



**TOWNSVILLE  
LOCAL DISASTER  
MANAGEMENT GROUP**



# Local Recovery & Resilience Sub Plan

*Local Disaster Management Plan (LDMP) Sub Plan*

V7 July 2024



This plan is to be read in conjunction with the Townsville Local Disaster Management Plan (LDMP)

# Executive Summary

This Local Recovery & Resilience Sub Plan has been developed by the Townsville Local Disaster Management Group (TLDMG) to ensure robust arrangements are in place to support frontline disaster recovery operations in the Townsville Local Government Area (LGA).

**Section 1** provides an overview of the plan including the aim and objectives, ownership, functional responsibility and the support agencies required to implement the plan. It also provides links to other key documents that inform this plan.

**Section 2** relates to how the plan is activated, who needs to be notified and includes a visual aid flowchart as a quick reference guide.

**Section 3** provides an overview of the concept of operations for disaster recovery including the national principles, recovery stages, state functional lines of recovery and recovery groups, agency roles and responsibilities as well as information on recovery hubs, monitoring and evaluation, communications and reporting and identifying lessons and building resilience.

**Section 4** relates to the Local Recovery and Resilience Group roles and responsibilities including the Chairperson, Local Recovery Coordinator and functional recovery subgroup membership.

**Section 5** provides detail on the numerous types of recovery plan that may be required including transition plans, event specific recovery plans and functional recovery action plans.

**Appendices A-F** provide supporting information for each of the functional recovery subgroups and an example template for a functional recovery action plan.

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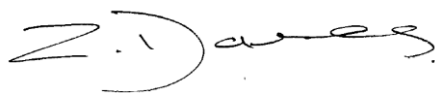
## Endorsement

This plan is recommended for distribution by the Townsville Local Disaster Management Group.



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Local Recovery Coordinator  
Townsville Local Disaster Management Group  
Date: 03/09/2024



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**Zac Dawes**  
Deputy Local Disaster Coordinator  
Townsville Local Disaster Management Group  
Date: 03/09/2024



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**Cr Andrew Robinson**  
Chair  
Townsville Local Disaster Management Group  
Date: 03/09/2024

## Version Control & Record of Amendments

Version No.	Issue Date	Amended by	Action	Date
01 Initial Plan	March 2018	Wayne Preedy (LDC) Eber Burton (LRC)	Initial Plan	12 March 2018
02	June 2018	Wayne Preedy (LDC)	Revised plan following consultation	15 June 2018
03	January 2019	Wayne Preedy (LDC)	Minor amendments	22 January 2019
04	March 2021	Wayne Preedy (LDC)	Revised plan following consultation	08 March 2021
05	June 2022	Wayne Preedy (LDC)	Annual Review	30 June 2022
06	June 2023	Wayne Preedy (LDC) Ryan Hall (LRC)	Annual Review	30 June 2023
07	July 2024	Zac Dawes Paul Needham	<ul style="list-style-type: none"> <li>• Annual Review</li> <li>• Consultation with Deloitte</li> </ul>	September 2024

## Consultation

Organisation	Role / Agency consulted?	Date distributed	Date comments were received
TLDMG	Chairperson Deputy Chairperson Local Disaster Coordinator Deputy Local Disaster Coordinator TCC ERG Core Member QPS Core Member QFD Core Member QAS Core Member SES Core Member Department of Housing Core Member TEL Core Member Ergon Core Member TLDMG Comms Core Member Shelters & Evac Centre Core Member THHS Core Member LRC Core Member	7 Aug 24	7 Aug 24

Organisation	Role / Agency consulted?	Date distributed	Date comments were received
TLDMG Advisory Members	Queensland Reconstruction Authority Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts		20 Aug 24
Townsville City Council			
TLDMG Local Recovery & Resilience Group	Local Recovery Coordinator Deputy Local Recovery Coordinator Coordinator Economic Subgroup Coordinator Human & Social Subgroup Coordinator Environmental Subgroup Coordinator Infrastructure Subgroup	7 Aug 24	8 Aug 24
Other			

# 1. Overview of Plan

## 1.1 Aim & Objectives of Plan

The aim of this Local Recovery & Resilience Sub Plan is to ensure robust arrangements are in place to support frontline disaster recovery operations within the Townsville Local Disaster Management Group (TLDMG) area of responsibility. The objectives are to:

- Detail the strategic framework for recovery planning of the LRRG
- minimise loss of life and injury
- minimise economic losses
- minimise any reduction of quality of life through enhancing resilience of the community infrastructure to perform during and after the event, emergency response strategies that effectively cope with and contain losses as well as recovery strategies that enable communities to return to acceptable levels of functioning as rapidly as possible
- Better position the community to cope with any future disasters
- Outline the roles and responsibilities of government and non-government partners for the coordinated delivery of recovery services.



## 1.2 Context & Assumptions

In accordance with the [Queensland Recovery Plan](#), 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).

The need for recovery may arise from a range of disaster events, often providing an opportunity to rebuild a stronger, more resilient community. 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 begins shortly after the response phase has begun and the impact has been identified. Recovery can be a long, challenging and complex process and is often considered the most resource intensive and protracted element within the context of the Prevention, Preparedness, Response and Recovery (PPRR) framework.

The TLDMG is responsible for disaster recovery operations in collaboration with identified functional lead agencies. Recovery arrangements need to be flexible to suit local needs, and to use resources effectively. Recovery planning and operations must be sufficiently flexible to deal with the needs of the impacted community, regardless of the nature of the disaster.

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.

Recovery is both a remedial, and a developmental process, that focuses on building a recovered and more resilient community. 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).

Whilst funded recovery programs under the joint Commonwealth/Queensland-funded [Disaster Recovery Funding Arrangements](#) have a two-year life span, it is recognised that the time it takes for a community to be recovered will vary based on the impact of the event and the individuals in the community.

Recovery will need to be properly organised, resourced and funded. Some of the ordinary business of council will need to be re-prioritised. Life in the community and council goes on and will need to be resourced. Council has an expectation that a significant portion of resourcing community recovery will come from Federal and State Government resources.

In the event that local resources are insufficient or overwhelmed to deal with the recovery process a request may be made to the District Disaster Management Group (via the Townsville LDMG) for additional resources and assistance.

## 1.3 Ownership

This sub-plan is owned by the Local Recovery Coordinator (LRC) on behalf of the TLDMG. All significant amendments must be approved by the TLDMG.

