

Mackay Local Disaster Management Group

Mackay Local Recovery Plan



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ACRONYMS

AIIMS	Australasian Inter Service Incident Management System
DDMG	District Disaster Management Group
IGEM	Inspector-General Emergency Management
LDC	Local Disaster Coordinator
LDCC	Local Disaster Coordination Centre
LDMG	Local Disaster Management Group
LDMP	Local Disaster Management Plan
LGA	Local Government Area
LRC	Local Recovery Coordinator
LRG	Local Recovery Group
LRP	Local Recovery Plan
PPRR	Prevention, Preparedness, Response and Recovery
QDMC	Queensland Disaster Management Committee
QFD	Queensland Fire Department
QRA	Queensland Reconstruction Authority
QRP	Queensland Recovery Plan
SDMP	Queensland Interim State Disaster Management Plan

FORWARD

Effective recovery after a disaster is vital to ensure the wellbeing of individuals and our community. It's not just the replacement of what has been destroyed but it's a social and developmental process that involves all sections of the community working together to achieve 'business as usual' and/or a 'new normal' as soon as possible. Wherever possible this process should also enhance social networks, improve the natural and built environments, support the economy and increase resilience in the community.

The achievement of optimum community outcomes that match community need involves a collaborative, coordinated, adaptable and scalable approach where the responsibility for disaster recovery is shared between all sectors of the community. This includes individuals, families, community groups, businesses and all levels of government.

The complexity and time frames of recovery demands sound planning, effective coordination and above all, community involvement. This plan addresses these aspects and articulates how the Mackay Local Disaster Management Group (LDMG) will undertake recovery operations during and following a disaster. In doing so, this plan provides a framework for the management and coordination of recovery as well as guidance on the major considerations for recovery across the functional areas of human-social, infrastructure, economic and environment.

The Mackay LDMG recognises that the agencies have roles and responsibilities, and that effective coordination relies on these being understood and documented to reflect legislation and/or technical capacity.

Recovery is fundamentally a creative process which starts with damage assessments and needs-analysis and then moves to solving complex, inter-related issues in innovative ways. This plan strives to provide a foundation upon which this can occur and sits as a sub-plan to the Mackay Local Disaster Management Plan (LDMP).





PART 1: DOCUMENT CONTROL

1.1 Approval and Authority to Plan

This plan has been prepared by Mackay Regional Council (council) on behalf of the Mackay LDMG under the provisions of Section 57(1) of the Disaster Management Act (the Act).

The preparation of the Mackay Local Recovery Plan (LRP) has been undertaken in accordance with the Act to provide for recovery from a disaster event in the Mackay Local Government (LGA) area.

1.2 Amendments and Review

This sub plan will be reviewed as required by Section 59 of the Act, with relevant amendments made and distributed.

Approved amendments to this plan will be circulated as per the distribution and contacts lists, which are maintained by council on behalf of the LDMG.

1.3 Document Control

The Mackay LRP is a controlled document of council. The controller of the document is the LDMG Local Disaster Coordinator (LDC) who is authorised to make minor amendments that do not materially affect the plan.

Version No.	Issue Date	Comments
1.0	2020	New plan development
2.0	2024	Full review

1.4 Supporting documentation

The Mackay LRP is consistent with the following documents:

- [Queensland Disaster Management Act 2003.](#)
- [Queensland Disaster Management Regulation 2014.](#)
- [Queensland Reconstruction Authority Act 2011.](#)
- [Interim Queensland State Disaster Management Plan 2024 - 2025.](#)
- [Queensland Recovery Plan.](#)
- [Mackay Local Disaster Management Plan.](#)
- [Queensland Disaster Recovery Arrangements.](#)
- [The DM Guideline.](#)
- [Office of the Inspector-General of Emergency Management Assurance Framework.](#)
- [National Principles for Disaster Recovery.](#)
- [Disaster Recovery Funding Arrangements.](#)

The Mackay LRP is a sub-plan to the Mackay LDMP and takes an all-hazards approach to disaster events. It is a key guidance document for disaster recovery in Mackay to enable better recovery outcomes for impacted communities. It is supported by a series of confidential annexures, standard operating procedures and supporting documents which are held by council.

PART 2: GOVERNANCE AND ADMINISTRATION

2.1 Purpose

The purpose of the Mackay LRP is to provide guidance and direction on the preparation for, and conduct of, disaster recovery in the Mackay LGA to enable optimum recovery outcomes when the Mackay LGA has been impacted by a disaster.

The plan focuses on the roles and responsibilities, recognising the lead agency role of various State agencies, and it takes a cooperative, multi-agency approach to community recovery, ensuring recovery operations are integrated, locally led and appropriate to the scale of the disaster event.

It outlines recovery requirements for operations, planning and arrangements, and drives a collaborative and coordinated approach across all functions of recovery whilst articulating roles and responsibilities of the functional roles in disaster recovery.

2.2 Objectives

The objective of this Mackay LRP is to provide a comprehensive framework for the implementation of effective disaster recovery strategies and arrangements

within the Mackay LGA. This is achieved by:

- Describing the Queensland Disaster Recovery Structure and lead agency responsibilities.
- Identifying the roles and responsibilities of the Local Recovery Group (LRG) and sub-groups.
- Identifying recovery activities and operational processes.
- Providing practical information for the delivery of recovery services to the community.
- Ensure community participation and a community-led recovery process.
- Promoting and supporting the enhancement of resilience through recovery.

2.3 Scope

The Mackay LRP applies to emergency/disaster events occurring within the Mackay LGA whereby local resources are sufficient to deal with the process of recovery.

If local resources are insufficient or overwhelmed to deal with the recovery process, a request may be made to the District Disaster Management Group (DDMG) (via the Mackay LDMG) for additional resources and assistance.





PART 3: DISASTER RECOVERY

Disaster Recovery is defined as “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 regeneration of the natural environment, associated infrastructure and heritage sites and structures, and the management of pollution and contamination)”. (Queensland Recovery Plan, 2023). Community recovery from disasters can be a complex and often lengthy process, with different communities recovering at different rates.

The recovery element of the comprehensive approach to disaster management – prevention/mitigation, preparedness, response and recovery (PPRR) – can be the most complicated and protracted. The best outcomes are achieved by ensuring recovery strategies align with community need and are informed by the affected community. This requires a collaborative, coordinated, adaptable and scalable approach where the responsibility for disaster recovery is shared among all sectors of the community including individuals, families, community groups, businesses and all levels of government.

A locally led approach supports the rapid restoration of services essential to human wellbeing and presents an opportunity to build resilience and improve community circumstances and preparedness beyond their pre-disaster status. Resilience is defined as “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”. (Queensland Recovery Plan, 2023)

A community that is prepared for disasters by having necessary arrangements in place to deal with them will be a more resilient community, and one that will return to an acceptable level of functionality more quickly than a community that is not prepared.

Recovery arrangements need to be flexible to suit local needs, and to use resources effectively. Recovery arrangements also need to:

- Acknowledge that recovery is a complex social and developmental process rather than just remedial in nature.
- Recognise that recovery should be consequence - driven and conditions - needs based and presents an opportunity to support the community to improve beyond what existed pre-disaster, including building resilience for future events.
- Support community self-determination and participation in the recovery process.

An event that requires significant recovery (eg Tropical Cyclone Debbie (2017), Mackay region bushfires (2018)), also provides the opportunity to make a community more resilient for future events. For example, in an event that causes significant damage to community infrastructure, the reconstruction phase could consider integrating improved mitigation measures (eg flood risk reduction measures) to reduce the risk of a future event damaging the infrastructure.

Recovery recognises that communities throughout the state are different and have varying levels of capacity and capability.

3.1 Recovery Principles

The Mackay LDMG follows the National Disaster Recovery Principles which recognise that successful recovery relies on:

- Understanding the context.
- Recognising complexity.
- Ensuring coordination of all activities.
- Employing effective communication.
- Acknowledging and building capacity.
- Using community-led approaches.

Understanding the context

Successful recovery is based on an understanding of the community context. Recovery should:

- Appreciate the risks faced by individuals and communities.
- Acknowledge existing strengths and capacity, including past experiences.
- Be culturally sensitive and free from discrimination.
- Recognise and respect differences.
- Support those who may be more vulnerable.

Recognising complexity

Successful recovery acknowledges the complex and dynamic nature of events and communities that are impacted by events.

- Information on impacts is limited at first and changes over time.
- Affected individuals and communities have diverse needs, wants and expectations, which are immediate and evolve rapidly.
- Quick action to address immediate needs is both crucial and expected.
- Events lead to a range of effects and impacts that require a variety of approaches; they can also leave long-term legacies.
- Conflicting knowledge, values and priorities among individuals, communities and organisations may create tension.
- Events create stressful environments where grief or blame may also affect those involved.
- The achievement of recovery is often long and challenging.
- Existing community knowledge and values may challenge the assumptions of those outside the community.
- The four functions of recovery (human/social, economic, infrastructure and environment) often overlap, and recovery arrangements must consider the interrelationship between these functions.

Ensuring coordination of all activities

Successful recovery requires a planned, coordinated and adaptive approach based on continuing assessment of impacts and needs. Recovery should:

- Be guided by those with experience, using skilled and trusted leadership.
- Reflect well-developed planning and information gathering.
- Demonstrate an understanding of the roles, responsibilities and authority of other organisations and coordinate across agencies to ensure minimal service disruption.
- Be part of an emergency management approach that integrates with response and contributes to future prevention and preparedness.
- Be inclusive, using relationships created before and after the emergency.
- Have clearly articulated and shared goals based on desired outcomes.
- Have clear decision-making and reporting structures.
- Be flexible, consider changes in community needs or stakeholder expectations.
- Incorporate the planned introduction to and transition from recovery-specific actions and services.
- Focus on all dimensions; seeking to collaborate and reconcile different interests and time frames.

