PALM ISLAND
LOCAL DISASTER MANAGEMENT PLAN
2023 — 2024

PALM ISLAND

ABORIGINAL SHIRE COUNCIL

EMERGENCY CONTACTS

In an emergency, always dial **000**

TTY emergency call **106**

Text telephone, for the hearing or speech impaired

State Emergency Service (SES). **132 500**
132500.qld.gov.au
SES Assistance QLD App

National Security Hotline **1800 123 400**

ANIMAL EMERGENCIES

Animal Control Palm Island 4770 0200
Department of Agriculture and Fisheries . . 13 25 23

DISASTER AND EMERGENCY INFORMATION

Queensland Alert . . . . .qld.gov.au/alerts

DONATION OF GOODS TO AFFECTED PEOPLE

GIVIT . . . . givit.org.au

ELECTRICAL PROVIDER (ERGON)

Emergency and Faults 13 22 96
Life-threatening emergencies only .000 or 13 16 70
General enquiries 13 10 46

FOOD SUPPLIES

Bwgcolman Supermarket - Palm Island . .4770 1171
ceqld.org.au/location/abis-palm-island

Sunset Snack Foods. 4770 1190
1 Beach Road, Palm Island Qld 4816

HEALTH

Joyce Palmer Health Service. 4752 5100
health.qld.gov.au
Beach Rd, Palm Island Qld 4816

QHealth .13 HEALTH (13 43 25 84)

NATIONAL RELAY SERVICE

Teletypewriter. 133 677
Speak and listen 1300 555 727
SMS relay. 0423 677 767
Internet relay users. . . . . . internet-relay.nrscall.gov.au
Captioned relay users captioned-relay.nrscall.gov.au

NON-LIFE-THREATENING FIRE, EMERGENCY OR RESCUE INFORMATION

Queensland Fire and Emergency Services. . 132 500
qfes.qld.gov.au

Marine Rescue Queensland . . . . . . .18 000 RESCUE
www.marinerescueqld.org.au

Volunteer Marine Rescue (Burdekin) 4783 1014
Coastguard - Ingham. . . . . .4777 8110 or 0429 778 110
Coastguard - Townsville. . . 47714831 or 0418 762 851

PALM ISLAND ABORIGINAL SHIRE COUNCIL

General enquiries 4770 0200
including emergencies-all hours
palmcouncil.qld.gov.au

POLICE

Crime Stoppers. 1800 333 000
Policelink. 131 444
Palm Island Police Station 4770 1802
police.qld.gov.au/station/palm-island-station

PREPARING FOR AN EMERGENCY OR DISASTER

Get Ready Queensland. . . . . qld.gov.au/getready

QLD GOVERNMENT COMMUNITY RECOVERY

Hotline 1800 173 349
qld.gov.au/community/disasters-emergencies

RADIO

Triple M. . . . . .102.3 fm
triplem.com.au/townsville

Bwgcolman Radio. . . . . .97.3 fm
bwgcolmanradio.com.au

4K1G (Too Deadly Radio). . . . . .107.l fm
4klg.org

TELECOMMUNICATIONS

Telstra . . . . .telstra.com.au

Telstra First Nations Connect 1800 444 403
telstra.com.au/first-nations-australians

Telstra Business. 13 29 99

Translating and Interpreting Service (TIS National)
tisnational.gov.au

TRAFFIC AND TRANSPORT

QLDTraffic 13 19 40
qldtraffic.qld.gov.au

TRANSPORTATION

Sealink Qld (Ferry Service). 4726 0800
sealink.com.au
Sealink Breakwater Terminal
2-14 Sir Leslie Thiess Drive, Townsville Qld 4810

Hinterland Aviation (Air Service) 4759 3704
hinterlandaviation.com.au

Palm Island Barge Company 4777 8282
palmbarge.com.au
Lot 392 Old Jetty Road, Lucinda Qld 4850

