Community Recovery Sub Plan

Burdekin Shire Council

Prepared By
Local Disaster Coordinator

Authorised By
Local Disaster Management Group

Date Prepared
September 2023

Burdekin
Shire Council

Document Control

Amendment Control

The Community Recovery Sub Plan is a controlled document. The controller of the document is the Burdekin Shire Local Disaster Coordinator (LDC). Any proposed amendments to this plan should be forwarded in writing to:

Local Disaster Coordinator
Burdekin Shire Local Disaster Management Group
PO Box 974
AYR QLD 4807

The LDC may approve minor amendments to this document. Any changes to the document's intent must be approved and endorsed by the Burdekin Shire Council.

Amendment Register

All versions are archived, and this sub plan only references the last two versions.

Amendment		Plan Updated		
No / Ref	Issue Date	Inserted by	Summary of Changes	Date
31	September 2022	Eileen Devescovi	Yearly Review	September 2022
32	September 2023	Eileen Devescovi	Yearly Review	September 2023

Endorsement

This Local Disaster Management Plan (LDMP) has been developed for the Burdekin Shire Local Government Area (LGA) and subsequently approved by the Burdekin Local Disaster Management Group (LDMG).   When the LDMG approves the LDMP, it is considered live.

Mayor Lyn McLaughlin   Eileen Devescovi
Chair Burdekin LDMG   Burdekin Local Disaster Coordinator

The functions of the Local Government were advised in accordance with the Disaster Management Act (DM Act) (s80). This sub plan was formally adopted by the Burdekin Shire Council at the Council meeting held on 14 November 2023, through resolution.

Mayor Lyn McLaughlin

Abbreviations List

Abbreviation	Full Title
DDC	District Disaster Coordinator
DDCC	District Disaster Coordination Centre
DRG	District Recovery Group
FRG	Functional Recovery Group
LDC	Local Disaster Coordinator
LDCC	Local Disaster Coordination Centre
LDMG	Local Disaster Management Group
LDMP	Local Disaster Management Plan
LRC	Local Recovery Coordinator
LRG	Local Recovery Group

Contents

1. Overview

1.1 Purpose

The purpose of the Community Recovery Sub Plan is to provide a framework for the provision of recovery assistance to affected members of the community during and post a disaster event. It may be utilised by all members, deputies, and advisors of the Local Disaster Management Group (LDMG) and the organisations they represent, and any partnering agencies involved to assist in the preparation and dissemination of information and warnings.

Each disaster event is unique, and adaptations to this material may be required.

1.2 Objective

The objectives of this sub plan are to:

- Enable a coordinated approach to support the affected community
- Identify the type of support required by the affected community, in terms of
    - emotional, social and physical well-being services
    - reconstruction of physical infrastructure
    - economic restoration
    - environmental restoration (including regeneration of the natural environment, associated infrastructure, heritage sites and structures, and the management of pollution and contamination)
- Provide access to these services directly through agencies of the subgroup or LDMG, in a coordinated way and/or via the provision of information by the relevant service providers.

1.3 Scope

This sub plan applies to recovery operations activated due to an emergency/disaster event occurring within the Burdekin Shire Council area, which are within the capability and resources of the Local Government, Emergency Services, and other supporting agencies with a recovery function and/or responsibility.

1.4 Authority to Plan

The Burdekin LDMG has prepared this sub plan under the provisions of [section 57(1) of the Disaster Management Act 2003.](#)

This sub plan will be managed in accordance with the administrative and governance processes outlined within the Burdekin Local Disaster Management Plan including approval, document control, distribution, review, and renewal.

1.5 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 (d) 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."

1.6 Plan Review and Testing

This sub plan is to be reviewed annually before the severe weather season or post event to include lessons learned. This sub plan is to be exercised to ensure the effectiveness and scalability of the plan and include involvement, communication, and collaboration with identified key local, district and state stakeholders.

2. Governance

2.1 Activation of Sub Plan

This plan will be activated by the LDC of the Burdekin LDMG, and will be dependent on the nature, size, and scale of the event.

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.

It is important to note that Recovery Sub-Group members may be required to provide responses to small-scale and localised events during times when the Recovery Sub-Group has not been formally activated. This coordination between agencies and provision of recovery services would be considered part of normal agency responsibilities.
Activation may occur when:

- The LDMG is activated to provide a coordinated response to an event;
- Council has received impact assessments detailing imminent or actual recovery needs resulting from an eligible disaster event.