Employing effective communication

Successful recovery is built on effective communication with affected communities and other stakeholders. Recovery should:

- Ensure that all communication is relevant, timely, clear, accurate, targeted, credible and consistent.
- Recognise that communication with a community should be two-way, and that input and feedback should be sought and considered over an extended time.
- Ensure that information is accessible to audiences in diverse situations, addresses a variety of communication needs and is provided through a range of media and channels.
- Establish mechanisms for coordinated and consistent communication with all organisations and individuals.
- Repeat key recovery messages because information is more likely to reach community members when they are receptive.

Acknowledging and building capacity

Successful recovery recognises supports and builds on community and organisational capacity and should:

- Assess gaps between existing and required capability and capacity.
- Support the development of self-reliance.
- Acknowledge that existing resources will be stretched and that additional resources may be required.
- Recognise that resources can be provided by a range of stakeholders.
- Understand when and how to disengage.



Using community-led approaches

Successful recovery is responsive and flexible, engages communities and empowers them to move forward. Recovery should:

- Assist and enable individuals, families and the community to actively participate in their own recovery.
- Recognise that individuals and the community may need different levels of support at various times.
- Be guided by the communities' priorities.
- Channel effort through pre-identified and existing community assets, including local knowledge, existing community strengths and resilience.
- Build collaborative partnerships between the community and those involved in the recovery process.
- Recognise that new community leaders often emerge during and after a disaster, who may not hold formal positions of authority.
- Recognise that different communities may choose different paths to recovery.

3.2 Recovery Functions

The Mackay LRP incorporates the following five key elements to recovery.

1. Recovery Coordination and Management – Recovery will need to be properly organised, resourced and funded. The Mackay LRG has a nominated Local Recovery Coordinator (LRC) to chair the LRG and elected members to chair the four recovery groups. Council has an expectation that the resourcing for recovery will include assistance from the Federal and State Governments.

2. Human and Social Recovery – includes personal support, psychological services, temporary accommodation, financial assistance and repairs to dwellings.

3. Infrastructure Recovery – includes buildings, government structures, essential services, communications, roads and transport functions including road, rail, sea and air.

4. Environmental Recovery – includes parks, waterways and wildlife.

5. Economic Recovery – includes business impact, industry impact and worker impact.

Experience has demonstrated that effective recovery management following a disaster depends on planned procedures, trained employees, identified resources and planned distribution processes.

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

3.3 Recovery Arrangements

As per the Queensland Interim State Disaster Management Plan (SDMP), the Queensland Reconstruction Authority (QRA) is the lead agency responsible for disaster recovery in Queensland.

Successful disaster recovery is dependent on clear and robust governance arrangements. Queensland's Disaster Recovery Arrangements (Figure 1) align with those articulated in the 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 LRC, local recovery sub-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.

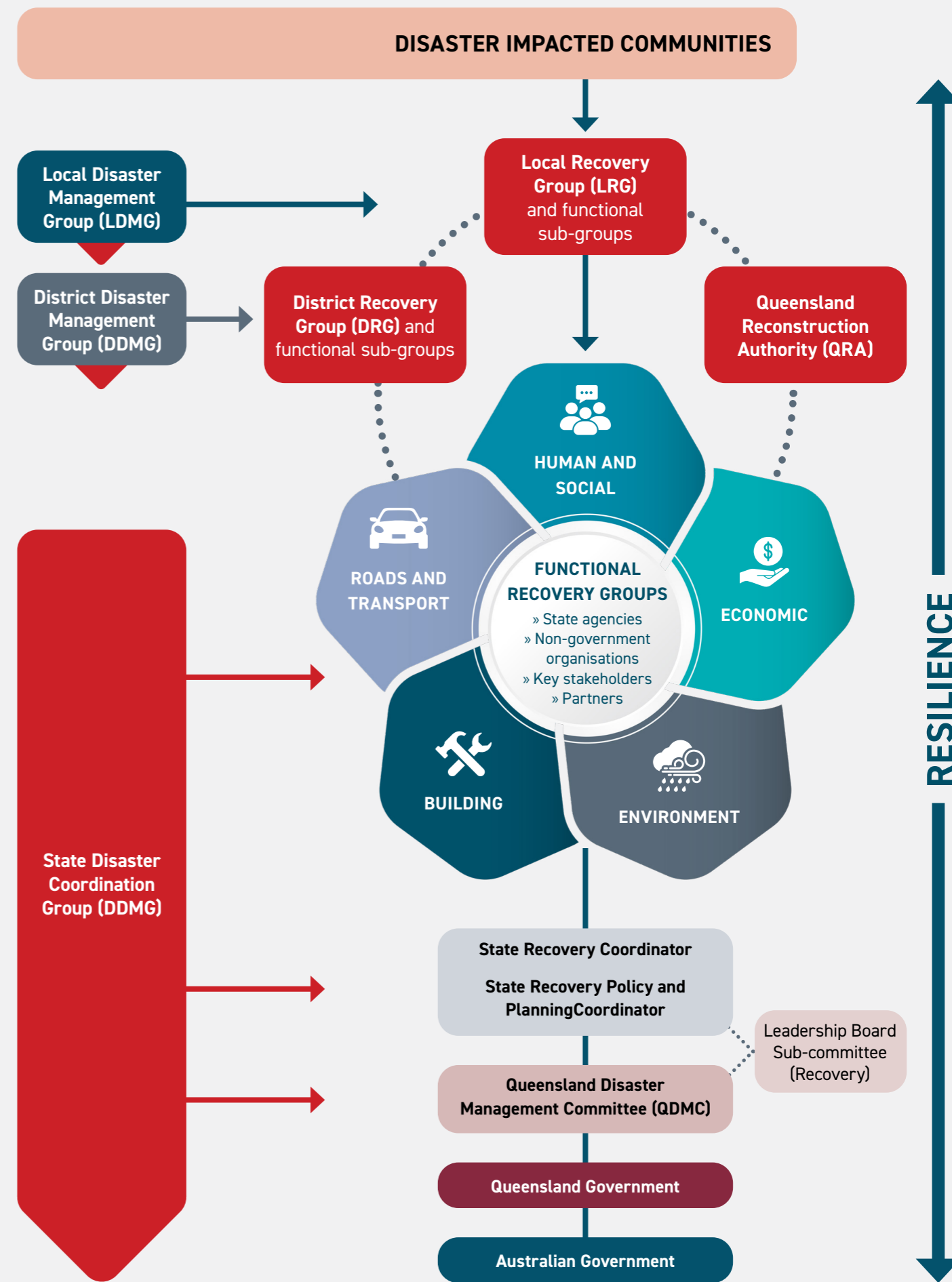


Figure 1: Queensland's Disaster Recovery Arrangements

PART 4: RECOVERY ROLES AND RESPONSIBILITIES

4.1 Mackay Local Disaster Management Group

The role of Mackay LDMG is to ensure that recovery arrangements are prepared for, planned for and implemented to support the local government area. This may be based on a range of factors taken into consideration by the LDMG, including:

- Scale of the disaster event.
- Issues and impacts that require a coordinated multi-agency approach.
- The community's capability to recover independently is overwhelmed.
- Ability of communities to return to their properties in the long term.
- Reconstruction and/or impacts that require a long-term recovery plan.

The Mackay LRP has identified the agencies as per the SRP to lead recovery operations across each functional recovery area; human and social, economic, infrastructure and environment.

4.2 District Disaster Management Group

The DDMG ensures that recovery arrangements are prepared for, planned for and implemented to support LDMGs in their district. The DDMG coordinates provision of resources to the local level when required, based on impact assessments and agreed service delivery arrangements, ensuring required resources are available and prioritised accordingly.

The DDMG facilitates communication and information sharing within the district and to the state.

4.3 State Government Recovery Responsibilities

The Queensland Recovery Plan (QRP) outlines the state government recovery responsibilities. The Queensland Disaster Management Committee (QDMC) oversees all phases of the PPRR approach to disaster management.

The state Functional Recovery Groups will support the LRG in their operations through membership on the DDMG or LRG Functional Recovery Sub-Groups, if required.

At state level, the State Recovery Policy and Planning Coordinator fulfils the role of the standing State Recovery Coordinator. If required by the scale of the disaster a State Recovery Coordinator may be appointed to support recovery operations. Further details about the State response to recovery is available in the QRP.

4.4 Mackay Local Recovery Group

The Mackay LRG is designed to provide overarching recovery coordination and oversight of functional recovery sub-groups. The decision to activate the Mackay LRG is made by the Chairperson of the LDMG, or the LDC when the LDMG is activated and there is a need for a coordinated approach to assist with the recovery of the community.

The Mackay LRG is Chaired by the LRC. Council appoints membership to the Mackay LRG for the purpose of ensuring that the Mackay LDMG can fulfil its functions.

The role of the Mackay LRG is to:

- Develop a Local 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.
- In liaison with the LDC 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.

The Mackay LRG will meet as determined by the Chair.

4.5 Local Recovery Coordinator

The LRC holds a position as a Core Member of the Mackay LDMG and is responsible for the coordination of recovery at the local level.

Indicative duties of the LRC include:

- Coordinating and Chairing the LRG, reporting to the LDMG.
- Liaising with functional lead agency representatives at the local and district levels.
- Liaising with the 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.