TRANSLATING AND INTERPRETING SERVICE

TIS National 13 14 50
tisnational.gov.au

VOLUNTEERING DURING AN EMERGENCY

Volunteering Queensland
emergencyvolunteering.com.au/qld

General enquiries 3002 7600

WATER AND SEWERAGE

Faults and emergencies. 4770 0200

OTHER QLD GOVERNMENT DEPARTMENTS

Queensland Reconstruction Authority
qra.qld.gov.au

Department of Local Government, Racing and Multicultural Affairs
statedevelopment.qld.gov.au/local-government

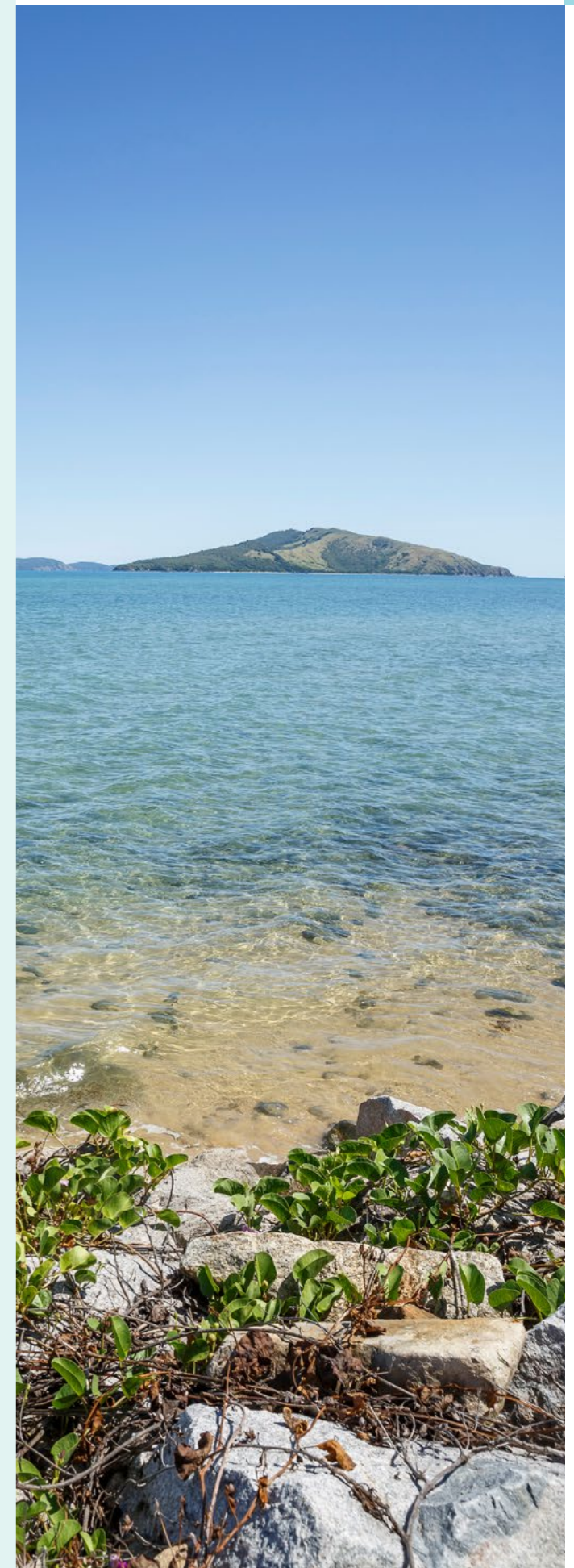Department of State Development, Manufacturing, Infrastructure and Planning State Development and Infrastructure
statedevelopment.qld.gov.au

Department of Housing and Public Works
housing.qld.gov.au

FORWARD

The Palm Island Aboriginal Shire Council has an active Disaster Management philosophy which embraces prevention, preparedness, response, and recovery strategies.