As detailed in the Local Disaster Management Plan, Council works on four levels of activation:

- Alert
- Lean Forward
- Stand Up
- Stand Down.

The following table provides an understanding of the recovery activation and lessons management process.
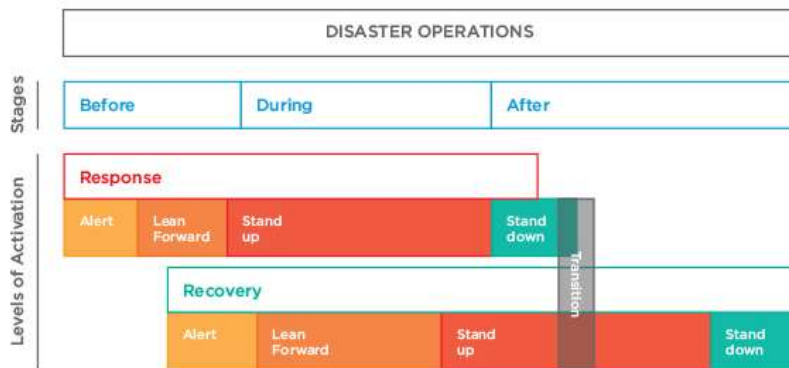

Figure 1 - The above Diagram shows the correlation between disaster response and recovery phases, levels of activation and stages of operations during a disaster operation.[1]

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[1] [5 Response | Disaster Management Resources | Queensland Government (www.qld.gov.au)](www.qld.gov.au)

3. Understanding Recovery

3.1 Response to recovery continuum

The processes identified in recovery planning are designed to be flexible, adaptable, and scalable to meet the needs of the community in a range of disaster scenarios. Disaster recovery can be a lengthy and complicated process and will differ according to the existing strengths and capacity within communities.

This plan reflects the recovery principles and procedures outlined in the Queensland Prevention, Preparedness, Response and Recovery (PPRR) Disaster Management Guideline (the Guideline), the Queensland Recovery Plan and Council's LDMP.

Ideally the functions of, response, relief and recovery should commence at the same time during a major disaster event:

- Response planning is focused specifically on preventing loss of life, preventing property damage or further damage, clearing roads and infrastructure, setting up evacuation centres and resupply operations.
- Relief planning focuses on understanding the impacts and supporting the community after disaster has subsided.
- Recovery planning focuses on returning the infrastructure, environment, community, and economy to a pre-disaster level while taking opportunities to learn from the disaster, build resilience taking future risks into consideration.

A smooth transition process from response to relief to recovery will help to ensure that the ongoing effort is focused, directed, and maintains momentum.

3.2 Principles of 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. The following principles are identified in the Queensland Recovery Plan[2] to support all recovery planning and operations in Queensland:

- Understanding the context - understanding community context, with each community having its own history, values, and dynamics
- Recognising complexity - responsive to the complex and dynamic nature of both emergencies and the community
- Using local, community-led approaches - community-centred, responsive, and flexible, engaging with the community and supporting them to move forward
- Ensuring coordination of all activities - a collaborative, coordinated and adaptive approach, between community and partner agencies, based on continuing assessment of impacts and needs
- Employing effective communication - built on effective communication between the affected community and other partners
- Acknowledging and building capacity - recognising, supporting, and building on individual, community and organisational capacity and resilience to disaster events.

The National Principles for disaster recovery and their application can be found in *Annexure 2 – National Principles for disaster recovery and their application*.

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[2] queensland_recovery_plan_june_2023_1.pdf (qra.qld.gov.au)

3.3 Stages of Recovery

Recovery operations are undertaken across three stages, 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.

As highlighted in the Queensland Recovery Plan, *"recovery is a complex and protracted developmental process that can take many years."*