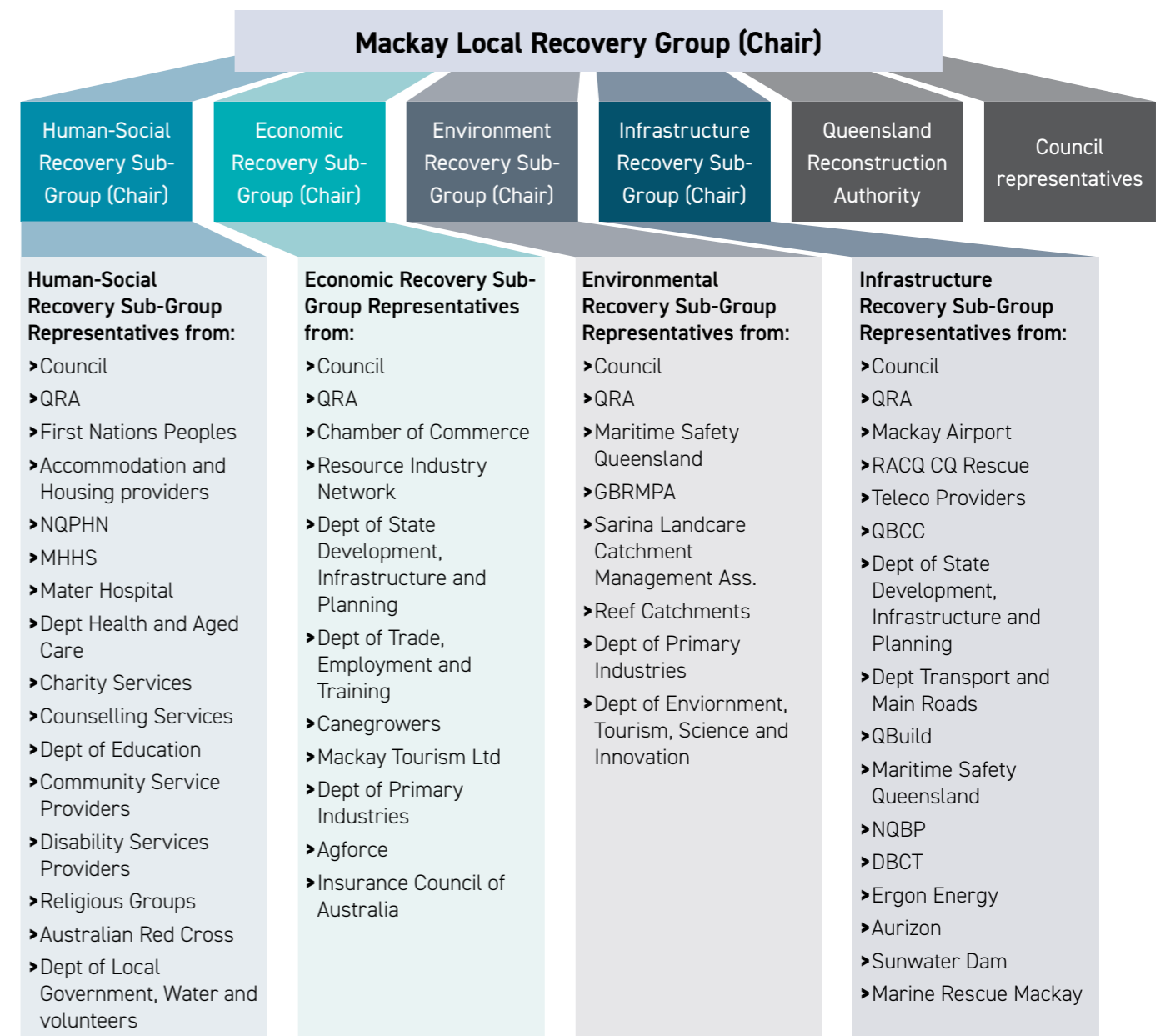
- Performing the role of conduit between community and government.
- Developing and implementing effective strategies for community participation and partnership in the recovery process.
- Providing advice to state government on the needs and responses of the affected individuals, communities and other sectors.
- Undertaking 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.

Council has appointed the Director Community Lifestyle to this role.

4.6 Local Recovery Group Structure

Figure 2 below displays the recovery structure and outlines the suggested members and advisors of the Local Recovery Sub-Groups*.

Some of the state government agencies may only provide representation at the district level. It is then the responsibility of the DDMG representative to provide communication and consultation to the local level.



*Other agencies / representatives who are not listed within the table may be called upon for assistance/representation on the Recovery Group depending upon the type of event.

Figure 2: Local Recovery Group Structure

PART 5: FUNCTIONAL AREAS OF RECOVERY

Effective recovery, with priority being given to the impacted communities requires an integrated, multidisciplinary approach to needs analysis, consequence management, community engagement, planning and service delivery. Coordinated effort by all agencies involved in recovery is required.

As recovery is a complex and potentially protracted process, to assist with overall and effective coordination, aspects of recovery are conceptually grouped into four inter-related functions applicable in an all hazards: Human and Social, Economic, Infrastructure and Environmental.

5.1 Human and Social Recovery Sub-Group

Human-social recovery relates to the emotional, social, physical and psychological health and wellbeing of individuals, families and communities following a disaster.

It provides a multi-agency coordinated response to individuals and families in the Mackay LGA who have been disaster-affected.

The key objectives for the Human-Social Recovery Sub-Group generally aim to address a range of needs including:

- Access to timely information.
- Assistance to reconnect with families, friends and community networks.
- Enable people to manage their own recovery through access to information and a range of services and/or practical assistance, including 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.

Important considerations for human-social recovery are the composition of the population in each area impacted by a disaster and the broader demographic trends. Some demographic trends that may impact the vulnerability of communities in disasters include an ageing population, cultural and faith backgrounds, population movement, immigration and household composition.

The SDMP states the functional lead agency for Human and Social Recovery is the Department of Local Government, Water and Volunteers.

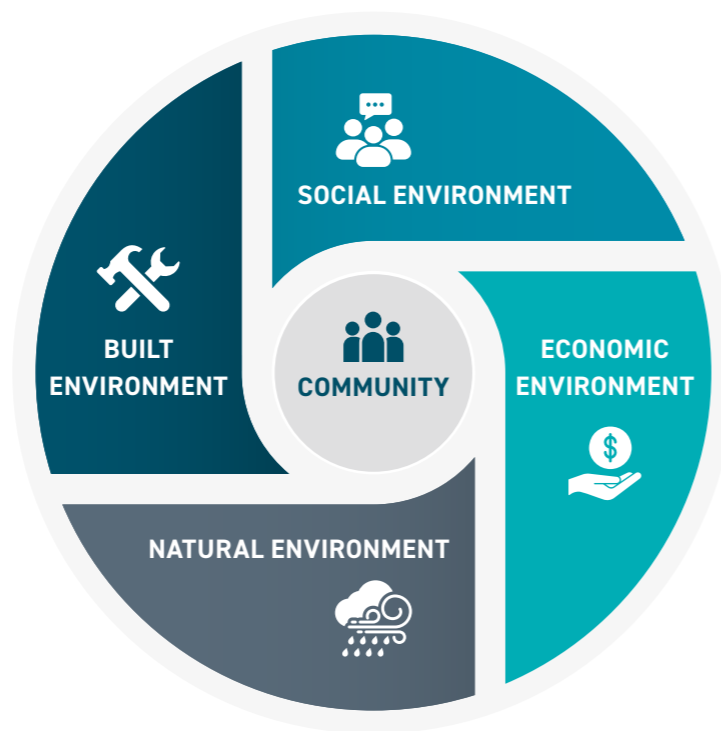


Figure 3: Functional areas of recovery

The Human and Social Recovery Sub-Group is Chaired by a council-elected official, supported by council's Executive Manager Community Lifestyle.

Figure 3 above outlines the suggested membership of the Human and Social Recovery Sub-Group.

5.2 Economic Recovery Sub-Group

Economic recovery relates to financial, business and industry impacts following a disaster.

The effects of a disaster on the economic environment can be classified in terms of direct and indirect impacts. Direct impacts could be impacts such as flooding to premises or loss of stock, while indirect impacts could be related to road closures that prevent customers or staff accessing the place of business. Tangible impacts can usually be given a monetary value and may include loss of tourism, employment opportunities and reduction in cash flow for businesses.

The key objectives for the Economic Recovery Sub-Group include, but are not limited to:

- Assessing impact on key economic assets.
- Stimulating the renewal and growth of the economy within the affected area.
- Supporting individuals and households (eg through employment services, income service and assistance with insurance claims).
- Facilitating business, industry and regional economic recovery and renewal.
- Facilitating financial assistance, access to funds and loans and employer subsidies.



- Recovering from the intangible effects of an event (eg loss of business confidence and quality of life).

The SDMP states the functional lead agency for Economic Recovery is the Department State Development, Infrastructure and Planning.

The Economic Recovery Sub-Group is Chaired by a council-elected official, supported by council's Executive Manager Economic Development and Tourism.

Figure 3 outlines the suggested membership of the Economic Recovery Sub-Group.

5.3 Environmental Recovery Sub-Group

Environment recovery relates to the natural environment and considers public health, animal management and waste operations.

The effects of a disaster on the natural environment may include damage or loss of flora and fauna, poor air quality, reduced water quality, land degradation and contamination, as well as heritage-listed place issues. Environment recovery in Mackay also considers public health issues such as vermin and pests, promotion of food and water supply safety, personal hygiene and public and household sanitation, including waste management.

The key objectives for the Environment Recovery Sub-Group include, but are not limited to:

- Assessing impact on key environment assets.
- Coordinate assessment of the impact of the event on the natural environment (eg recreational water quality, ecological impact, environmental pollution) including impacts on native flora and fauna.

- Coordinate or collaborate on measures to rehabilitate the affected natural environment, including environmental parks, natural waterways and riparian areas and wildlife.
- Coordinate preservation of community environmental assets (eg environmental reserves and wetland areas).
- Coordinate or undertake mitigation strategies to reduce future impacts on the natural environment where appropriate.
- Monitor and provide advice on potential environmental hazards and pollution issues.
- Coordinate management of environmental waste and hazardous materials, including mitigating exposure to hazardous materials and contaminants.
- Coordinate measures to promote safety of food and water supplies, personal hygiene and public and household sanitation.
- Provide advice on the control and prevention of communicable diseases, including mitigating exposure to hazardous biological materials and contaminants.
- Coordinate provision of public/environmental health advice.
- Monitor for animal welfare issues, facilitate wildlife rescue services and manage animal hazards.
- Coordinate vermin and vector surveillance and control and safe disposal of dead animals.

The SDMP states the functional lead agency for Environmental Recovery is the Department of the Environment, Tourism, Science and Innovation.

The Environmental Recovery Sub-Group is chaired by a council-elected official, supported by council's Executive Manager Parks and Open Spaces as Coordinator.

Figure 3 outlines the suggested membership of the Environmental Recovery Sub-Group.

PART 6: 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.

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

Stage 2: Medium term (re-establishment, rehabilitation and reconstruction).