The LRC will ensure the:

- master document is retained with relevant supporting documents
- level of circulation of the sub-plan is determined by the TLDMG and details are recorded of copyholders
- sub-plan is updated and reviewed on at least an annual basis, or after activation, whichever is the sooner
- sub-plan is tested and exercised as determined by the TLDMG.

## 1.4 Functional Responsibility & Support Agencies

The LDC and LRC is to ensure all agencies and members of the TLDMG are aware of the Local Recovery & Resilience Plan. Each agency or support organisation is responsible for:

## 1.5 Links with Other Documents

This sub-plan is interdependent on, and should be read in conjunction with, the Townsville Local Disaster Management Plan (TLDMP). It links directly to all other sub-plans including the TLDMG Emergency Contact Lists. This sub plan also links to the:

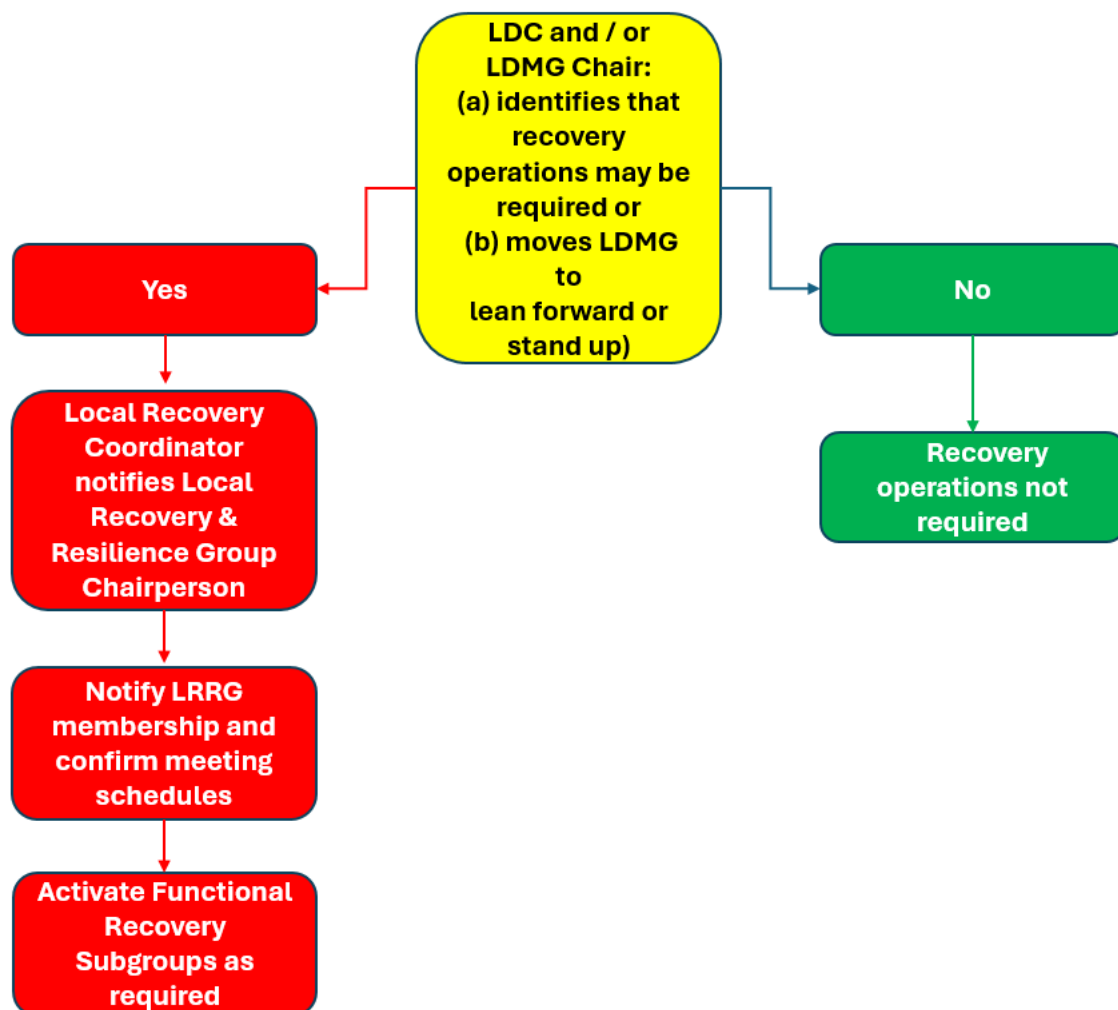
- Queensland Disaster Funding Guidelines 2021
- Queensland Strategy for Disaster Resilience

## 2. Activation & Notification Procedure

### 2.1 Activation of the Plan

The LDC and/or Chair of the TLDMG is responsible for assessing the potential for recovery operations and activating the Local Recovery Coordinator (LRC). Once activated, the LRC will notify the LRRG Chairperson, activate the Local Recovery and Resilience Group (LRRG) membership and activate the Sub Plan following consultation with the LDC.

### 2.2 Notification Flowchart



### 2.3 Notification Process

During the response phase, the TLDMG will consider the impact of the disaster. The LDC and/or Chair TLDMG is responsible for assessing the potential for recovery operations and activating the Local Recovery Coordinator (LRC). This assessment will be based on the LDC's experience and / or triggering the Townsville Local Disaster Management Plan to lean forward or stand-up status.

Once activated, the LRC will notify the LRRG Chairperson.

The LRC will notify the Local Recovery & Resilience Subgroup membership and confirm initial meeting schedules.

The LRC will activate the Local Recovery and Resilience Sub Plan.

If required, the LRC will activate one or more of the functional recovery subgroups. This decision will be made in consultation with the coordinator of each Subgroup and the relevant functional state lead agencies for recovery.

## 2.4 Activation Levels, Triggers & Communications

Recovery activation levels follow closely behind the response activation levels. This means that recovery actions are triggered early in the event cycle before the disaster has occurred. The table below identifies the recovery activation levels, triggers and communications.

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

Agencies responsible for recovery will be in the 'alert' level of activation when an event is imminent to ensure the recovery strategy and arrangements are in place. Commencement of impact assessment, review of preparedness arrangements and consideration of existing plans may occur at this time.

In the initial 'stand up' level of activation for response, recovery agencies will move to 'lean forward' or 'stand up' level of activation (depending on nature of event and community needs) of recovery and begin to gather information about the event (from impact assessments and community needs assessments if they have been conducted and situation reports etc.). At this time agencies involved in recovery operations may be reviewing intelligence from response agencies. Discussions regarding service delivery arrangements, operational governance requirements and operational planning will be occurring. When information has been received that requires agencies involved in recovery to provide resources to an individual or community, recovery transitions to the 'stand up' level of activation of recovery.