This Palm Island Local Disaster Management Plan guides the Palm Island Aboriginal Shire Council in preparing for disasters and dealing with them and their aftermath. The plan has been developed in conjunction with partner agencies - government and non-government. Their contribution is acknowledged and appreciated.

While we, as a community may not be able to prevent disasters or serious events from occurring, we can prepare our community and enhance our resilience to the adverse impact of any threat through effective pre-planning.

The plan is our commitment to the community of Palm Island, outlining our response, recovery and return to a safe and secure environment for all residents as soon as possible after a disaster event, natural or not.

Councilor Mislam Sam
Chair
Palm Island Local Disaster Management Group
7 December 2023

APPROVAL OF PLAN

PALM ISLAND ABORIGINAL SHIRE COUNCIL

This plan has been developed by, and with the authority of, the Palm Island Aboriginal Shire Council pursuant to s.57 and s.58 of the *Disaster Management Act 2003*. The plan conforms to the state planning guidelines.

Section 80(1)(b) requires Council to approve its Local Disaster Management Plan (LDMP).

PALM ISLAND ABORIGINAL LOCAL DISASTER MANAGEMENT GROUP

The plan will be endorsed by the Palm Island Local Disaster Management Group on 22 January 2024.

Mislam Sam

Mayor, Palm Island Aboriginal Shire Council

Chairperson, Palm Island Local Disaster Management Group

Michael Bissell

Chief Executive Officer, Palm Island Aboriginal Shire Council

Local Disaster Coordinator, Palm Island Local Disaster Management Group

CONTENTS

PART 1: DOCUMENT CONTROL

1.1 AMENDMENTS AND VERSION CONTROL

This plan will be reviewed at least annually[1] and relevant amendments will be made and distributed.

The Palm Island Aboriginal Shire Council maintains responsibility for the secretariat role of the Palm Island Local Disaster Management Group (LDMG). Proposals for amendments or inclusions (from residents, businesses, visitors, and other stakeholders) can be addressed in writing to:

Post   Chief Executive Officer
Palm Island Aboriginal Shire Council
1 Main Street, Palm Island Qld 4816

Email Michael.Bissell@palmcouncil.qld.gov.au

Minor amendments that do not materially affect the plan can be authorised by the Chief Executive Officer, Palm Island Aboriginal Shire Council.

1.2 LOCAL DISASTER MANAGEMENT PLANNING CYCLE AND INDICATIVE TIMEFRAMES

Figure 1 – LDMP review cycle

LDMP review and proposal of changes
October - March

Stakeholder consultation
April - June

Council approval
July

LDMG endorsement
August

LDMG distribution
September
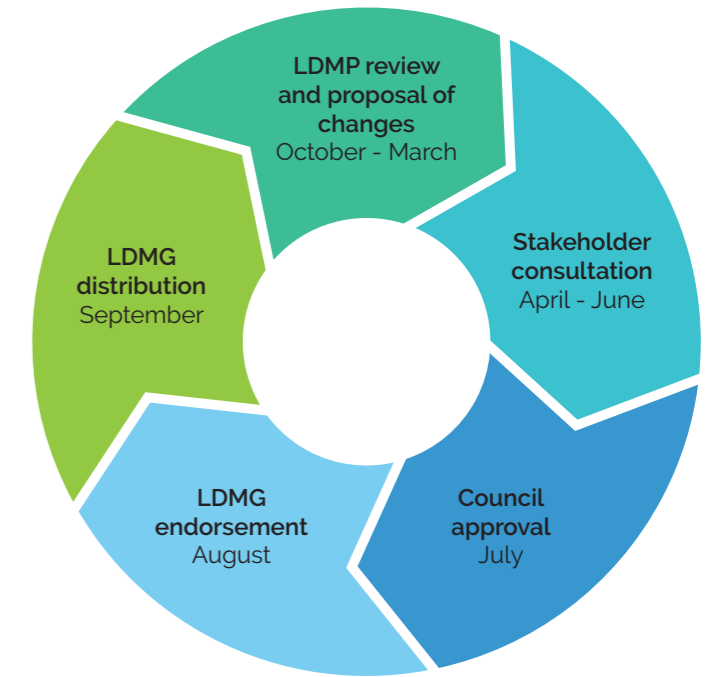
1.3 AMENDMENT REGISTER