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

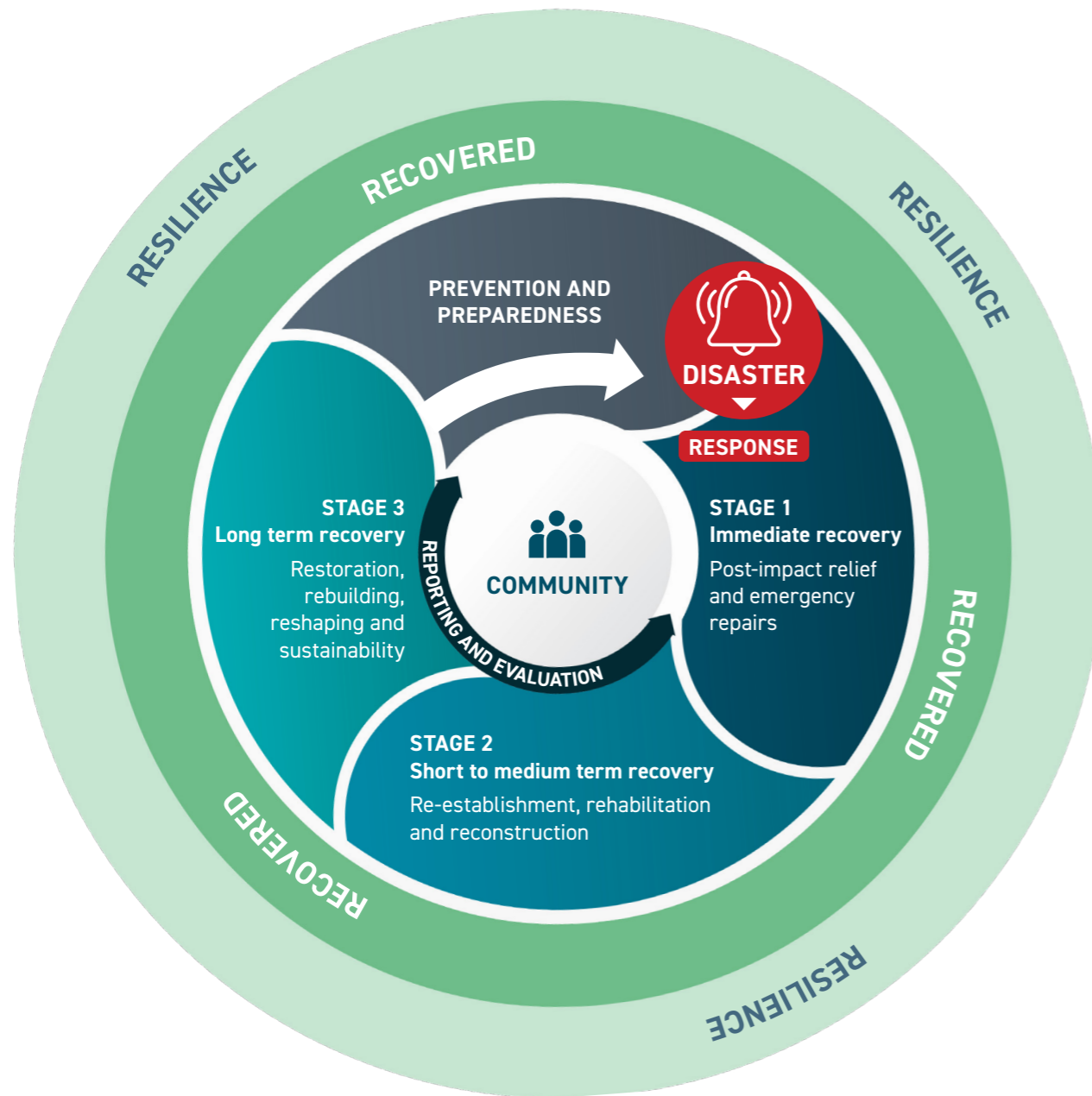


Figure 4: Stages of Recovery

5.4 Infrastructure Recovery Sub-Group

Infrastructure recovery relates to essential services, infrastructure and transport operations following a disaster.

The effects of a disaster on the built environment often result in damage and disruption which can inhibit the capacity of essential services and the building sector, including housing, accommodation, education and health facilities. Disruption to 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 key objectives for the Infrastructure Recovery Sub-Group are:

- Engage directly with industry, key roads and transport stakeholders and the community on the recover and reconstruction phases following disasters.
- Facilitate recovery of utility infrastructure (drinking water, sewerage, drainage, power, telecommunications).
- Coordinate recovery of roads and other transport infrastructure.
- Coordinate restoration of community infrastructure (whether publicly or privately owned), including fuel, garbage and sewerage, waterways and parks.
- Coordinate assessment of damage to housing, commercial and industrial buildings and structures, rural structures and infrastructure facilities.
- Facilitate building safety inspection services and secure damaged buildings and structures.

- Coordinate demolition of unsafe public buildings and structures.
- Coordinate provision of disposal facilities of hazardous material, debris etc.
- 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 and suppliers) regarding rebuilding materials, skills and trades, codes required for repair/rectification and rebuilding work.
- Coordinate restoration of sporting facilities, parks and public playgrounds.
- Ensure risk reduction is considered in planning for rebuilding and reconstruction.
- Coordinate measures to promote maintenance of on-site plumbing and drainage, on-site sewage and wastewater treatment and disposal.

The SDMP states the functional lead agency for Infrastructure Recovery is the Department of Housing and Public Works (Building Infrastructure) and the Department of Transport and Main Roads (Roads and Transport Infrastructure).

The Infrastructure Recovery Sub-Group is chaired by a council-elected official, supported by council's Associate Director Operations as Coordinator.

Figure 3 outlines the suggested membership of the Infrastructure Recovery Sub-Group.



Recovery operations may not always occur in a planned and linear timeline and may continue for a longer period than initially expected. It may be helpful to broadly categorise the stages of recovery for communities and the resourcing required over the duration; however, these stages should be used with caution as they might mask how phases overlap and how recovery proceeds differently for different social groups. Recognising that every emergency has different impacts on different communities, community recovery activities can generally be categorised into three broad stages.

It is important to remember that these distinctions are irrelevant for a disaster-affected community and are purely to provide a guide for recovery operations. Therefore, there needs to be close working operating procedures, communication and coordination between agencies for activities to appear seamless and achieve the best community outcomes.

6.1 Stage 1: Immediate / Short-term Recovery

Immediate recovery aims to address and support the immediate needs of individuals and the community affected by an event. This may occur while essential services are being restored to the level where response agencies are no longer required to maintain them.

Immediate relief such as food, water, shelter/ accommodation and money, aims to address and support the immediate needs of individuals, businesses and communities affected by an event. Relief is provided by multiple agencies, primarily by the Human-Social Recovery Sub-Group. An example of immediate recovery could include the activation of an evacuation centre, or provision of essential services in the initial stages of recovery.

During this period the Event-Specific Recovery Action Plan is being drafted based on the impact and needs assessments. It is not unusual for relief and recovery efforts to be commencing whilst the Response phase is still occurring.

Although short-term recovery activities may be required to maintain the provision of relief services for some time, recovery goes beyond relief to begin to restore local livelihoods, stimulate economies, rebuild physical infrastructure, strengthen institutions and invest in the health, wellbeing and social capital of disaster-affected communities.

Once disaster response activities have concluded and recovery operations have been assumed by relevant agencies, and are coordinated by the LRG, recovery transitions to the next stage.

Immediate/short term recovery may also be referred to as the Post Impact and Early Recovery Phase. It is important to consider milestones that will indicate and trigger the transition to the next stage, and these should be documented in the Event-Specific Recovery Action Plan.

6.2 Stage 2: Medium-Term Recovery

Medium-term recovery, also known as the Recovery and Reconstruction Phase, continues the coordinated process of supporting affected communities in the reconstruction of physical infrastructure, restoration of the economy and of the environment, and support for the emotional, social and physical well-being of those affected.

During the transitional phase from immediate/short-term recovery to medium-term recovery, the Action Plans for the LRG Sub-Groups should continue to be reviewed considering new information from ongoing needs assessments during disaster response and recovery operations.

During this phase, coordination of ongoing impact assessments, community engagement, communication and collaboration between functional and recovery groups at all levels continues. The LRC monitors progress across all areas of recovery and identifies overlapping issues, reinforcing as required with resources and capability to ensure that the momentum of recovery and reconstruction is maintained.

This stage ends when the progressive achievement of strategic milestones, as detailed in the Event-Specific Recovery Action Plan, is sufficiently advanced to enable the transition of responsibilities to the responsible agencies or service deliverers as a component of their business-as-usual processes.

This shifts the focus from emergency recovery to ongoing community development whilst ensuring that community services can continue to provide services for any ongoing needs of the affected people.

6.3 Stage 3: Long-term Recovery

Long-term recovery, also known as the Transition Phase, continues the reconstruction of physical infrastructure, restoration of the economy and of the environment, and support for the emotional, social, and physical well-being of those affected, utilising business as usual processes. This process can occur for months and years after the event.

It is important that the LRG have arrangements in place to continue to address individual and community recovery needs. These arrangements for long-term recovery, which are informed by the requirements of affected individuals and communities, should be reflected in the Event Specific Recovery Action Plans.

Transitioning from recovery to ongoing community activities and services requires a comprehensive strategy that integrates recovery services into mainstream service provision whilst maintaining the sense of community health and wellbeing. Ideally, many of the activities and services that are facilitated will be integrated into structures that may have existed prior to the emergency or may have emerged since, and this will require minimal transition.

Other terms used for recovery transition to mainstream services include exit strategy, closure and legacy issues. There may or may not be a difference between the terms used within an agency and the language chosen to communicate the process to the community, and communities may be more comfortable with transition rather than exit.

Transitional arrangements and exit strategies must be continually planned for to allow return to normal business for agencies so that the 'stand down' level of activation of recovery operations can be completed, while still ensuring the longer-term recovery needs of individuals and communities are addressed.

6.4 Recovery Stand Down

The recovery process can take several months to years, from the time the disaster impacted to when the community is functioning at a 'new normal'.