NOTE: activation may not occur in a sequential manner through these levels, depending upon the needs of the community and the extent/speed of the event.



## 2.5 Activation of the TLDMG Local Recovery & Resilience Group

If the event is of sufficient magnitude, the TLDMG Chair in consultation with the LDC/LRC may decide to activate the Local Recovery & Resilience Group to coordinate recovery operations.

The Local Recovery & Resilience Group is likely to be activated in the following circumstances:

- An event where significant loss or damage is sustained impacting the community, economy, environment and / or the infrastructure of the Townsville City Council area.
- An event that creates significant disruption to the communities' connectedness or overwhelms local resources or the capacity of the community to cope or recover independently.
- An event that the TLDMG determines has ongoing impacts and requires a coordinated and collaborative multi-agency approach to recovery.
- If requested to activate by the DDMG.

In the event that the *District Disaster Community Recovery Plan* / Committee are activated, the Local Recovery & Resilience Group (LRRG) may be required to assist the District Disaster Community Recovery Committee in undertaking recovery operations as determined by the Chair of the District Disaster Community Recovery Committee.

## 3. Concept of Operations - Recovery

### 3.1 National Principles for Disaster Recovery

Queensland and Townsville have adopted the [National Principles for Disaster Recovery](#) as detailed in the [Queensland Recovery Plan 2023](#) and the [Australian Disaster Resilience Handbook Collection: Community Recovery, Handbook 2](#). The TLDMG Local Recovery & Resilience Group will use these principles to guide recovery planning and decision-making.

The principles are:

Principle	Definition
Understand the context	Successful recovery is based on an understanding of the community context, with each community having its own history, values and dynamics.
Recognise complexity	Successful recovery is responsive to the complex and dynamic nature of both emergencies and the community.
Use community-led approaches	Successful recovery is locally led, community-centred, responsive and flexible, engaging with community and supporting them to move forward.
Coordinate all activities	Successful recovery requires a planned, coordinated and adaptive approach, between community and partner agencies, based on continuing assessment of impacts and needs.
Communicate effectively	Successful recovery is built on effective communication between the affected community and other partners.
Recognise and build capacity	Successful recovery recognises, supports, and builds on individual, community and organisational capacity and resilience.

## 3.2 Recovery Phases

The disaster recovery process can be categorised into three phases:

- 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)

The phases of recovery are depicted in Figure 1 below.



Figure 1: Stages of recovery

An indication of activities being undertaken at each of the three recovery stages is identified below:

### 3.2.1 Stage 1: Immediate recovery (post-impact relief and emergency)

Immediate recovery aims to address and support the immediate needs of individuals, businesses and the community affected by an event. This phase of recovery is challenging as it often coincides simultaneously with response operations. It is the period after a disaster when initial “relief” services are offered to the affected community whilst the full recovery framework is established. It is also the period when detailed recovery planning, including damage and needs analysis is undertaken.

The likely recovery activities conducted during this phase include:

- Impact and needs assessments commenced
- Provision of Evacuation Centres
- Provision of assistance to meet basic human needs
- Restoration of power, water and communication commenced
- Emergency funding, shelter, clothing and food distribution
- Roads re-open
- Psychological first aid, and personal support provided
- Consideration of Recovery Hubs
- Consideration of managing spontaneous volunteers and goods and services donations.

The transition from the response and short-term relief operations to the next phase of recovery needs to be carefully managed by the LDC and LRC working together. The transition will be characterised by the approval of the Transition from Response to Recovery Operations Report that will be prepared in Guardian IMS. This report is developed collaboratively between the LDC and the LRC for approval by the Chairperson of the TLDMG Local Recovery & Resilience Group.

### 3.2.2 Stage 2: Short-to-medium term recovery (re-establishment, rehabilitation and reconstruction)

This phase of recovery continues the coordinated process of supporting affected communities in the reconstruction of physical infrastructure, re-establishment of the economy and rehabilitation of the environment. During this phase, support for the emotional, social, and physical wellbeing of those affected continues. The recovery activities at this stage will assist the affected community to return to a state of normality, although the community may experience significant change resulting from the event.

The likely recovery activities conducted during this phase include:

- Impact and needs assessments finalised
- Essential service repaired and restored
- Key transport routes are operational
- Roads repairs underway
- Supply chains are returning to normal
- Schools reopen
- Funding to support recovery identified
- Insurance assessments underway
- Community support mechanisms operational
- Community development programs underway to reunite community
- Environmental restoration and biosecurity programs identified and underway
- Support for business is available
- Development of exit strategies.

### 3.2.3 Stage 3: Long-term recovery (restoration, rebuilding, reshaping and sustainability)

Long-term recovery is characterised by the ongoing restoration and rebuilding of physical infrastructure, restoration of the economy and of the environment, and reshaping to support sustainability of recovery measures in the longer term. During the transition phase, specialist recovery workers leave affected communities and systems start to wind down as normal community development and business as usual processes return. Long term recovery may last many months and in some cases many years after the event.

The likely recovery activities conducted during this phase include:

- Assets are restored, improved and operational
- Rebuilding phase finalised
- Longer term psycho-social support strategies for individuals, families and communities are established and operational
- Event anniversaries are acknowledged appropriately
- Key milestone achievements are acknowledged and celebrated
- Exit strategies are implemented.

The medium and long-term strategies not only focus on recovery but also on building community resilience. It is important to recognise that individuals, groups and communities may be at different stages of recovery simultaneously and recovery arrangements should reflect the non- linear nature of the process.

## 3.4 Queensland Government Roles and Responsibilities

The [Queensland Recovery Plan](#) - refer pg. 14-20 identifies the role and responsibilities of the DDMG and numerous State government stakeholders in recovery operations as follows:

- Queensland Disaster Management Committee (QDMC)
- Minister
- Leadership Board Sub-committee (recovery)
- State Recovery Policy & Planning Coordinator
- State Recovery Coordinator
- State Functional Recovery Groups
- Queensland Reconstruction Authority.

## 3.5 State Functional Recovery Groups

As outlined in the diagram below, Functional Recovery Groups (FRGs) coordinate and support the planning and implementation of Queensland's whole-of-community recovery activities across the five lines of recovery of Human and Social, Building, Roads and Transport, Economic and Environment; supporting local government to fulfil its recovery objectives.