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)
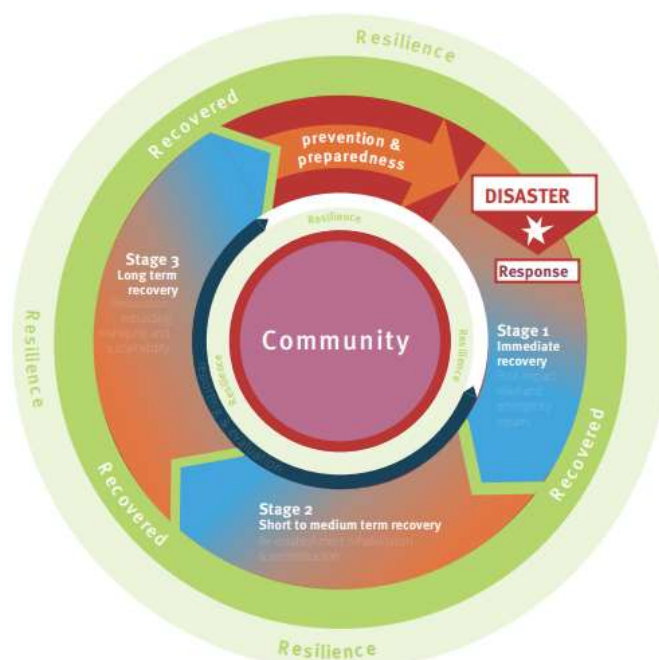
Figure 2: Stages of recovery.

3.4 Functions of Recovery

Effective recovery requires an integrated, multidisciplinary approach to needs analysis, consequence management, community engagement, planning and service delivery. A coordinated effort by all agencies involved in recovery is required. As recovery is a complex and protracted process, to assist with overall and effective coordination, aspects of recovery are conceptually grouped into five interconnected functions, namely:

- Human and social
- Economic
- Environment
- Buildings *
- Roads and transport

* Whilst Council recognises the five functional areas of recovery, for ease of management Council has split Buildings* into two separate functions of "Building" and "Water Wastewater Infrastructure" to ensure effectiveness of the recovery operations for this function.

Depending on the nature of the disaster, one or more of these functions may be the focus of recovery operations. Often a disaster will be of such a scale that all functions need to be addressed to affect recovery. With any disaster event it is likely there will be significant overlap between all the above functions. It is critical that the individual functions are openly engaged with one another as they have the potential to either negatively or positively impact on the outcomes sought by the other functions.

Figure 3 – Five functions of recovery

3.5 Functional Recovery Groups

Functional Recovery Groups (FRGs) support communities across the five functional lines of recovery.

The FRGs are responsible for providing resources and supporting Local Recovery Groups (LRGs) and District Recovery Groups (DRGs) in their recovery efforts across impacted communities. The FRGs coordinate, link and facilitate recovery planning, issues management and activities at the state level across their different functional group areas.

The Queensland Recovery Plan has appointed functional lead agencies for leading recovery under each of the functions at a *STATE* level, they are as follows:

Function of Recovery	Functional Lead Organisation
Human and Social	Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities, and the Arts
Economic	State Development, Infrastructure, Local Government and Planning
Environmental	Department of Environment and Science
Building	Department of Energy and Public Works
Roads and Transport	Department of Transport and Main Roads

The Local Community Recovery Coordinator is responsible for all the five recovery functions/pillars. Each recovery function/pillar generally has its own Chair and Sub Plan however, if circumstances permit, multiple recovery functions/pillars may be managed by one manager on approval by the Local Community Recovery Coordinator. This allows for flexibility in events with low workloads under some recovery functions/pillars.

4. Recovery Arrangements

Recovery arrangements are based on a collaborative approach across all levels of government, non-government agencies and the community to provide a supportive model across the varying phases of recovery. Where practical, community-led recovery is encouraged throughout the phases of recovery. The Burdekin recovery model allows for input and support from local community organisations who can assist community-led recovery. This type of recovery needs to be flexible. It will be dependent on the type of event and expected timeframe of recovery to ensure ongoing community needs are met in a timely manner.

4.1   Community Led Recovery

Communities play a major role in the disaster recovery continuum to assist in decision-making, provision of resources, and building on the resilience and leadership already present within communities. Community-led recovery should engage and enable the community and encourage those affected by an event to actively participate in their own recovery. Disaster-affected communities understand their needs. Empowering communities to create their own solutions can improve overall social cohesion which is critical to sustainable recovery outcomes.

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.