The conclusion of the recovery phase will be determined by the LRG, in consultation with key stakeholders.

Before standing down the recovery operation, consideration will include:

- A full assessment of work remaining in each function.
- Decisions on the retention of a modified, scaled down recovery structure.
- Decisions on tasks to be transferred to mainstream governance activity.
- Documented revised roles and responsibilities and a broad time frame.

Working with local organisations, community organisations, cultural groups and their leaders (identified in the immediate/short-term stage of recovery) to plan the transition of ongoing support and activities to the appropriate sources of support in the local community.



This phase sees a progressive handover of recovery and reconstruction responsibilities to agencies or organisations including state government, local government, community-based or industry-led sectors that would normally support the functional area. The transition should identify lessons and implement improvements to increase resilience as part of recovery.

The LRG will manage the recovery process for as long as whole of government recovery support is required, and until government recovery agencies have the capacity to accept the management of the workload within core business processes.

Whilst the LRG or district groups may have moved to Stand Down, long-term recovery actions may still be occurring within the community, managed however through general business and not as a stand-alone response.

6.5 Communities contributing to their own recovery

Community members are often the first responders during an emergency and take actions to save and protect themselves, their families and their communities. In responding, disaster-affected communities spontaneously begin their own recovery processes. It is the role of formal recovery agencies to provide structured support,

communication and coordination to assist these efforts.

Disaster-affected people, households and communities understand their needs better than any of the professional, government, non-government or corporate supporters. They have the right to make their own choices about their own recovery.

There is increasing recognition that the processes used by government and other key recovery agencies to interact with communities are critical and can impact either positively or negatively on the capacity of individuals and groups to manage their own recovery process. Individuals and communities have inherent strengths, assets and resources, which should be actively engaged within the emergency and recovery phase.

Because trauma emanates from profound powerlessness, interventions should emphasise empowerment, meaning they need to emphasise strengths, mobilise the community's capabilities, and help the community to become self-sufficient.

Supporting self-help and strengthening the resources, capacity and resiliency already present within individuals and communities are the keys to successful recovery. Empowering communities to create their own solutions can improve overall social cohesion, and this is critical to sustainable recovery outcomes.



6.6 Emotional and Psychological responses during recovery

As well as the operational stages of recovery, the community may experience the following phases of reactions to a disaster which should be considered during the planning process and recognised and managed accordingly during operations. Figure 5 below depicts the various emotional and psychological phases.

- 1. Heroic phase:** this phase is characterised by high levels of self-sacrifice by survivors and emergency responders.
- 2. Honeymoon phase:** usually occurs in the following weeks and months and is evidenced by a short-lived sense of optimism by the disaster survivors.
- 3. Disillusionment phase:** as time progresses, survivors tend to progress through an inventory process in which the limits of available disaster assistance are recognised, and they recognise the reality of their situation. Triggers, such as the anniversary of the disaster, can initiate negative emotions related to the disaster as survivors relive their experiences.
- 4. Reconstruction phase:** setbacks are experienced by survivors as they go through their grief and feeling of loss, eventually readjusting to their new surrounding and situations.

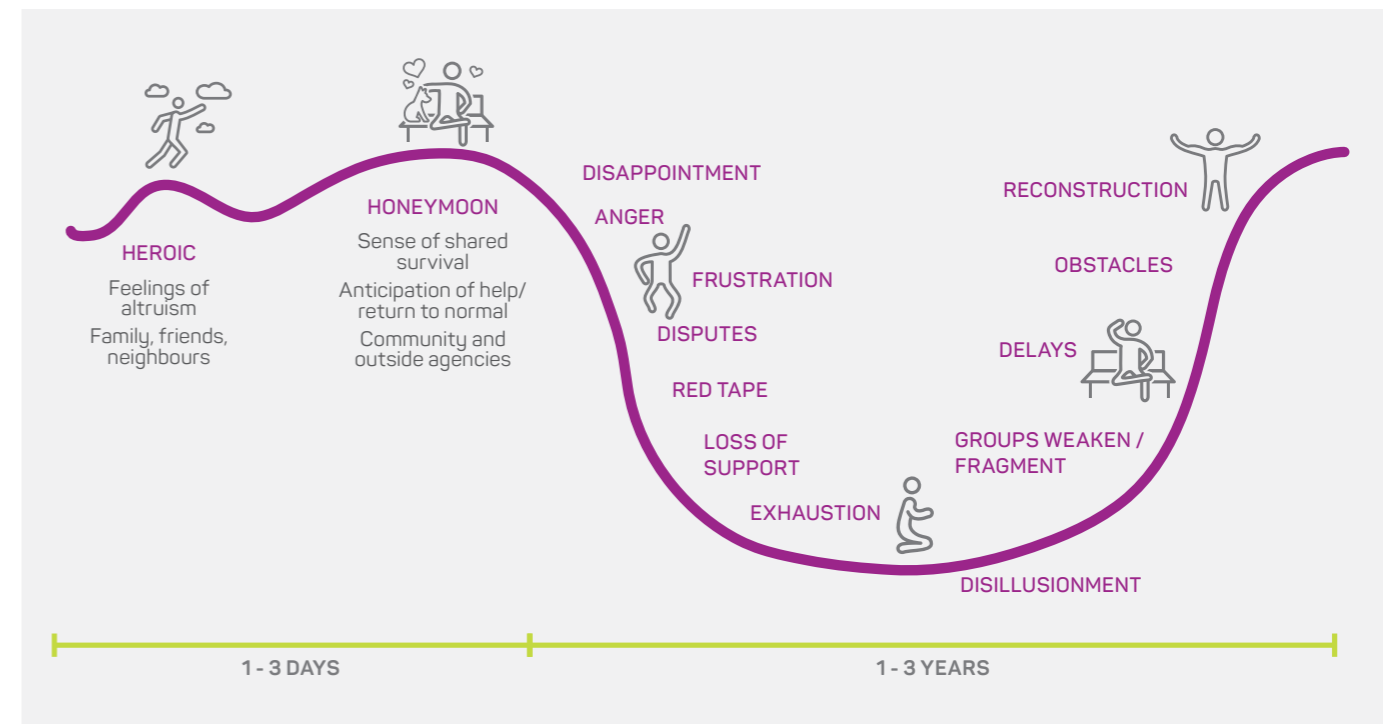


Figure 5: Source: Australian Disaster Resilience Handbook Collection: Community Recovery, Handbook 2

6.7 Other considerations in recovery

6.7.1 Evacuation Centres

An evacuation centre provides for the basic needs of people away from the immediate or potential effects of a disaster. Evacuation centres are a form of last resort temporary accommodation for those evacuees who are unable to access or find their own sheltering solutions. Centres will be established by LDMG as required during the disaster response phase and should be included in the initial Stage 1 – Immediate/short-term Recovery phase planning. Evacuation centres will usually be operational for

several days; however, there may be circumstances where the size and scope of a situation will require an extension.

Council is responsible for the logistical and operational running of the evacuation centres, including the provision of support services. A separate sub plan exists and is held by council relating to the establishment and running of evacuation centres.

6.7.2 Recovery Hubs

Recovery hubs are different to evacuation centres because they do not provide shelter or accommodation, rather they 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.

A recovery hub is established when determined that it is necessary to provide such a service and can be supported logistically and operationally by council. Depending on the consequences resulting from an event's impact in a particular location, council will work with the LDMG, other government agencies and non-government organisations to ensure that relevant information and services are accessible at the recovery hub.

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.

6.7.3 Outreach

Outreach may also be conducted by government agencies and other supporting organisations, and involves the organisations visiting the disaster-affected people at their residence and/or temporary accommodation to provide one or more of the below 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 and is usually enacted as a multiagency approach to provide immediate relief and commence early recovery.

6.7.4 Communications in Recovery

Successful recovery is built on effective communication with the affected communities and other stakeholders.

Communications in recovery should:

- Be relevant, timely, clear, accurate, targeted, credible and consistent.
- Two-way, with input and feedback sought and considered over an extended period.
- Ensure that information is accessible to audiences in diverse situations, address a variety of communication needs and be provided through a range of media and channels.
- Establish mechanisms for coordinated and consistent messaging with all organisations and individuals.
- Repeat key messages as information is more likely to reach community members when they are receptive, and it occurs across multiple channels.

Public information strategies will be developed by council and the responding agencies to support the effective management, coordination and release of timely and accurate messages.

At the local level, communication of recovery activities undertaken by council are essential to keep the community informed of current and future recovery operations. Keeping the community well informed of recovery progress assists in managing community expectations and provides a mechanism to facilitate community engagement. Local communication strategies will be implemented in accordance with council's communications procedures but will include a strong digital and social media presence around:

- Information on the recovery strategy.
- Planned measures in place.
- Progress of recovery operations using agreed metrics.
- Central sources of recovery related information for individuals and communities.
- When key milestones are reached; as well as providing regular media updates.



PART 7: RECOVERY FINANCE AND FUNDING

Accurate and detailed records of recovery expenditure is required to be maintained as evidence of cost to be eligible for Disaster Recovery Funding Arrangements/State Disaster Relief Arrangements funding (if activated).

7.1 Disaster Recovery Funding Arrangements

The Disaster Recovery Funding Arrangements (DRFA) is the means through which the Australian Government provides funding to states and territories to share the financial burden of responding to a disaster and supports the provision of urgent financial assistance to disaster affected communities.

The DRFA is a cost-sharing arrangement between the Commonwealth and the states and territories in accordance with basic principles for assistance. State and territory governments are best placed to identify the type and level of assistance to make available to their communities following a disaster, in accordance with their responsibility for disaster and emergency management.

The DRFA operates in accordance with the following principles:

- DRFA assistance is intended as an emergency helping hand for those in need. It does not provide compensation for losses or restore lifestyles to their pre-disaster standard.
- DRFA assistance is not intended to replace the need for appropriate self-help strategies, such as acquiring insurance or undertaking appropriate disaster mitigation.
- In accordance with their responsibilities, the states and local governments should draw on their own resources to provide disaster assistance before seeking support from the Australian Government through the DRFA.
- DRFA assistance should be used to complement and promote disaster resilience outcomes for affected individuals and communities.
- As far as practicable, DRFA assistance should achieve an efficient allocation of resources. In particular, the financial exposure borne to taxpayers, by all levels of government, under the DRFA should be minimised.