With the knowledge that communities have the best understanding of their needs and what their path to recovery should look like, LRGs led by councils in impacted areas should be established to identify and prioritise their objectives in rebuilding and reconnecting after an event.

Membership of LRGs should include representatives from local governments, state agencies, community groups and businesses. Supported by Functional Recovery Groups (FRGs), these local groups should develop Local Recovery Plans which will remain dynamic documents that can be adapted and updated to meet the emerging needs and priorities of the impacted communities.



## 3.6 State Functional Lines of Recovery

Depending on the nature of the disaster, one or more of these five functional lines of recovery may be the focus of recovery operations. The responsible State Lead Agencies identified below will be invited to participate in the LDMG Recovery Group which will consider all five functional lines of recovery when planning and undertaking recovery operations:

Functional line of recovery	Description	State Lead Agency
Human and Social recovery	Focuses on supporting the emotional, social, physical and psychological health and wellbeing of individuals, families and communities following a disaster.	Department Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts (DTATSIPCA)
Economic recovery	Focuses on rectifying the direct and indirect impacts on the economy as a result of a disaster.	Department of State Development and Infrastructure (DSDI)
Building & Assets recovery	Focuses on rectifying damage and disruption which inhibits the capacity of essential services and the building sector, including housing, accommodation, education and health facilities.	Department Housing, Local Government, Planning & Public Works (DHLGPPW)
Environmental recovery	Focuses on rectifying the impacts on the natural environment as a direct result of a disaster or through a secondary impact or consequence. Impacts to the environment may include damage or loss of flora and fauna, poor air quality, reduced water quality, land degradation and contamination, as well as cultural and built heritage listed place issues.	Department of Environment, Science & Innovation (DESI)
Roads and Transport recovery	Focuses on rectifying the effects of a disaster on transport networks, including road, rail, aviation and maritime normally result in difficulty accessing communities and disruption to critical supply chains (both in and out of the impacted area). Restoration of these networks, or the identification of alternatives, is a priority in disaster recovery.	Department of Transport & Main Roads (DTMR)

## 3.7 Recovery Support Organisations

There are a range of government, non-government and volunteer organisations that can provide recovery support to affected communities. Refer:

[https://www.qra.qld.gov.au/sites/default/files/202010/Recovery\\_contacts\\_October\\_2020.pdf](https://www.qra.qld.gov.au/sites/default/files/202010/Recovery_contacts_October_2020.pdf)

## 3.8 Recovery Hubs

Residents can seek assistance via Community Recovery Hotline - 1800 73 349, Community Recovery Portal which is activated following a disaster or at Recovery Hubs. Recovery Hubs are managed by the Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts (DTATSIPCA) with support from the TLDMG. They may provide a range of services to facilitate recovery including welfare, support, financial and emotional recovery services. . .

Recovery Hub agencies will vary dependent on the type of event and impacts experienced. Agencies may include but are not limited to:

- Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts Townsville City Council
- Lifeline
- Red Cross
- Salvation Army
- Insurance Council of Australia
- Local Service providers
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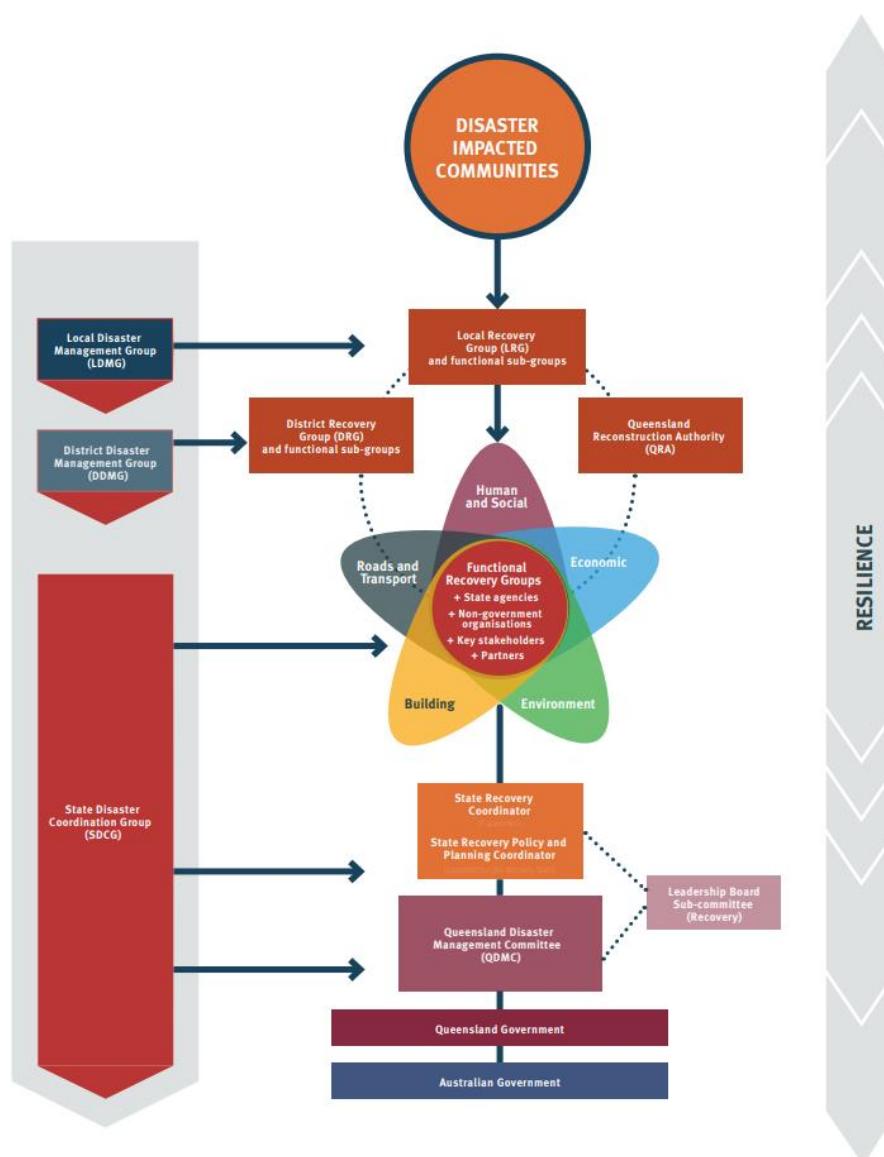
Recovery Hubs may be centralised or can be mobilised establishing a “Pop-Up Hub” for specified timeframe to meet the needs of the local communities and the disaster.