Version	Date	Comment
1	27/11/2019	Full revision including consultation with all LDMG members and disaster management stakeholders including QFES, QPS, Palm Island Aboriginal Shire Council.
2	30/09/2022	Desktop revision by Palm Island Aboriginal Shire Council
3	4/01/2024	Desktop revision by Palm Island Aboriginal Shire Council

1.4 DISTRIBUTION

The master copy of this plan is held by the Chief Executive Officer, Palm Island Aboriginal Shire Council.

The plan is available online at: palmcouncil.qld.gov.au/disaster-management
Printed copies can be viewed at Council offices, 1 Main Street, Palm Island.

1.5 AUTHORITY TO PLAN

This plan has been prepared by Palm Island Aboriginal Shire Council for the Palm Island local government area under the provisions of s.57(1) of the *Disaster Management Act 2003* (the Act) as at 1 July 2023.

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1   Section 59, Disaster Management Act 2003, Reviewing and renewing (the) plan.

PART 2: GOVERNANCE

2.1 RESPONSIBILITIES

In accordance with s.30(1)(f) of the Act[2], the LDMG is responsible for managing disaster operations in the area. It does so under policies and procedures defined by the Queensland Disaster Management Committee (QDMC).

In the event of a disaster, decision-making authority for disaster management in the local government area rests with the LDMG[3].The Chairperson is responsible for managing of the business of the group.

The Chairperson is supported by the Local Disaster Coordinator (LDC)[4], who is responsible for managing the coordination of disaster operations and activities performed by disaster response and recovery agencies.

2.2 QUEENSLAND'S DISASTER MANAGEMENT ARRANGEMENTS

The LDMG forms part of the Queensland Disaster Management Arrangements (QDMA). The arrangements include local, district and state tiers, as shown in Figure 2. They enable a progressive escalation of support and assistance through each tier as required, and they are geared towards providing support and coordination to the local level. The Australian Government is also included in the arrangements as a fourth level, in recognition that Queensland may need to seek federal support in times of disaster.

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2   Section 30, Disaster Management Act 2003, Functions
3   Section 34A, Disaster Management Act 2003, Functions of chairperson of a local group
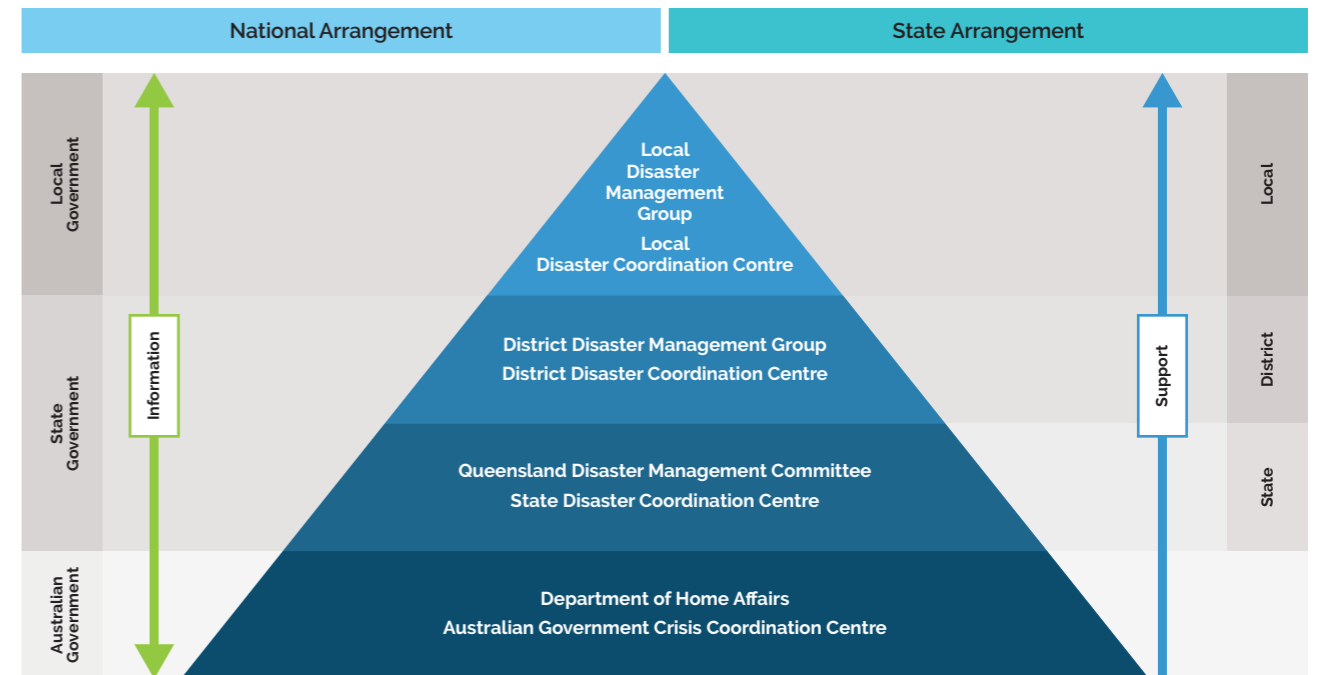4   Section 35, Disaster Management Act 2003, Local Disaster Coordinator