If activated, the DRFA assistance measures may include:

Category A: assistance to individuals to alleviate personal hardship or distress arising as a direct result of a disaster. Category A assistance is provided to impacted communities and individuals automatically by the states, without requiring prior approval from the Australian Government.

Category B: assistance to the state, and/or local governments for the restoration of essential public assets and certain counter-disaster operations. Category B assistance also covers assistance to small businesses, primary producers, not-for-profit organisations and needy individuals through concessional loans, subsidies or grants. Category B assistance is provided automatically by the states and territories without requiring approval from the Australian Government.

Category C: assistance for severely affected communities, regions or sectors and includes clean-up and recovery grants for small businesses and primary producers and/or the establishment of a Community Recovery Fund. Category C assistance is only made available when the impact of a disaster is severe. It is intended to be in addition to assistance under Categories A and B and is usually considered once the impacts of the disaster on affected communities have been assessed. Category C assistance must be requested by the states and territories and requires agreement from the Prime Minister.

Category D: exceptional circumstances assistance beyond Categories A, B and C. Category D assistance is generally considered once the impact of the disaster has been assessed and specific recovery gaps identified. Category D assistance must be requested by the states and territories and requires agreement from the Prime Minister. Category D assistance is generally cost-shared equally by the Australian and state or territory government.

Further information on DRFA arrangements can be found at [Disaster Recovery Funding Arrangements | NEMA](#).

7.2 State Disaster Relief Arrangements

The State Disaster Relief Arrangements (SDRA) is an all-hazards relief program that is 100 per cent state funded and covers natural and non-natural disasters. The purpose of the SDRA is to address personal hardship and community response needs for disaster events where the DRFA is not activated.

PART 8: RECOVERY OPERATIONS

8.1 Transition from Response Operations to Recovery Operations

The triggers and timings to tailor-planned recovery operations for a specific event will vary between disasters. The transition from response operations to recovery operations will be 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.

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 LRG and LDMG. Transition will be guided by:

- Situation reports 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.

8.2 Levels of Activation for Disaster Operations

The SDMP details the disaster operations levels as per Figure 6 below. The levels of activation apply in the recovery context.

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.

Figure 6: Disaster Operations Timeline (Phases of Recovery Aligned to Response)

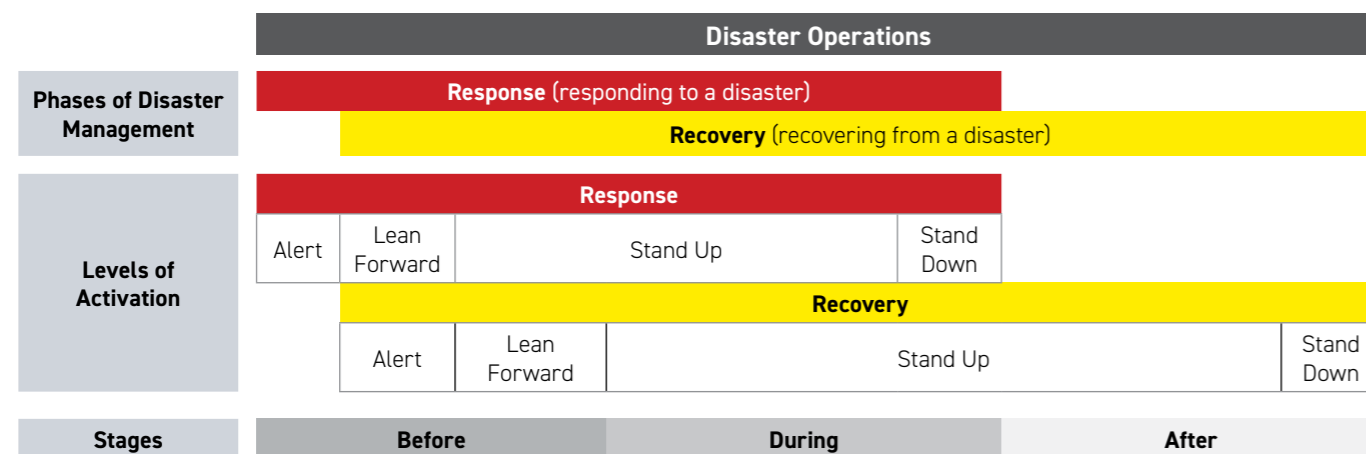


Figure 7: Disaster Operations Timeline (Phases of Recovery Aligned to Response)

Recovery is an integral part of responding to an event or disaster and should commence when response does. Local recovery arrangements should be activated to 'alert' once the response phase has reached the 'lean forward' level of activation and should continue to follow the response phase through the levels of activation. There may be some instances, dependent on the nature of the disaster, whereby activation of recovery arrangements will occur either prior to, or in the absence of, response activations. See Appendix 1 for indicative triggers and actions aligned to the levels of activation.

Depending on the nature, location and size of the event, recovery arrangements may be managed at either the local level, or through a combination of local and district arrangements.

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

Specific issues to be considered in deciding to activate the LRG are:

- Seriousness of disaster.
- Geographical extent of disaster.
- Projected duration and presence of hazards.
- Major problems impacting on public health.
- Disrupted or contaminated food/water supply.
- Viability of or disrupted essential services (including waste removal, sewerage, power, water, communications, transport etc).
- Anticipated number of persons requiring evacuation/shelter.
- Vulnerable people/sectors affected.

- Profile (demographics/social economic status) of the community affected.
- Activation enables:
 - » Coordinated recovery responses to commence.
 - » Establishment of actual resource commitments from member agencies to meet the specific needs of a disaster event.
 - » Development of disaster-specific operational plans.
 - » Deployment of staff.
 - » Provision of recovery services.

The LRG will develop and implement the Event Specific Recovery Action Plan that provides a coordinated approach to all aspects of recovery services.

It is important to note that LRG members may be required to provide responses to small-scale and localised events when the LRG has not been formally activated. This level of coordination would be considered part of normal agency responsibilities.

The roles of the recovery groups at the local and district levels are not mandatory under the Act and are established at the discretion of the chair of the LDMG/DDMG depending on the scale of the disaster, impact/needs assessments and anticipated recovery operations. Further information is provided in the State Recovery Plan.

8.3 Recovery Concept of Operations

Recovery Operations will operate under a modified Australasian Inter Service Incident Management System (AIIMS) structure and provides a scalable approach to staff, roles and resources based on the nature, complexity and size of the recovery process as per Figure 8 below:

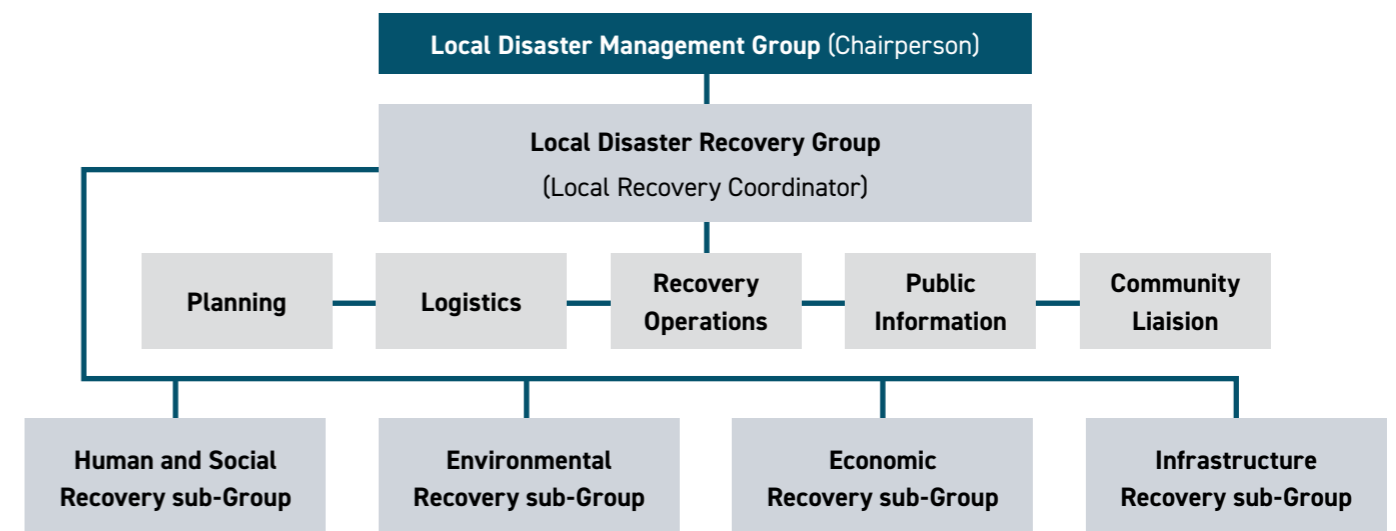


Figure 8: Recovery Operations Structure (NOTE TO DESIGNERS: Sub-Group above to have capital S)

8.4 Information Management

Document Management throughout recovery period will be achieved through the Guardian IMS software. The software provides the ability to capture all tasks, decisions, actions and information related to an event including the maintaining of activity logs, recovery operations and public information to provide clear and reasonable accountability and justifications.

8.4.1 Information Privacy

The privacy principles in the Information Privacy Act 2009 provide generous flexibility for disaster event managers and other Queensland public sector entities to deal with personal information in a range of circumstances. Further information can be found [Privacy flexibility in disaster management - information sharing scenarios | Office of the Information Commissioner Queensland](#)

8.5 Impact Identification and Assessment

The impact identification process helps to understand the effects of the disaster by documenting where damage or disruption has occurred and who has been affected.

The purpose of post-disaster impact assessments is to provide disaster management groups with a source of comprehensive, standardised information on the impact of an event. This information is used to set priorities and make decisions relating to the response to an emergency or disaster and to the initial steps leading to recovery.