## 3.9 Communications & Reporting

All public information released as part of recovery operations will be managed in accordance with the [TLDMG Public Information & Warnings Sub Plan](#) and Townsville City Council's media policy.

Internal reporting will take place as per Townsville City Council's standard operating arrangements e.g. reports to Council. Etc.

Regular situational reporting will take place across Queensland's Disaster Management Arrangements throughout recovery operations. This diagram outlines the reporting framework which informs roles and responsibilities across levels of government in recovery.



The schedule of SITREP reporting will be determined by the TLDMG Local Recovery & Resilience Group Chairperson in negotiation with the District and State Recovery Groups. A Recovery SITREP template is available in Guardian IMS.

The Local Recovery & Resilience Group Chairperson and LRC will report regularly to the TLDMG.

### 3.9.1 LRRG Communication Plan

The LRRG, should develop a communication plan in consultation with TLDMG Communications. This will include:

- Information on event-specific recovery plan:
- planned measures in place.
- progress of recovery operations and
- sources of recovery related information for individuals and communities.

The communication plan will also outline strategies for engaging with affected individuals and communities, building on existing links with community and cultural leaders and/or networks. This will ensure effective recovery-related issues and strategies for their resolution are identified, and service delivery arrangements are in place.

The communication plan needs to identify communication pathways between recovery groups at each level, sub-groups, stakeholders and the media. It also needs to consider requirements for each stage of recovery operations, transitional arrangements.

The communication planning strategy should be incorporated in the relevant TLDMP and functional lead agency recovery plans. The communication planning strategy should be consistent across all plans, so the strategy is executed smoothly during operations.

## 3.10 Finance & Resources

Financial management during recovery operations will be in accordance with the TLDMG Financial Management Sub Plan.

The Local Recovery & Resilience Sub Plan applies to emergency/disaster events occurring within the Townsville LGA whereby local resources are sufficient to deal with the process of recovery.

In the event that local resources are insufficient or overwhelmed to deal with the recovery process a request may be made to the District Disaster Management Group (via the TLDMG) for additional resources, assistance and/or activation of the District Disaster Community Recovery Plan. Refer to the [TLDMG Logistics Sub Plan](#).

## 3.11 Monitoring & Evaluating Framework

The [National Monitoring and Evaluation Framework for Disaster Recovery Programs](#) provides a consistent approach to evaluating individual recovery programs for their effectiveness in achieving desired outcomes and providing valuable learnings to improve the design and delivery of subsequent programs.

## 3.12 Identifying lessons and building resilience

Following an event, effective recovery arrangements should help re-establish resilience within individuals and communities as soon as possible.

Communities that are resilient typically have the following characteristics:

- trust
- social cohesion
- supporting attitudes and values
- leadership
- a sense of community
- effective communication and information
- collective efficacy
- community involvement
- resource dependency
- social capital
- existing norms
- engagement with government.

Other elements that support a community's resilience include the sustainability of social and economic life, including the ability to withstand disruption. The following assets need to be considered when assessing community resilience to disasters:

- human capital: labour power, health, social wellbeing, nutritional status, education, skills and knowledge
- social capital: those stocks of social trust, interconnectedness, norms, and social and economic networks that people can draw upon to solve common problems and support community functioning— social capital is mediated through networks and group membership (formal and informal)
- physical capital: houses, vehicles, equipment, infrastructure, information technology, communications, livestock, assets, etc.
- natural capital: access to land, water, wildlife, flora, forest
- financial capital: savings, tradeable commodities, access to regular income, insurance, net access to credit
- political capital: individual/group/community ability to influence policy and the processes of government—political capital is underpinned by the mutual communication between government and citizens, which allows citizens to participate in the formulation of policy and the provision of government services (ILO & FAO 2009).

[Source: Australian Disaster Resilience Handbook Collection: Community Recovery, Handbook 2\)](#)

The objectives of building community resilience are to:

- minimise loss of life and injury
- minimise economic losses
- minimise any reduction of quality of life through enhancing resilience of the community infrastructure to perform during and after the event, emergency response strategies that effectively cope with and contain losses as well as recovery strategies that enable communities to return to acceptable levels of functioning as rapidly as possible
- Better position the community to cope with any future disasters

Successful recovery should have an emphasis on:

- Developing strategies (i.e. community education activities) with individuals and communities to prepare them for future events and outline how they will recover from such events. These strategies and arrangements should be detailed in relevant plans
- Putting in place strategies/arrangements described in the relevant plan as soon as possible to ensure a rapid recovery, and to re-establish resilience as soon as possible
- Engaging communities to build individual skills and trust through the transfer of problem solving and planning skills, and through the development of sustainable networks
- Working with leaders and their networks to understand what could be improved after an event, to increase an individual's and a community's resilience for the next event.



## 4. Townsville Local Recovery & Resilience Group Roles & Responsibilities

### 4.1 TLDMG Recovery & Resilience Group Chairperson

A Councillor of TCC is the Local Recovery & Resilience Group Chairperson.

The LRRG Chairperson is responsible for chairing the LRRG meetings and for supporting the Local Recovery Coordinator to ensure recovery efforts and activities are effectively coordinated and implemented across the region. A [Terms of Reference](#) is available that can be adapted to the specific circumstances of the event.

### 4.2 Appointment of Local Recovery Coordinator

Appropriately qualified and authorised persons have been appointed by the CEO of Townsville City Council to take the role of Local Recovery Coordinator (LRC) to coordinate and facilitate local recovery operations should the need arise. The LRC is a core member of the TLDMG. The LRC and the LDC should liaise regularly to ensure that response operations support the recovery effort and the LRC has good situational awareness to ensure their disaster recovery planning is relevant to the community. Indicative duties of the LRC include:

- 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, and infrastructure
- Performing the role of conduit between community and government
- Developing and implementing effective strategies for community participation and partnership in the recovery process
- Liaising with functional lead agency representatives at the local and district levels
- Liaising with the District Disaster Management Group (DDMG) and State Recovery Coordinator throughout the recovery process
- Providing advice to state government on the needs and responses of the affected individuals, communities and other sectors
- Undertaking a post-operation debrief and providing a final report to the TLDMG at the conclusion of recovery operations
- Providing or delegating the responsibility for ongoing recovery reporting on the progress of the event-specific recovery plan.

A checklist for the Local Recovery Coordinator is available in Guardian IMS.