The [Australian Institute of Disaster Resilience, Community Recovery Handbook](#) recognises the varying scales and intensity of disasters and the impacts a disaster may have on a community.
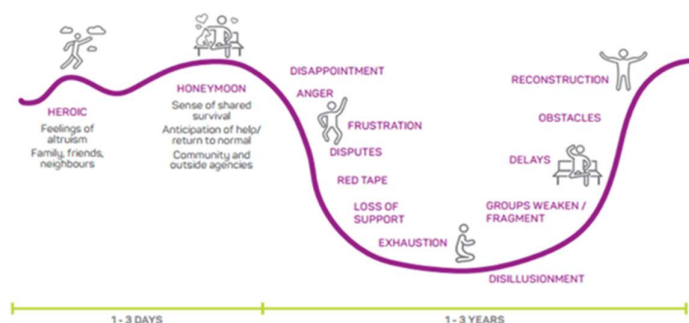

Figure 4 – Different phases that individuals and communities might experience post disaster[3]

4.2   Local Government

Section 4A of the DM Act states that *"local governments should primarily be responsible for managing events in their local government area"*.[4] Local government is recognised as the frontline for disaster management primarily due to the benefit of localised knowledge and networks and the services that they provide directly to the community. Council is responsible for coordinating disaster management arrangements including building the region's resilience through community engagement strategies.

Successful disaster recovery is dependent on clear and robust governance arrangements. Queensland's disaster recovery arrangements 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.

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[3] [community-recovery-handbook.pdf (aidr.org.au)](#)

[4] Disaster Management Act 2003: https://www.legislation.qld.gov.au/view/pdf/2022-04-08/act-2003-091

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.

4.2.1 Management of Recovery Generally

Following the impact of an event, the LDMG is responsible for acting on behalf of the community they serve and leading recovery efforts. Accordingly, recovery in the Burdekin Shire will be managed through the LDMG.

Should the need be identified by the Chairperson of the LDMG and the Local Disaster Coordinator, a Local Recovery Group may be formed as a subordinate subgroup to the LDMG.

This will be assessed on the following factors:
- Scale of the disaster
- Outstanding issues and impacts that require a coordinated, multi-agency approach
- Significance of disruption of the community's connectedness
- The community does not have the capability to recover independently
- People being unable to return to their properties in the long term
- Reconstruction or other impacts, such as contamination.

4.2.2 Local Recovery Group

An example of the structure that the Burdekin Shire Council Local Recovery Group may take if formed, including suggestions for supporting agencies, can be found in *Annexure 1 – Burdekin Shire Council Recovery Group Structure*.

The Local Recovery Group will be supported and assisted by the LDMG and will report back to the LDMG as required. The Local Recovery Group should include representatives from relevant organisations, who will inform and assist in recovery operations according to their area of expertise.   The Local Recovery Group may contain sub-groups responsible for each functional element of recovery and will be chaired by a Councillor, nominated by the Chairperson of the LDMG.

The Local Recovery Group may meet outside of a disaster to review documentation, member lists and any changes in government legislation and/or agencies. The Chair and Executive Officer for the Functional Recovery Group Human and Social, must attend quarterly meetings scheduled by the lead agency Department of Communities, Housing and Digital Economy.

4.2.3 Local Recovery Coordinator

The Local Recovery Coordinator is appointed by the Local Disaster Management Group prior to an event. Appointment of the Local Recovery Coordinator (LRC) to support the recovery phase after a disaster, is by the Local Disaster Management Group Chair.

To ensure clarity, the Local Recovery Coordinator is a subordinate role to the Local Disaster Coordinator.

4.2.4 Key Roles During Recovery

The Local Recovery Group, once established, has the following key roles:
- develop a recovery sub plan
- identify members of 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.

4.3 Disaster District

Section 4A (d) of the DM Act states that *"district groups and the State group should provide local governments with appropriate resources and support to help the local governments carry out disaster operations"*. The Burdekin LDMG works closely with the Townsville District Disaster Management Group to ensure alignment to the DM Act.

The Queensland Recovery Plan states that *"during recovery operations, a Disaster Recovery Group is encouraged to facilitate communication and information sharing within the district, and to state Functional Recovery Groups, through their FRG lead agency members. A Disaster Recovery Group 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"*[5].

Where local capacity to respond has been exceeded, assistance may be requested from the Townsville District Disaster Management Group. Accordingly, at a district level, functional lead agencies for each recovery functions may also establish groups to support ongoing recovery planning and preparedness.

The emphasis of community-led recovery lends itself to the notion that the local level is the entry point for recovery. The district provides resources to the local level based on impact assessments and agreed service delivery arrangements, ensuring that the required resources are available and prioritised accordingly.