Figure 2 - Queensland Disaster Management Arrangements

For detailed information on the arrangements, please refer to the QDMA Participant Guide, available online at: www.disaster.gld.gov.au/dmp/Documents/Queensland-Disaster Management-Arrangements-Participant-Guide.pdf
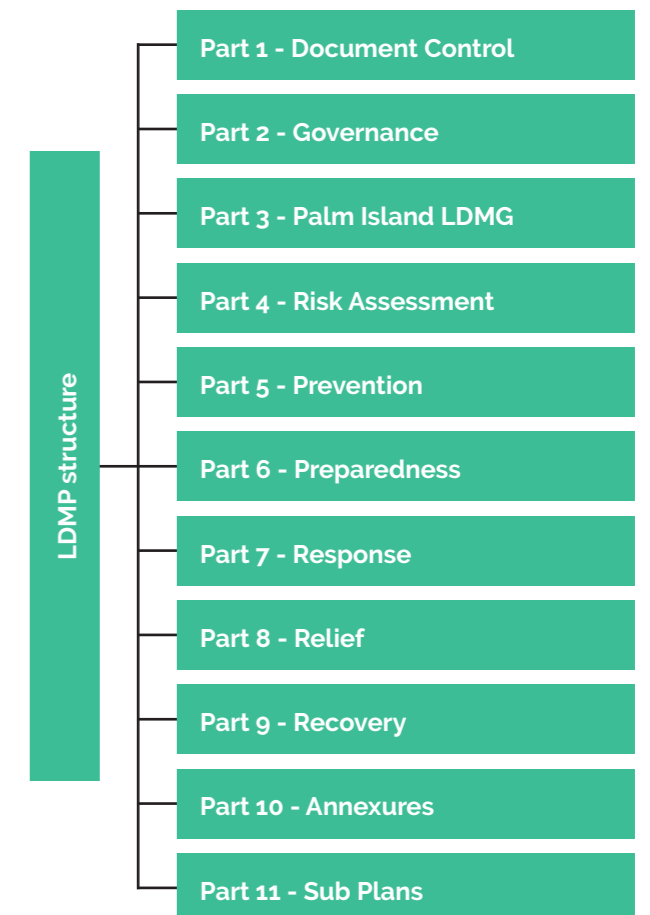
2.3 PURPOSE OF THE PLAN

The purpose of the LDMP is to:

- detail the arrangements for the coordination and management of resources.
- ensure the safety and wellbeing of the Palm Island community prior to, during and after a disaster.