## 4.3 Local Recovery & Resilience Group Membership

The Local Recovery & Resilience Group may be comprised of the following members. Membership will be tailored relevant to each event.

<b>Meeting frequency:</b>	At least twice per year		
<b>Membership:</b>	<b>Organisation</b>	<b>Responsible Person</b>	<b>LRRG Position</b>
	Townsville City Council	Councillor	Member - Chair
	Townsville City Council	Councillor	Member - Deputy Chair
	Townsville City Council	Chief Planning and Development Officer	Member - Local Recovery Coordinator
	Townsville City Council	Director Community Environment and Lifestyle	Member - Deputy Local Recovery Coordinator
	Townsville City Council	General Manager Commercial and Financial Services	Member - Coordinator, Economic Sub-Group
	Townsville City Council	Chief Sustainability Officer	Member - Coordinator, Environmental Sub-Group
	Townsville City Council	General Manager, Community & Lifestyle	Member - Coordinator, Human - Social Sub-Group
	Townsville City Council	General Manager, Major Projects	Member - Coordinator, Infrastructure Sub-Group
	Queensland Police Service (QPS)	Emergency Management Coordinator	Advisor
	Townsville City Council	Local Disaster Coordinator	Advisor
	Queensland Police Service (QPS)	Executive Officer, DDMG (or Deputy)	Advisor
	Queensland Reconstruction Authority	Representative	Advisor
	Dept of Treaty, Aboriginal Torres Strait Island Partnerships, Communities & the Arts	R Chair - District Human and Social Recovery Group	Advisor

Responsibilities:	<p>Just as the TLDMG has the role of coordinating disaster response activities in the local government area, the LRRG has the role of coordinating disaster recovery activities in the local government area, in liaison with functional lead agencies and the State / District Recovery Groups.</p> <p>The LRRG is required to meet twice per year regardless of disaster events, as well as during and after an event has occurred and as determined by the Chair, TLDMG. The LRRG provides:</p> <ul style="list-style-type: none"> <li>a forum for agencies to discuss the effect of the event/disaster on agency service provision and plan for a coordinated approach to the recovery and community resilience building process.</li> <li>community consultation to allow the community to be part of the recovery and community resilience building process.</li> <li>coordination of recovery management and information management process at the local level.</li> </ul>
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For further details, refer to confidential contact list in Guardian IMS.

## 4.5 Proposed Functional Recovery Subgroup Membership

Often a disaster will be of such a scale that all functions need to be addressed to effect recovery. To assist with managing capacity and resourcing issues and to reflect other areas of infrastructure that Townsville City Council is responsible for i.e. water, wastewater and waste, the TLDMG Local Recovery & Resilience Group will organise itself with four Functional Recovery Subgroups to address the five lines of recovery as follows.



Membership will be determined in response to each event. The above is to be used as a guide to ensure the State government functional lead agencies for recovery as well as relevant local government elected officials and officers and non-governmental, business and community representatives are considered as applicable to each event.

Each Recovery Sub Group has a senior council staff member with a background in that element as a Coordinator (e.g. Human Social (e.g. Human Social Coordinator is General Manager, Community & Lifestyle). [Terms of Reference](#) for the Local Recovery & Resilience Group and each Functional Recovery Sub Group will be reviewed by coordinators when the recovery group “is activated to Alert status.”

Appendix A-E has been developed to assist each subgroup comprehensively consider the key issues that arise following disasters reflecting each area of recovery.

Which Subgroups are established, will depend upon the scale of the event and the complexity of the recovery effort. It is important to note that response and recovery needs to be scalable and adaptable. It may simply be a small number of households in a particular geographic location require recovery assistance rather than focussing on a whole of community approach.

This plan acknowledges that successful community recovery requires attention to all aspects of recovery. As well as recognising these elements, the plan takes a whole-of-community approach and develops strategies, which identify agencies and services in these) elements, thus giving the community a high degree of self-determination.

## 5. Recovery Plans

### 5.1 Local Recovery & Resilience Sub Plan

The Local Recovery and Resilience Sub Plan is the overarching “peace time” plan for recovery that establishes the framework (e.g. groups, processes, etc.) for how recovery will be undertaken. The following plans are event-specific and will be developed as an event unfolds:

### 5.2 Transition Plan

The Transition Plan is a critical document and marks the formal handover from response to recovery operations. The transition will be characterised by the approval of the Transition from Response to Recovery Operations Report that will be prepared in Guardian IMS. This report is developed collaboratively between the LDC and the LRC for approval by the Chairperson of the LRRG.

### 5.3 Event Specific Recovery Plan

The [Queensland Reconstruction Authority](https://www.qra.qld.gov.au/our-work/recovery-hub/recovery-templates) have developed a process to develop an event-specific Local Recovery Plan. The methodology, action plan template and the ‘plan on a page’ Local Recovery Plan template can be found here: <https://www.qra.qld.gov.au/our-work/recovery-hub/recovery-templates>.

The Townsville LDMG developed an event specific plan on a page for the [Monsoonal Flooding in 2019](#). “Plans on a Page” provide a visual representation of our needs and priorities, as well as desired outcomes (i.e. what we are working to achieve) in relation to a specific event. These plans are developed in conjunction with Queensland Reconstruction Authority (QRA) Liaison Officers and all of the agencies involved in recovery.

The LRC is responsible for working with the TLDMG Local Recovery & Resilience Group (where activated) to develop the plan and then for obtaining endorsement for the event-specific recovery plan from the TLDMG. If developed, an event-specific Recovery Plan should be adopted by Townsville City Council. Following adoption, the plan should be uploaded to the Council website and promoted to the local community on a regular basis including regular monitoring and reporting.



## 5.4 Functional Recovery Action Plan

Functional Action Plans will be developed by each Functional Sub Group (i.e. Economic, Human-Social, etc.) for a specific event. 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. An example of a Functional Recovery Action Plan can be found at Appendix E.

At each subsequent meeting of the LRRG, the action plans for each functional Sub Group may be reviewed, with the Event Specific Plan being updated as required. The revised Implementation Plan should consider:

- emerging issues.
- additional actions that may be required.
- roles and responsibilities.
- arrangements for ongoing coordination across the functions; and
- progress against the original requirements.