4.4 State Government

The Queensland Recovery Plan[6] provides an understanding of the priority given to the impacted community and the lead role of the local recovery coordinator, local recovery groups and disaster management groups in facilitating local recovery initiatives as shown in figure 5. The local groups are supported by the district disaster management group, district recovery group and the state through functional recovery groups.

4.5 Federal Government

The National Emergency Management Agency (NEMA) leads the Australian Government disaster and emergency management efforts, in partnership with States, Territories and the Australian community. NEMA also manages the Australian Government Disaster Response Plan (COMDISPLAN 2020) 11 . This document highlights which States, and Territories may seek Australian Government assistance when the scale of an emergency or disaster exceeds or exhausts the jurisdiction's response capacity and capabilities, or where resources cannot be mobilised in sufficient time.

"COMDISPLAN 2020 derives its authority from the Australian Government Crisis Management Framework (AGCMF). The AGCMF outlines the arrangements enabling the Australian Government's 'all hazards' crisis management approach. This approach is a continuum of prevention; preparedness; response; and recovery."

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[5] Page 50, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline

[6] Queensland-Recovery-Plan-October-2021.PDF (qra.qld.gov.au)

Figure 5 - Queensland's disaster recovery arrangements Queensland Recovery Plan pg. 14[7]

5. Burdekin Profile

The Shire has an estimated resident population of approximately 16890 as at June 2022[8](ABS – Regional Population Group) and is categorised as a Rural Agricultural Very Large (RAV) Local Authority under the Australian classification of Local Governments.

The Community comprises approximately 50.8% males and 49.2% females which comprise approximately 4417 families[9].   Over 23.2% of the population is over the age of 65, and 16.8% is under the age of 14[10].   As of 30 June 2021, the median age for Burdekin LGA was 45.4 years[11].

There are 8254 dwellings, with the average median weekly household income of $1,345[12].

Covering more than 5,000 square kilometres, residents enjoy relaxed coastal country living, a great tropical climate and easy access to North Queensland's largest city, Townsville, which lies just 80km north of Ayr.   Abundant water supplies, fertile soils, and an average of 300 days of sunshine per year have resulted in the Burdekin becoming one of the strongest agricultural regions in Australia. The Burdekin River, combined with a massive underground aquifer and the Burdekin Falls Dam, make the district drought resistant.

The Burdekin's wealth of fertile soil, irrigation water and life-giving sunshine support current activities and emerging opportunities for farmers, businesses, and investors.

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[7] Queensland-Recovery-Plan-October-2021.PDF (qra.qld.gov.au)

[8] Source: ABS, Regional Population Growth, Australia (3218.0). Compiled and presented in economy.id.

[9] Source: ABS, Census of Population and Housing, 2021, General Community Profile - G29

[10] Source: ABS, Regional population by age and sex, 2021.

[11] Source: ABS 3235.0, Population by Age and Sex, Regions of Australia.

[12] Source: ABS, Census of Population and Housing, 2021, General Community Profile - G02.

The Shire's economy is firmly based on agribusiness, particularly the production and processing of sugar cane. The district produces about 8 million tonnes of sugar cane annually, from which 1.2 million tonnes of raw sugar is produced at the region's four large-scale mills generating an annual output of over $300 million[13].

Whilst the Burdekin has traditionally been a sugar cane growing district, Burdekin Shire Council has recently focused on facilitating opportunities for diversification to bring new and value-added industries to the district, increasing employment opportunities and stimulating the shire's economy. About 3400ha of the region is dedicated to other horticultural crops such as achacha, capsicums, mangoes, melons, pumpkins, and zucchinis. The district's agriculture, forestry and fishing sector is the largest employer, generating over 2,100 local jobs in 2021/22[14].

The Shire is renowned for having primary producers who are resilient, innovative, and keen to explore new opportunities to diversify their farming. Grains such as soybean, maize, sunflowers, and popcorn are becoming more commonly grown in the Burdekin. These alternative crops can result in improved sugarcane yields, lower input costs and additional income for growers that can be re-invested in the community.

The Burdekin also has a strong beef cattle farming sector contributing over $34 million[15] to the Shire's total agricultural output.

Whilst the Burdekin is one of Australia's richest agricultural regions, the area also boasts strong horticultural, aquaculture and manufacturing industries. It is recognised as having high levels of solar irradiation with two solar farms located in the district.

The aquaculture industry also continues to grow in the district, with Pacific Biotechnologies operating Pacific Reef Fisheries and an algal facility in Ayr.