There are two basic types of impact assessment:

- 1. Post Impact Assessment** – examines the way in which a hazard has affected the community.
- 2. Needs Assessment** – examines the type, amount and priorities of assistance needed.

8.5.1 Post Impact Assessment (Rapid Damage Assessment)

Rapid damage assessment is undertaken immediately following an event to gather a high-level view of consequences and potential consequences. The sources of data to determine the needs within a community are many and varied and, again, change over time.

In the initial days following a major disaster, the Queensland Fire Department (QFD) conduct initial damage assessments to capture the scale and impact of the disaster. This information is captured and shared via the SDCC [Situational Awareness Platform](#). This initial assessment assists QRA and the Mackay LDMG in understanding immediate recovery needs.

Methods of obtaining this information include:

- Calls for assistance as recorded by State Emergency Service and through the LDCC tasking of emergency service assets.
- Information provided by LDMG members.
- Assessment data from Council's operational program areas.
- Assessment data provided by QFD rapid damage assessment process.
- Review of talk-back radio, social media and traditional media.
- Feedback from affected persons and local communities.

The information gathered can include:

- The geographical extent of the area impacted.
- Human effects and casualties, including:
 - » dead, injured and missing.
 - » numbers of evacuees or displaced and where they have moved to.
- Damage including:
 - » Details of the numbers of properties impacted and the type of structural damage including whether they are habitable.
 - » Critical infrastructure and lifelines such as power, water, transport, communications.
 - » Impacts on agriculture and food supply chains.
 - » Impacts to key economic resources such as industrial premises.
 - » Details of key public buildings damaged or destroyed.
- Identification of secondary hazards that may pose a threat in the immediate future.
- Environmental health and sanitation threats.
- Availability of food supplies.
- The capacity of local government and emergency management structures to manage the local response and recovery.
- Government, community and other organisations operating in the area and their activities.

The resulting data enables the identification of priority needs and risks, informing the development of the Event-Specific Recovery Plan and its visualisation in the Plan to a Page format.

8.5.2 Needs Assessment

Needs Assessments deal with the type, amount and priorities of assistance required by an affected community after a disaster or emergency. Their purpose is to identify:

- Needs of the affected community to save and sustain life and reduce the risk of further damage and provide an indication of their urgency.

- Needs that can be met from within the affected community and those that can only be met with outside assistance.
- Specialised needs of the affected community for recovery, the resources available to meet those needs from within the community and the external assistance that may be needed.

The framework, process and steps involved in undertaking a Needs Assessment is detailed in the LRP supplementary document Mackay Community Disaster Needs Assessment Guidelines.

8.6 Planning

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 local level, this plan translates to the Local Event-Specific Recovery Plan.

8.6.1 Event-specific Recovery Plans

The Mackay LRP is the overarching "peace time" plan for recovery that establishes the framework for how recovery will be undertaken. An Event-Specific Recovery Plan will be developed in the early stages of transition from response to recovery by the LRC in consultation with the LDC and functional recovery sub-groups. This plan comprises of the Plan to a Page and the event specific developed Functional Recovery Sub-Group Action Plans.

At each meeting of the LRG the Event Specific Recovery Plan will be reviewed and updated with new information with an updated version provided to the LDMG.

A review of the Event Specific Recovery Plan should consider:

- Emerging issues.
- Additional actions that may be required.
- Roles and responsibilities.
- Arrangements for ongoing coordination across the functions.
- Progress against the original requirements.
- The LRG should consider the following:
- Issues identified from information gathered through the impact and needs identification process.

How to allocate actions and responsibilities across the four recovery functions to inform the development of the Action Plan.

- Arrangements for overall coordination of recovery operations.
- Identifying the main short, medium and long-term priorities.
- Developing project timeframes, costs, funding priorities and funding strategies.
- Advertising and disseminating public information about

the Action Plan.

- Determining appropriate community engagement and communication strategies.
- Transitional and exit strategies; and strategies for conducting a debrief and evaluation of recovery operations.

8.6.2 Plan on a Page

A Plan on a Page provides a visual representation of our needs and priorities, as well as desired outcomes (ie what we are working to achieve) in relation to a specific event. These plans are developed in conjunction with QRA Liaison Officers and all the agencies involved in recovery. Refer to Appendix 2 for an example of a Plan to a Page.

8.6.3 Functional Recovery Sub-Group Action Plans

Functional Recovery Action Plans will be developed by each Functional Sub-Group for a specific event and will inform the overarching Event Specific Recovery Plan. The Action Plans will list the tasks to be performed by each Functional Sub-Group, the agencies and/or individuals responsible for the tasks and timeframes for completion.

A Functional Recovery Action Plan checklist template can be found at Appendix 3.

8.7 Functional Recovery Sub-Group Action Plan Considerations

8.7.1 Human and Social Sub-Group

- Social impact and needs assessment and monitoring.
- Restoration of community support services and networks (individuals and households).
- Personal support and information.
- Physical health and emotional support.
- Psychological, spiritual, cultural and social wellbeing support.
- Temporary accommodation.
- Financial assistance to meet immediate individual needs.
- Uninsured/underinsured household loss and damage.

8.7.2 Economic Sub-Group

- Assess impact on key economic assets including impact on Commerce and Tourism.
- Work with insurance sector to ensure adequacy and a speedy process of insurance cover payments.
- Work with Chamber of Commerce.
- Re-establish essential food stuff businesses and encourage local services.
- Facilitate business assistance, access to funds, loans and employer subsidies.
- Consider intangible effects of an event (e.g. Loss of business confidence and quality of life, etc).
- DRFA funding relief measures.

8.7.3 Infrastructure Sub-Group

- Damage to housing stock, commercial and industrial buildings and structures, rural structures, and infrastructure facilities.
- Queensland Rural and Industry Development Authority (QRIDA).
- Building safety inspection services and securing damaged buildings and structures.
- Demolition of unsafe buildings and structures.
- Repair and rebuilding of housing stock.
- Disposal of hazardous materials and debris.
- Recovery of utilities (water, power, telecommunications) infrastructure (normally undertaken by infrastructure owners/operators).
- Restoration of public schools, public building infrastructure, sporting facilities and public playgrounds.
- Restoration of damaged dam structures.
- Recovery of road and other transport infrastructure.
- Repair and reconstruction activities, where appropriate.
- Mitigation measures (eg Flood risk reduction) when planning for rebuilding and reconstruction.
- Manage and dispose of waste.

8.7.4 Environmental Sub-Group

- Assess the impact of the event on the natural (eg Water quality, ecological impact and pollution) and cultural (e.g. Heritage conservation including indigenous cultural heritage) environment.
- Provide advice on potential environmental issues (eg Water quality and sewerage, etc.) and monitoring current issues (eg Monitoring pollution and animal welfare).
- Rehabilitation and restoration of the natural and cultural heritage environment, including river recovery and beach restoration.
- Stainability, resilience and recovery.
- Preservation of community assets (eg reserves and parks).
- Monitor and assess the environmental consequences.

8.8 Debriefing, Review and Evaluation

Council is committed to a cycle of continuous improvement. To evaluate the effectiveness of the recovery plan and operations, council conducts assurance activities including exercises and after-action reviews to inform improvements for community recovery.

Debriefs will be organised at the conclusion of recovery operations.

A **“Hot debrief”** is undertaken immediately after operations conclude. Participants are given the opportunity to share learning points while their recovery experiences are fresh. For lengthy recovery operations, multiple hot briefs may be conducted at suitable intervals to identify issues and develop solutions for immediate implementation.

A **“Post event debrief”** is conducted days or weeks after a recovery operation when participants have had time to reflect and consider the effectiveness of the operation.

The Inspector-General Emergency Management (IGEM) is legislatively accountable for the assessment of plan effectiveness and considers recovery planning at the district and local level as part of its annual disaster management plan assessment processes. IGEM may also assess the effectiveness of the delivery of recovery operations and planning, including this Recovery Plan and its implementation, using the Standard for Disaster Management in Queensland.

The findings and recommendations from these activities assist in the identification of good practice and opportunities for improvement in disaster recovery and are shared with disaster management groups and key stakeholders at the local, district and state levels. Lessons identified, and resulting recommendations are maintained by council.

APPENDIX

APPENDIX 1: Activation Levels

The activation, triggers and actions of the LRG is based on the escalation model shown in the table below.

Respond Alert	Triggers	Action	Internal Communications
Respond Lean Forward Recovery Alert	<ul style="list-style-type: none"> ▶ Response phase at 'lean forward' level of activation. 	<ul style="list-style-type: none"> ▶ Appointment of LRC as appropriate. ▶ Potential actions and risks identified. ▶ Information sharing commences. ▶ LRC in contact with LDCC/LDC. ▶ Initial advice to all recover stake holders. 	<ul style="list-style-type: none"> ▶ LRC and LRG members on mobile remotely.
Respond Stand Up Recovery Lean Forward	<ul style="list-style-type: none"> ▶ Response phase at 'stand up' level of activation. 	<ul style="list-style-type: none"> ▶ Monitoring of response arrangements ▶ Analysis of hazard impact or potential impact ▶ Relief and recovery planning commences ▶ Developments for immediate relief commenced by recovery functional agencies ▶ Recovery staff are embedded into the LDCC to commence gaining situational awareness. 	<ul style="list-style-type: none"> ▶ LRC and LRG members on mobile and monitoring email remotely. ▶ Ad hoc reporting.
Respond Stand Down Recovery Stand Up	<ul style="list-style-type: none"> ▶ Immediate relief arrangements continue. ▶ Response phase moves to 'stand down' level of activation. Medium term recovery commences. 	<ul style="list-style-type: none"> ▶ LRG activated at LDCC or alternate location. ▶ Recovery Plan activated. ▶ Deployments for immediate relief response. ▶ Action plans for four functions of recovery activated as required. ▶ Community information strategy employed. ▶ Participate in response debrief. ▶ Transition arrangements from 'response and recovery' to 'recovery' activated, including handover from LDC to LRC. ▶ Action pans for four functions of recovery continue. ▶ Community information strategies continue. 	<ul style="list-style-type: none"> ▶ LRC and LRG members present at LDCC or alternate location on established landlines and/or mobiles, monitoring emails. ▶ LRC and LRG members involved in medium term recovery continue as required. ▶ Regular reporting to LDMG/LDC.
Recovery Stand Down	<ul style="list-style-type: none"> ▶ LRG arrangements are finalised. Community returns to normal activities with ongoing support as required. 	<ul style="list-style-type: none"> ▶ Consolidate financial records. ▶ Reporting requirements finalised. ▶ Participate in recovery debrief. ▶ Participate in post event debrief. ▶ Post event review and evaluation. ▶ Long term recovery arrangements transferred to functional lead agencies. ▶ Return to core business. 	<ul style="list-style-type: none"> ▶ LRC and LRG members resume standard business and after hours contact arrangements. ▶ Functional lead agencies report to LRC/LRG as required.