Copies of completed action plans must be submitted to the LRRG. Copies of the Functional Recovery Action Plans should be stored by the relevant functional groups for corporate governance

### 5.4.1 Functional Action Plan Considerations

When developing the Event Specific Recovery Plan, the LRRG and the respective Functional Sub Group should consider the following:

- issues identified from information gathered by impact assessments
- arrangements outlined in existing functional plans
- how to allocate actions and responsibilities across the four recovery functions to inform the development of action plans
- arrangements for overall coordination of recovery operations
- how to develop strategies for recovery with the affected community which detail the vision, goals and project outcomes of the recovery strategy
- 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 Plans
- determining appropriate community engagement and communication strategies and,
- transitional and exit strategies, as well as strategies for conducting a debrief and evaluation of recovery operations.

When developing Functional Action plans, the following should be considered:

- Council is not responsible for providing food, money and other items, to community members.
- The TLDMG and LRRG will liaise with local and major suppliers and QPS regarding resupply in line with standing arrangements and policy guidelines.

## Appendix A: Human Social Recovery

**Human and Social Recovery** - includes personal support, psychological services, temporary accommodation (not evacuation Centres), financial assistance and repairs to dwellings. Department of Treaty, Aboriginal and Torres Strait Islander Partnership, Communities and the Arts (DTATSIPCA) becomes the functional lead agency for community recovery in a disaster event once local resources have been exhausted. DTATSIPCA require a Request for Assistance through the Townsville District Disaster Management Group (DDMG) for activation.

### 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.

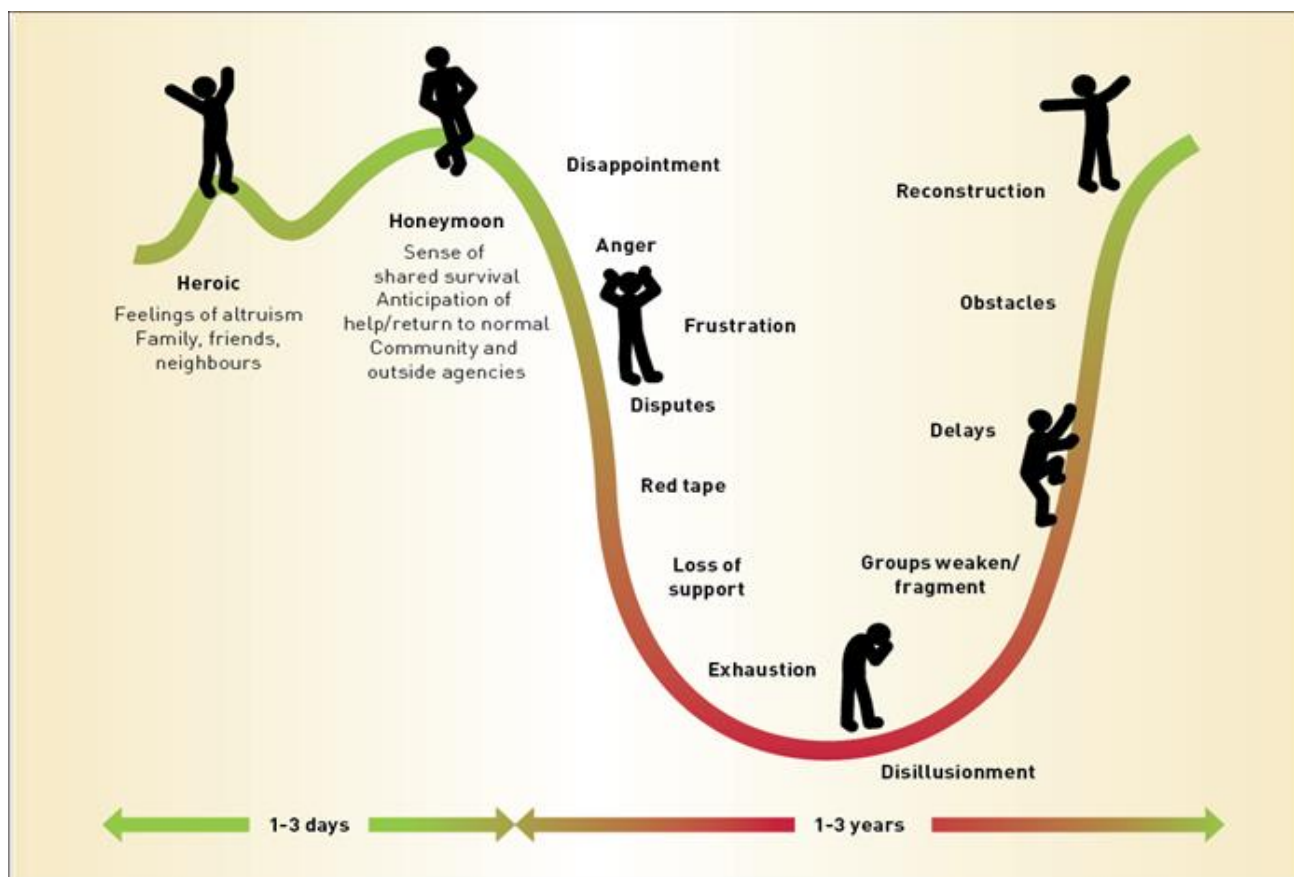
There is increasing recognition that the processes used by government and other key recovery agencies to interact with communities are critical and can impact either positively or negatively on the capacity of individuals and groups to manage their own recovery process. Individuals and communities have 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.

## Psychosocial Recovery Phases

Individuals and communities may be affected by traumatic incidents at any time. Regardless of the scale of the event and the number of people affected the nature of the emotional response of the individuals involved is likely to be similar. There is certain predictability about the reactions of communities and individuals to disasters. At the community level, it is not uncommon to witness the following phases:



Source: [Australian Disaster Resilience Handbook Collection: Community Recovery, Handbook 2](#)

It is important to note that while these reactions are talked about as 'phases' this does not mean that they will occur for all people at the same time or in a sequential manner.

Strong feelings such as shock, fear, anger, helplessness, sadness, shame and guilt are often expressed throughout these phases by individuals that have experienced a disaster.

It is also important to recognise that emergency services personnel, recovery workers and administrators including council staff will be affected in similar ways. The most common mistake in determining staffing requirements is to underestimate the duration of recovery operations and the high stress these workers will perform under. Overloading of staff will occur if adequate arrangements have not been made to perform their normal duties.

It is therefore essential that council Managers be aware of the strains that may be placed upon them and their staff, and that suitable arrangements are made to provide the necessary support if required. Managers should consider the capacity of their staff to work under pressure in a rapidly changing environment, prior to appointing them to a disaster recovery role.