6. Recovery Operations

6.1 Triggers for Recovery

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.

6.2 When to Activate

It is important to note that Recovery Sub-Group members may be required to provide responses to small-scale and localised events during times when the Recovery Sub-Group has not been formally activated. This coordination between agencies and provision of recovery services would be considered part of normal agency responsibilities.

Activation may occur when:
- The LDMG is activated to provide a coordinated response to an event;
- Council has received impact assessments detailing imminent or actual recovery needs resulting from an eligible disaster event

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[13] Source: Australian Bureau of Statistics, Value of Agricultural Commodities Produced. Australia, 2020/21. Cat. No. 7503.0

[14] Source: National Institute of Economic and Industry Research (NIEIR) ©2023. Compiled and presented in economy.id

[15] Source: Australian Bureau of Statistics, Value of Agricultural Commodities Produced. Australia, 2020/21. Cat. No. 7503.0

6.3 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.

6.4 Employing effective communications

Effective communication is crucial 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 and 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.

6.5 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.

Temporary recovery groups may be developed under direction from QRA, if required to assist with recovery after an event. An example of this is the additional recovery groups appointed to assist recovery efforts for COVID-19.

6.6 Event Specific Recovery Planning and Reporting

A state-wide Local Recovery Plan template has been developed to provide a snapshot of Recovery Operations and Planning and is attached in *Annexure 4 – Event Specific Local Recovery Plan.*

Event-specific recovery plans (when required) are developed in partnership with stakeholders, through a planning group, and include:

- short, medium, and long-term recovery priorities
- consideration of local capability
- restoration of key infrastructure and services, rebuilding, and rehabilitation
- 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
- anticipated end of recovery activities and the expected transition to community activities and a new normal
- Queensland Health directives regarding COVID-19 will also be considered in this planning phase.

Templates for event-specific recovery plans for state and local have been developed at a state level, and the template is available on the Queensland Recovery Hub[16] (see *Annexure 3 – Specific - Local Disaster Recovery Plan Report Template).*

Short, medium, and long-term priorities have been considered for all five pillars of recovery. Each pillar of recovery has its own sub plan that will assist in the planning, assessment, and decision-making during recovery. The sub plans contain priorities for each pillar and document strategies to manage the recovery phases and, other supporting documentation such as resource capabilities, media/community engagement templates and provides other considerations.

It is noted that, some disasters will not require an event specific plan.

6.7 Impact and Needs Assessments

Immediately after an event, there is a need to identify what the impact has been, and what needs to be done to ensure the safety of life and property and return the community to normal.

A post-disaster assessment can provide information regarding the degree of disruption experienced, as well as the services and needs required by individuals and communities affected by an event. This information can be used to set priorities and make decisions relating to response and the transition to recovery.
This includes providing services such as:

- the immediate provision of shelter, food, and clothing
- the restoration of affected utilities and communications
- Clearance of debris and other hazards resulting from an event.

6.7.1 Impact Assessments

Impact assessments examine how the event has affected the community. The information gathered should include:

- the geographical extent of the area impacts
- human effects and casualties, including:
  - dead, injured and missing
  - numbers of evacuees or displaced residents and where they have moved to
- damage incurred assessments including:

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[16] www.qra.qld.gov.au/recovery-hub/recovery-planning-templates

- 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, and communications
- impacts on agriculture
- impacts on food supply chains
- impacts on key economic resources such as businesses and 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.

6.7.2 Needs Assessments

Needs assessments examine the type, amount and priorities of assistance needed by an affected community after a disaster or emergency. Their purpose is to identify:

- needs of the affected community to save and sustain life
- 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.

6.8 Getting Resources and Information to the Community

6.8.1 Community 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 nongovernment 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.

6.9   Outreach

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

- To deliver psychological first aid
- To proactively assess the need for personal hardship assistance and/or to contribute to a general community needs assessment
- To provide information and resource materials to affected people
- To 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
- To make referrals where required.

This service usually commences as soon as the affected area is accessible and is safe for workers to enter.

The Community Recovery Sub Plan provides a framework for the coordination of recovery operations within the local government area and is supported by the procedures outlined in the Queensland Recovery Guidelines.

