queensland Recovery Plan
SDC	State Disaster Coordinator
SDCC	State Disaster Coordination Centre
SDCG	State Disaster Coordination Group
SDMP	Queensland State Disaster Management Plan
SDRA	State Disaster Relief Arrangements
SitRep	Situation Report
SRC	State Recovery Coordinator
SRPPC	State Recovery Policy and Planning Coordinator
TMR	Department of Transport and Main Roads

Annexure F: Recovery support and collaboration

Effective recovery requires collaboration between local, state and federal governments, community and non-government agencies in consultation with impacted communities.

Agencies that play a part in assisting with the recovery of impacted communities include, but are not limited to the following:

Queensland Government

Department of Agriculture and Fisheries (DAF)

DAF provides a range of services to primary producers affected by natural disasters, including advice on disaster preparedness for agricultural industries, response and recovery, and animal welfare. DAF supports preparedness activities such as training exercises for industry, develops and promotes bulletins on climatic conditions and runs climate focussed events.

A critical role DAF plays during the recovery phase involves staff working with producers to determine the extent of impact an event has had on agricultural production. Agency staff work with the Queensland Reconstruction Authority and other Queensland Government agencies to inform the appropriate level of disaster activation required to aid recovery.

DAF staff administer disaster assistance in the form of subsidies to primary producers and is responsible for the legislation enabling Queensland Rural Industry and Development Authority to provide other forms of disaster assistance such as loan and grant schemes.

www.daf.qld.gov.au
13 25 23

Department of Communities, Housing and Digital Economy (DCHDE)

The Director-General of DCHDE chairs the Human and Social Functional Recovery Group.

DCHDE has lead responsibility for the delivery of human and social recovery support services following a disaster event. Human and social recovery is the emotional, social, physical and psychological health and wellbeing of individuals, families and communities following a disaster.

Human and social recovery generally aims to address a range of needs including:

- access to timely information
- assistance to reconnect with families, friends and community networks
- enabling people to manage their own recovery through access to information and a range of services and/or practical assistance
- access to financial assistance for those individuals and households who are most vulnerable and do not have the means to finance their own recovery
- engagement and access to emotional, psychological and mental health support at individual, family and community levels (psychosocial support)
- assistance to maintain a sense of equilibrium in their life, come to terms with their reality and move forward into a new and possibly changed reality
- ensuring Queenslanders have access to housing and homelessness assistance after the closure of evacuation centres by facilitating immediate and longer term temporary accommodation solutions.

App: Self Recovery
www.communities.qld.gov.au
Community Recovery Hotline: 1800 173 349

Department of Employment, Small Business and Training (DESBT)

DESBT delivers programs that recognise the important relationship between employment outcomes, strong small business and a skilled workforce to the wellbeing of Queenslanders and their communities.

www.desbt.qld.gov.au
13 QGOV (13 74 68)

Department of Environment and Science (DES)

DES has an important role as stewards of Queensland's natural environment and cultural and built heritage, to ensure these unique assets are protected and sustainably managed for future generations to enjoy. In responding to natural disasters and threats to the environment, DES seeks to identify environmental impacts and will assist in prioritising environmental recovery actions, in addition to protecting urban and natural areas through fire management in parks and forests.

www.des.qld.gov.au
13 QGOV (13 74 68)

Department of Energy and Public Works (DEPW)

DEPW coordinates frontline government building damage assessments across impacted areas. DEPW also coordinates the repairs to government owned buildings.

www.epw.qld.gov.au
13 QGOV (13 74 68)

Department of Transport and Main Roads (TMR)

TMR is responsible for the delivery and maintenance of the integrated transport network across Queensland. TMR will continue to provide the latest information regarding disruptions and closures across the road, rail, aviation and maritime networks.

www.tmr.qld.gov.au
www.qldtraffic.qld.gov.au or call 13 19 40
13 QGOV (13 74 68)

Queensland Fire and Emergency Services (QFES)

QFES is the primary provider of fire and emergency services in Queensland. QFES aims to protect people, property and the environment through the delivery of emergency services; awareness programs; response capability and capacity; and, incident response and recovery for a safer Queensland.

- *Rural Fire Service* - Response to, and management of landscape fires across the state in localised and disaster situations.

- *Fire and Rescue Service* - Response to, and management of fire and hazardous materials incidents, events and disasters. Response to life threatening and non-life threatening emergency situations including storm, cyclone, severe weather and flooding, earthquake, hazardous materials incidents, industrial extrication and road crash incident extrications. Fire and Rescue Service is the provider of damage assessment capability following natural and man-made disasters, working in collaboration with QRA to provide quality data collection.
- State Emergency Service (SES) - For assistance in non-life threatening emergency situations during floods and storms. SES can provide temporary emergency assistance to help people protect themselves and their property from further damage in circumstances such as damaged walls, windows or roofs, trees down blocking access, rising flood water, and any storm damage that may be a threat to life or property.

www.qfes.qld.gov.au
Emergency: 000
Non-Emergency: 13 GOV
SES: 132 500

Queensland Health (QH) and Queensland Ambulance Service (QAS)

Queensland Health leads the planning and management for public health emergencies as well as being the primary agency for biological, heatwave, pandemic and radiological hazards.