It is important that we understand the functional areas of recovery and the phases when each may or may not be implemented, for example it may be that only the Human & Social aspect of recovery is required for our community.

## Human Social Action Plan

- 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 and uninsured/underinsured household loss and damage.
- Safety, security and shelter
- Health
- Psychosocial wellbeing.

## Immediate/Short Term (Relief)

Conduct immediate needs assessment.

- What has been the impact on individuals and families? how many affected?
- mortality and injury?
- potential for psychological/emotional trauma?
- displacement?
- loss of property?
- loss of pets/companion animals?
- isolation?
- individuals or groups with special needs?
  - What are priority needs (for affected community and recovery operations)? safety?
  - water, food?
  - psychological first aid?
  - emergency accommodation?
  - personal needs?
  - reuniting families?
  - material and financial?
  - transport?
  - health/medical?
  - communication?
  - information?
  - community meeting spaces and connectivity?
  - culturally specific needs?

## Medium term Recovery

Conduct medium-term recovery needs assessment.

- What are evolving medium-term recovery needs?
- psychosocial support?
- temporary accommodation?
- material and financial support?
- health/medical?
- communication?
- information?
- assistance with recovery processes (e.g. grants, insurance, clean up)?
- community meeting spaces and connectivity?
- culturally specific needs?
- If required, implement outreach programs.
- Ensure that displaced persons are connected and able to re-engage with their 'home' communities.
- Provide psychosocial support mechanisms.
- Provide support and resources to enable people to access services, including interpreters to cater for cultural and linguistic diversity, resources for people with mobility, vision and hearing impairment, and for people with a cognitive disability.
- Consider the needs of tourists and persons from interstate and overseas.
- Ensure that planning and implementation of services and activities maintain an awareness of cultural implications for various groups.
- If established, coordinate the management and operation of recovery centres.
- Monitor and manage public health advice, safety and disease control.

## Long term Recovery

- Are food and water supply secured?
- Is safety and security adequate?
- Do all displaced persons have access to private, self-contained accommodation?
- Are personal health and clinical services restored?
- Are public health issues adequately managed?
- Ensure that persons with special needs are not forgotten in planning processes.
- Establish systems for ongoing psychological/emotional support for affected persons.
- Ensure the redevelopment of social networks and connections.
- Establish ongoing information provision.

## Partners/stakeholders

Partners/stakeholders in the social environment include:

- affected communities
- response agencies
- State And Australian Government (health and human services, communities, education, housing, public health)
- non-government organisations (Red Cross, Salvation Army, voluntary organisations and service clubs)
- Local Government
- health authorities, doctors, community health
- representatives of sectors or groups—ethnic, rural, social and sporting clubs
- media

## Appendix B: Infrastructure Recovery

**Infrastructure Recovery** - includes government structures, transport, essential services and communications. A number of separate State Government departments and non- government organisations will have key functional responsibilities for their respective element of infrastructure recovery in a disaster event, such as Department of Housing, Local Government, Planning & Public Works (DHLGPPW), for buildings and Department of Transport and Main Roads (DTMR) for roads and highways,

### Infrastructure Action Plan

- Damage to housing stock, commercial and industrial buildings and structures, rural structures, and infrastructure facilities.
- Queensland Rural & 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 (e.g. Flood risk reduction) when planning for rebuilding and reconstruction.
- Manage and dispose of waste

## Appendix C: Economic Recovery

**Economic Recovery** - includes recovery as it relates economic, business, industry and worker impacts. The Department of State Development and Infrastructure is the functional lead agency for economic recovery. Experience has demonstrated that effective recovery management following a disaster depends on planned procedures, trained employees, identified resources and planned distribution processes.

### Economic Action Plan

- 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 and Townsville Enterprise Limited.
- 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.



## Appendix D: Environmental Recovery

**Environmental Recovery** - includes recovery as it relates to environmental parks, coastlines, waterways, wildlife and pollution. A number of State Government departments led by Department of Environment, Sciences & Innovation and non-government organisations will have key functional responsibilities for elements of environmental recovery in a disaster event.

### Environmental Action Plan

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

### Operational activities

#### Immediate

- Conduct risk management.
- Make an immediate impact assessment.
- What are priority needs for the natural environment?
- containment of contaminants?
- rescue of wildlife?
- emergency erosion stabilisation?
- emergency action for threatened species?
- management of stormwater runoff?
- restoration of habitat?

## Short to medium term

- Ongoing risk management process with continuous monitoring.
- What are evolving short- to medium-term needs? clean-up of contaminants?
- rehabilitation of damaged areas?
- ongoing care and management of endangered species and injured wildlife?
- response operations damage restoration?
- ecological impact assessments?
- management of ongoing erosion?
- prevention of further contamination—weeds invasion, fungal disease from response/
- recovery operations?
- restoration of social amenity?
- recovery of damaged natural resources?
- Restoration of social wellbeing elements essential for community wellbeing, such as sporting fields, parks, exercise facilities, and open spaces.

## Long term (ongoing)

- Identify opportunities to improve the natural environment during reinstatement.
- Are there opportunities to improve/upgrade amenity and/or ecosystems from previously degraded conditions?
- Are there opportunities to restore natural environment elements to be sustainable and more resilient to future events?

## Partners/stakeholders

Council has limited capacity to provide for environmental recovery and, therefore will require considerable assistance from outside the local area to manage any environmental damage. State government agencies may provide this assistance.

Partners/stakeholders in the natural environment include:

- affected communities
- Government agencies (parks, conservation and land management, stream management, environmental protection agencies)
- local government
- Landcare, 'Friends of' environment groups
- wildlife rescue services
- catchment management authorities
- others as required (dependent on emergency event and local needs).

## Appendix E: Example Template -Functional Recovery Action Plan

Priority	Issue or need	Project or initiative to address need	Support	Funding secured? Yes / No Estimated Cost	Who will implement the project	Assessed Benefits			Supporting Information
						Community	Economy	Environment	
1.	E.g. Coordination of Individual and Family Support								
2.	E.g. Address failure of mobile telecommunications								
3.	E.g. Weed Control								
4.	E.g. Road restoration								

### GLOSSARY / ACRONYMS:

**ARC:** Australian Red Cross

**CALD:** Cultural and Linguistically Diverse

**DAF:** Department of Agriculture & Fisheries

**RFDS:** Royal Flying Doctor's Service

**NGO'S:** Non-government Organisations



**TOWNSVILLE  
LOCAL DISASTER  
MANAGEMENT GROUP**