7. Other Supporting Documentation

- Community Recovery Support Organisations
- Community Recovery Remote Area Support Organisations
- Evacuation Centre Management Guidelines
- Recovery Hub Sites for 2023

8. Related Documents

- Burdekin Local Disaster Management Plan

- Burdekin LDMG Community Information & Warnings Sub Plan

- Burdekin LDMG Multi-Purpose Hall Place of Refuge Manual

- Burdekin Local Disaster Coordination Centre (LDCC) Standard Operating Procedures

- Burdekin Shire Emergency Action Guide

- Queensland Disaster Management Act 2003

- Standard for Disaster Management in Queensland

- Queensland Recovery Plan June 2023

- Queensland Government - Recovery

- Queensland State Disaster Management Plan - Queensland State Disaster Management Plan V1.2 Interim 2023

- Queensland Prevention Preparedness, Response and Recovery DM Guideline - Prevention Preparedness Response and Recovery Disaster Management Guideline

Annexure 1 – Burdekin Shire Council Recovery Group Structure

Documents are considered uncontrolled when printed or removed from their source location
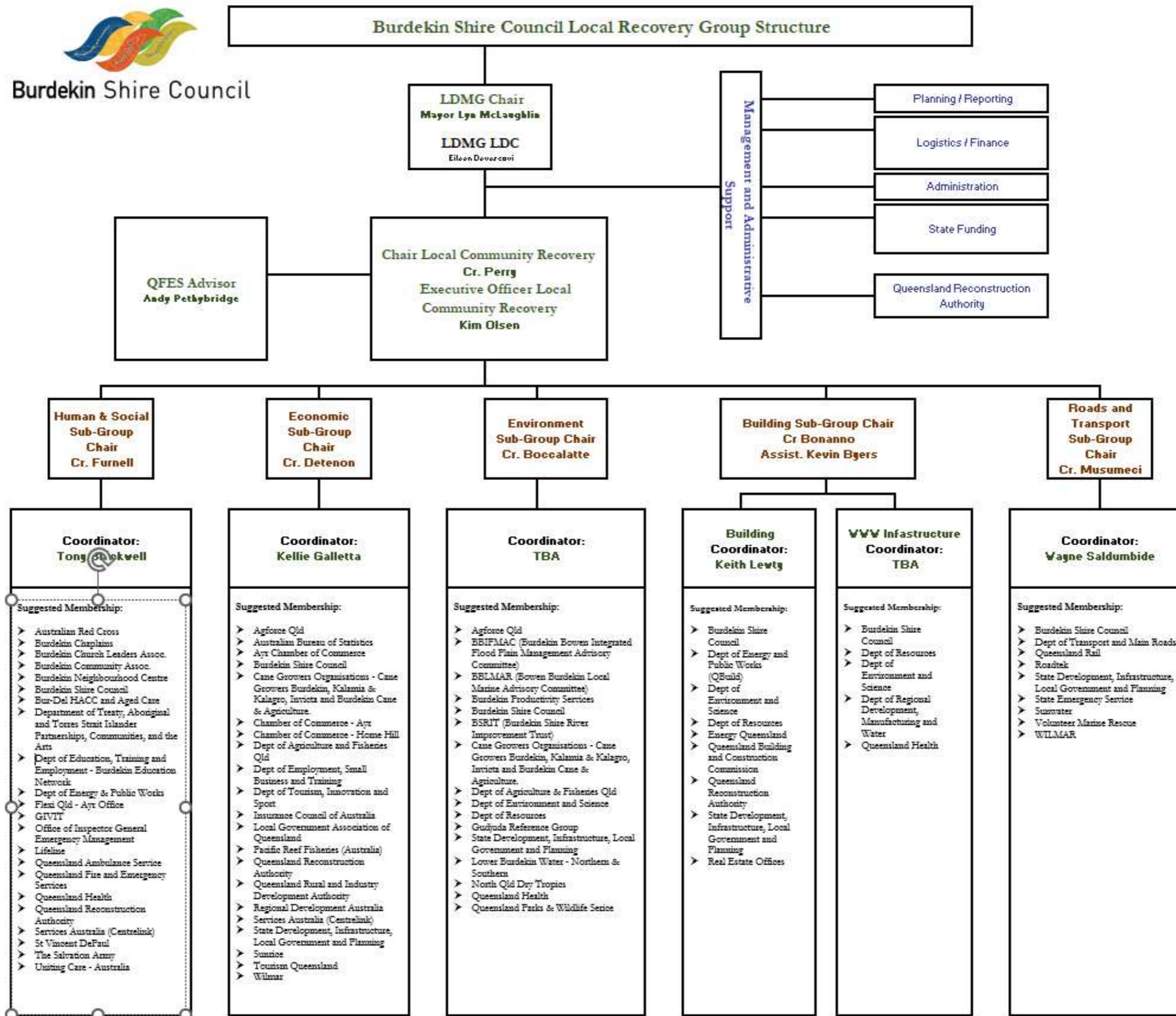
Annexure 2 – National Principles for disaster recovery and their application

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 communities 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.