Mackay Regional Council Local Recovery Plan

Recovery narrative

Communities recovering from multiple disasters
Four of the five communities in the Mackay region most impacted by the bushfire emergency were also some of the most severely affected by tropical cyclone Debbie in March 2017. Their resilience has been tested by the worse bushfires the region has ever seen.

Council vision statement
Working as one team to achieve for our clients and community.

Council values

- Health and Safety – of residents and staff in fire-impacted environments is paramount
- Client Satisfaction – the recovery needs of impacted residents and appropriate service provided
- Respect – for local knowledge and local community leadership
- Teamwork – working across Council, with external recovery partners, and local community leaders
- Accountability – to our communities to do what we said we would do to assist their recovery
- Performance – ensure appropriate resources are allocated to achieve the planned outcomes

Local Recovery Group
Established: 5 December 2018
Chaired by: Mayor Greg Williamson

Lines of Recovery
Human and Social, Economic, Environment, Infrastructure.

Key stakeholders
Fire-impacted residents, lead state government agencies, community groups, non-government organisations, local businesses and trade associations, service providers and other invested parties.

Recovery themes – National Principles for Disaster Recovery

- Understand the CONTEXT – communities recovering from multiple disasters, with compounding impacts
- Recognise COMPLEXITY – differing identities and social infrastructures across fire-impacted communities; varying levels of disaster resilience
- Use COMMUNITY-LED approaches – be guided by communities' priorities; flexibility in responding to emerging issues
- COMMUNICATE effectively – two-way communication with impacted communities, using multiple formats
- Recognise and build CAPACITY – develop local leadership, skills, and community resources focused on disaster resilience
- COORDINATE all activities – Council takes the lead in coordinating recovery efforts

Recovery objectives

- Displaced households – settled in temporary accommodation, supported to rebuild
- Emergency funding (personal hardship etc.) – granted/approved
- Community support – mechanisms implemented
- Impact assessments – completed and data collated
- Mental health support – mechanisms implemented
- Fencing – rebuild boundary fences of rural properties
- Rural sheds – rebuilding farm structures and replacing lost equipment
- Economic recovery of primary producers – minimising impacts
- Rainforest rehabilitation – focus on long term rehabilitation project involving communities
- Empower local businesses to improve their resilience to disasters
- Restore confidence in the tourism market
- Assist evacuation and response planning in at risk communities
- Community resilience – increasing resilience through community development and education strategies
- Weed management – in rainforest areas

Damage and impacts

As at 1 January 2018

Human and Social

- 3 x households destroyed/uninhabitable (1 x Netherdale / Finch Hatton, 2 x Dalrymple Heights)
- 34.58Ha of parkland and 13km of walking tracks within fire scar
- 16 x properties with household contents damaged or destroyed
- Psychological and emotional trauma/distress due to evacuations, fear for life and property, loss of property, family separation, firefighting effort, having to recover again from another disaster, compounded trauma from cyclone Debbie
- Community wellbeing – feelings of isolation, loss, anxiety, and fear.
- Community cohesion – lack of trust among neighbours re land management

Economic

- 46 primary production properties impacted
- Agriculture industry – loss of livestock and agistment replenishment approximately \$970,000.00
- Agriculture industry – cropping, forestry and mining land lost – 101.339Ha, including 370Ha of sugar cane
- Agriculture industry – fencing 1440km approximately \$5,183,522 to rebuild
- Agriculture industry – sheds, pumps, irrigation equipment, water tanks and farming equipment lost
- Tourism industry – damage to camping grounds
- Loss of income to small businesses – temporary closures, loss of tourism

Environment

- 63.194Ha bush reserve and State national park area lost
- 13km of damaged walking tracks
- Biosecurity concerns within agriculture industries
- Public health concerns, including rainwater tanks and waterways
- Loss and disposal of wildlife and livestock

Infrastructure

- Power disconnected to approximately 1460 homes across the affected areas – full power restored within 1 – 3 days
- Telecommunications disrupted and offline for approximately 1 day.
- Nil water and sewerage treatment plants effected
- Nil river height monitoring stations damaged
- Mackay-Eungella Road (range ascent) damaged unstable, landslides in heavy rains
- 13 large or small property sheds damaged or destroyed
- Machinery, vehicles, boats, water tanks damaged or destroyed at 13 properties

Damage and impacts

As at 28/02/2019

Human and social

1 2 3 4 5

Economic

4 11 6 8 10

Environment

4 9 14

Infrastructure

4 7

Lines of recovery

[28/02/2019] [31/03/2021]

Post impact & early intervention Recovery & reconstruction Transition

Community support, including mental wellbeing Agriculture and small business returned to previous strength Identification of the impacted areas to a more detailed knowledge Essential services and critical infrastructure made more resilient

Damage and impacts

As at 31/03/2021

Human and social

1 2 3 4 5 12 13

Economic

4 11 6 8 10

Environment

4 9 14

Infrastructure

4 7

Lines of recovery

[28/02/2019] [31/03/2021]

Post impact & early intervention Recovery & reconstruction Transition

Community support, including mental wellbeing Agriculture and small business returned to previous strength Identification of the impacted areas to a more detailed knowledge Essential services and critical infrastructure made more resilient

Mackay Local Recovery Group Action Plan Checklist			
Actions	Responsible Department/ Officer	Date Commenced	Date Completed
Complete and collate Community Needs Assessment (CNA).			
Collate Impact Assessments (IA).			
Use the data collected from the CNA and IA to inform identification of issues and breaking them into the four major groups (human-social, economic, infrastructure environment).			
Identify key short-, medium- and long-term priorities.			
Obtain community views, vision and input.			
Set up informed vision, goals and projected outcomes.			
Develop Plan to a Page and inform QRA.			
Develop Event-Specific Recovery Action Plan.			
Identify and prioritise projects.			
Develop project costs and funding priorities and timeframes.			
Develop funding sources and strategies.			
Advertise and disseminate public information about the Recovery Action Plan.			
Keep community informed on the progress of the Recovery Action Plan.			
Develop debriefing and evaluating strategies.			

Mackay Human / Social Recovery Group Action Plan Checklist			
Actions	Responsible Department/ Officer	Date Commenced	Date Completed
Assess the impact of the event on human and social aspects.			
Manage financial and welfare support.			
Coordinate information provision and personal support.			
Coordinate psychological and counselling services.			
Coordinate ongoing medical and health services.			
Coordinate public health advice warnings and directions to combatants and the community.			
Coordinate temporary accommodation.			
Coordinate short term accommodation and repairs to dwellings.			
Provide specialist and outreach services.			
Coordinate case management, community development, support and referral to assist affected people, families and groups.			
Coordinate One Stop Shops / Recovery Centres.			
Coordinate re-opening of education facilities.			
Work with community leadership groups to enable learning from their experiences to better prepare for the future adverse events.			
Develop debriefing and evaluating strategies.			

Mackay Economic Recovery Group Action Plan Checklist			
Actions	Responsible Department/ Officer	Date Commenced	Date Completed
Work with insurance sector to ensure adequacy and a speedy process of insurance cover payments.			
Assess impact on key economic assets (large employers eg mining, agriculture).			
Assess employment issues and capacity of local business to operate.			
Develop industry and business recovery plan and implementation strategies in conjunction with relevant State Government agencies, regional economic development organisations and industry bodies.			
Facilitate financial assistance, access to funds and loans and employer subsidies.			
Monitor the impacts on the economic viability and develop strategies to minimise the effects on individuals and businesses.			
Facilitate linkages with employment agencies to source labour, to re-establish supply chains and joint marketing activities.			
Support small to medium enterprise (eg. referral, business assistance).			
Coordinate support to farmers and rural landholders.			
Identify options for improvement or adjustment from agriculture, where required.			

Mackay Infrastructure Recovery Group Action Plan Checklist			
Actions	Responsible Department/ Officer	Date Commenced	Date Completed
Work with the insurance sector to ensure adequacy and speedy process of insurance cover.			
Assess damage to housing stock, commercial and industrial buildings and structures, rural structures, and infrastructure facilities.			
Assess damage to all roads, including state-controlled roads, council-controlled roads and access roads to rural properties, rail lines, infrastructure and rail facilities.			
Assess damage to seaports and airports including connections to other transport links.			
Coordinate building safety inspection services and secure damaged buildings and structures.			
Coordinate demolition of unsafe buildings and structures.			
Coordinate repair and rebuilding matters of housing stock.			
Develop options for temporary accommodation.			
Coordinate disposal of hazardous material, debris etc.			
Coordinate restoration of sporting facilities and public playgrounds.			
Ensure risk reduction is considered in planning of rebuilding and reconstruction			

Mackay Environment Recovery Group Action Plan Checklist			
Actions	Responsible Department/ Officer	Date Commenced	Date Completed
Coordinate assessment of damage to natural environment (eg water quality, ecological impact, pollution).			
Provide advice on potential environmental issues (eg water quality).			
Coordinate rehabilitation of natural environment including parks, waterways and wildlife.			
Coordinate preservation of community assets (eg reserves and parks).			
Consider mitigation strategies to reduce future impacts on natural environment where appropriate.			
Monitor issues of pollution.			
Coordinate waste management and disposals.			
Monitor and assess the environmental consequences of clean-up operations.			
Monitor and assess animal welfare issues.			

Mackay Local Disaster Management Group

Mackay Local Recovery Plan