In all disasters, Queensland Health prioritises continuity of healthcare to the community as well as the provision of information and public health advice to partner agencies and the community. This is supported by pre-hospital response through the Queensland Ambulance Service as well as aeromedical services. Recovery activities are focused on medical services as well as public health (water, sanitation, food safety etc) and mental health support.

QH is at the forefront of the Queensland Government's responsibilities for planning and managing public health emergencies and disaster events. During a disaster, QH provides pre-hospital response through the Queensland Ambulance Service, aero-medical transport to support the Queensland Ambulance Service, and the provision of information, advice and services to the community and partner agencies.

www.health.qld.gov.au
Emergency: 000
13HEALTH (13 43 25 84)

Queensland Reconstruction Authority (QRA)

QRA is charged with managing and coordinating the Queensland Government's program of infrastructure renewal and recovery within disaster-affected communities, with a focus on working with our state and local government partners to deliver best practice expenditure of public reconstruction funds.

In line with QRA's vision to build a more disaster resilient Queensland, QRA is the state's lead agency responsible for disaster recovery, resilience and mitigation policy. In this role, QRA works collaboratively with other agencies and key stakeholders to improve risk reduction and disaster preparedness.

www.qra.qld.gov.au
1800 110 841

Queensland Rural and Industry Development Authority (QRIDA)

QRIDA provides Queensland farmers with grants and concessional loans for a range of purposes including buying their first property, improving farm productivity and sustainability, and overcoming drought and other natural disasters. Under the Disaster Recovery Funding Arrangements (DRFA), QRIDA administers financial assistance to primary producers, small businesses and non-profit organisations to help them recover from disaster events.

www.qrida.qld.gov.au
1800 623 946

Australian Government

National Recovery and Resilience Agency (NRRA)

The National Recovery and Resilience Agency has the following focus areas:

Providing policy and strategic advice
- National Disaster Risk Reduction Framework
- National Recovery Capability Package
- Royal Commission into National Natural Disaster Arrangements

Delivering program and services
- Disaster resilience and risk reduction programs
- Disaster recovery funding

Engagement and collaboration
- Recovery support officers and community outreach
- Data and information
- Inter-agency and cross jurisdictional governance and international engagement

Department of Human Services (DHS)

DHS provides assistance to those adversely affected by natural disasters through the provision of Disaster Recovery Payments (DRP) or Disaster Recovery Allowance (DRA).

www.humanservices.gov.au
www.disasterassist.gov.au
132 850

Local Government

Local Government Association of Queensland (LGAQ)

LGAQ is the peak body for local government in Queensland and is responsible for advising, supporting and representing councils. LGAQ provides direct advice and support to councils following any major event at the political, strategic and/or operational levels. This support is provided through the expertise of the LGAQ, subsidiary companies and the facilitation of 'Council-to-Council' (C2C) support. LGAQ recognises the range of needs of councils and their LDMGs and seeks to provide specific support based on the capability of each council.

www.lgaq.asn.au
1300 542 700

Non-government organisations (NGOs)

A number of NGOs are now actively committed to the strengthening and extending of emergency aid services throughout Queensland communities affected by natural disasters.

Australian Red Cross

www.redcross.org.au
1800 811 700

BlazeAid

www.blazeaid.com.au

GIVIT

www.givit.org.au

Good Shepheard Microfinance

https://goodshepherdmicrofinance.org.au/

Lifeline

www.lifeline.org.au
13 11 14

North and West Remote Health

www.nwrh.com.au
Non-Emergency: 1800 799 244

Orange Sky

www.orangesky.org.au
07 3067 5800

Royal Flying Doctor Service

www.flyingdoctor.org.au
Emergency: 1300 My RFDS (1300 69 7337)
Non-Emergency: 07 3860 1100

RSPCA QLD

www.rspcaqld.org.au
1300 Animal (1300 264 625)

Rural Aid

www.ruralaid.org.au
1300 327 624

Salvation Army

www.salvos.org.au
13 SALVOS (13 72 58)

St Vincent de Paul Society

www.vinnies.org.au
07 3010 1002 or 1300 vinnies (1300 131 812)

UnitingCare Queensland

www.unitingcareqld.com.au
07 3253 4000

Volunteering Queensland (VQ)

www.volunteeringqld.org.au
07 3002 7600

Insurance

Financial Ombudsman Service (FOS)

FOS provides accessible, fair and independent dispute resolution for consumers and financial services providers. FOS offers free and accessible dispute resolution services to all Australian residents. FOS assists people who encounter difficulties relating to insurance claims which are unable to be resolved directly with the insurer.

www.fos.org.au
1800 367 287

Insurance Council of Australia (ICA)

ICA is the representative body of the general insurance industry in Australia. It aims to promote insurance protection and security to the community and provides a range of practical information to support consumers.

www.insurancecouncil.com.au
1300 728 228

Agriculture

AgForce Queensland

AgForce is a non-government organisation that seeks to secure the productivity, profitability and sustainability of the agribusiness sector. AgForce provides direction and solutions to overcome challenges and build on opportunities within Queensland's farming and agriculture businesses.

www.agforceqld.org.au
07 3236 3100

Queensland Farmers' Federation (QFF)

QFF engages in a broad range of economic, social, environmental and regional issues of strategic importance to the productivity, sustainability and growth of Queensland's agricultural sector.

www.qff.org.au
www.farmerdisastersupport.org.au
07 3837 4720

Annexure G: References

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