Annexure 3 – Specific - Local Disaster Recovery Plan Report Template

Cover Page
Message from the Mayor/LDMG Chair or District Disaster Coordinator/District Recovery Coordinator

Table of Contents

Section One – Introduction

<u>Aim</u>
State the aim of the recovery plan.

<u>Scope</u>
State the scope of the recovery plan:

<u>Timing of plan</u>

<u>Audience</u>

<u>Exclusions</u>
Acknowledge that the recovery plan is dynamic and can be updated as required.

<u>Disaster background</u>
Provide a brief account of the development of the disaster. Where relevant, include meteorological information.

<u>Extent of known damage</u>
Provide details of the damage and disruption to communities, businesses, environment, and infrastructure.
Impacted regions

List the areas activated for Natural Disaster Relief and Recovery Arrangements/impacted by the disaster.

Section Two – Recovery

<u>Governance Framework</u>

Include information on governance arrangements to deliver and coordinate recovery operations through the plan, including key positions, recovery groups established and the relationship with other recovery groups at different levels within the state.

Reporting
Document that recovery progress of key recovery tasks will be monitored against key metrics through regular recovery status reporting.
Indicate the frequency of reporting and the mechanism to release reports to the public and other disaster management groups.

Resourcing
Advise possible sources of funding to deliver recovery activities.

Concept of operations
Advise the broad timings for recovery operations.

Assistance to communities
It may be appropriate to advise of business as usual and extraordinary assistance that may be provided to support individuals, families, and communities in their psychosocial recovery.

Annex A: Key Tasks

Identify key tasks necessary to achieve successful recovery outcomes in the areas impacted by the disaster. A table can be used to document:
• Task
• Description
• Lead agency
• Key milestones and outcomes
• Estimated completion date

Annex B: Key Metrics
Identify key metrics agreed upon by the recovery group/s. A table can be used to document:
• Task
• Metric
• Measure
• Description
Annex C: List of Abbreviations
List all abbreviations evident in the recovery plan.

Annexure 4 – Event Specific Local Recovery Plan

Burdekin Shire Council

Local Recovery and Resilience Plan
Endorsed by Burdekin Shire Council on dd mmmm yyyy

Burdel
Shire Cou

Recovery Narrative

About our community
Insert text here

About the disaster event
Insert text here

Local Recovery Group
Chaired by: name and role title

Key stakeholders
Insert text here (local or state stakeholders who are key to local recovery

Recovery Objectives

(1) Insert text here

Damage and Impacts

Human and Social
- Insert text here

Economic
- Insert text here

Environment
- Insert text here

Building
- Insert text here

Roads and Transport
- Insert text here

Recovery Timeframes

	Short term	Medium to long ter
Human and Social	(1) (2) (3)	
Economic		
Environment		
Building		
Roads and Transport		

Burdekin Shire Council

Local Recovery and Resilience Plan
Endorsed by Burdekin Shire Council on dd mmmm yyyy

Burdekin Shire Council | **DISASTER** MANAGEMENT

Recovery Plan Strategies

Human and Social
- Insert text here

Economic
- Insert text here

Environment
- Insert text here

Building
- Insert text here

Roads and Transport
- Insert text here

Recovery Reporting

Human and Social
- Insert text here

Economic
- Insert text here

Environment
- Insert text here

Building
- Insert text here

Roads and Transport
- Insert text here

Burdekin Shire Council

Local Recovery and Resilience Plan
Endorsed by Burdekin Shire Council on dd mmmm yyyy

Burdekin Shire Council | DISASTER MANAGEMENT

Human and Social
- Insert text here

Economic
- Insert text here

Environment
- Insert text here

Building
- Insert text here

Roads and Transport
- Insert text here

Measures of Success

Damage Location Map

Annexure 5 –Recovery Group Functions and Services

Human and Social

- 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).

Economic

- 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.

Environment

- 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.

Roads and Transport

- 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.

Building

- 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.