The plan provides a comprehensive, all-hazards, all-agencies approach to disaster management (An 'all hazards' approach means that the plan addresses all threat types in a holistic manner).

2.4 STRUCTURE OF THE PLAN

LDMP structure

- Part 1 - Document Control
- Part 2 - Governance
- Part 3 - Palm Island LDMG
- Part 4 - Risk Assessment
- Part 5 - Prevention
- Part 6 - Preparedness
- Part 7 - Response
- Part 8 - Relief
- Part 9 - Recovery
- Part 10 - Annexures
- Part 11 - Sub Plans

This plan and its annexures do not include:

- Documents which detail how member organisations (including Council) will manage their own resources and the way in which they will implement their agreed roles and functions.
- Member organisations documented standard operating procedures (or similar).
- Business documents of the LDMG such as contact lists, agendas, and minutes.

2.5   OBJECTIVE OF THE PLAN

The objective of the plan is to protect people, property, and the environment from the impacts of a disaster. The intent is to achieve this through risk reduction measures and response and recovery strategies, and by working towards increased community resilience.

To achieve this, the plan follows the four guiding principles outlined in the Act, which are:

a) Disaster management should be planned across the following four phases - prevention, preparedness, response, and recovery.

b) All events, whether natural or caused by human acts or omissions, should be managed in accordance with the strategic policy statement[5], the state disaster management plan and any disaster management guidelines.

c) Local governments should primarily be responsible for managing events in their local government area.

d) District group and the state group should provide local governments with appropriate resources and support to help the local governments carry out disaster operations[6].

The strategies for the four phases are as follows:

Prevention

- Investigate and coordinate risk management strategies to reduce the impact of disaster events on the community.

Preparedness

- Increase community resilience by increasing knowledge and education.
- Encourage shared responsibility and an all-hazards approach to disaster management-including the resources and arrangements used to support response and recovery.
- Enhance local capability by encouraging participation in training and exercises, contributing to equipment acquisition programs, and building relationships.

Response

- Provide effective and efficient coordination of disaster response and recovery to safeguard people, property, and the environment.
- Provide support to communities outside of the city who may be affected by a disaster.

Recovery

- Ensure that the recovery priorities of the Palm Island community are identified and met across the functional areas[7].
- Ensure that recovery operations help to build community resilience.

2.6   STATEMENT OF COMPLIANCE

Palm Island Aboriginal Shire Council is committed to ensuring that the island's disaster management arrangements comply with the provisions of the Act. Section 58 of the Act obliges Council to ensure that the LDMP is consistent with approved disaster management guidelines[8].

Palm Island Aboriginal Shire Council also acknowledges the legislative role of the Inspector-General of Emergency Management in the setting and reviewing of disaster management standards[9].

In the preparation of this plan, the following guidelines were considered:

- the *Queensland Disaster Management Act 2003* as at 1 July 2023 and associated regulation.
- the *Local Government Act 2009*.
- the Emergency Management Assurance Framework (2014).
- The Queensland Disaster Management 2016 Strategic Policy Statement.
- the 2018 Queensland State Disaster Management Plan.
- Standard for Disaster Management in Queensland.
- Queensland's Emergency Management Assurance Framework.
- The Queensland Emergency Management Risk Framework.
- the Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline (2018);
- the Townsville District Disaster Management Plan (2019).

2.7   EMERGENCY MANAGEMENT ASSURANCE FRAMEWORK

The Inspector-General of Emergency Management has issued a standard pursuant to s16(N) of the Act. This is referred to as the Emergency Management Assurance Framework (EMAF).

The EMAF represents a commitment by Queensland's disaster management stakeholders to position Queensland as the most disaster-resilient state in Australia. The framework supports accountability and builds consistency across all levels of the disaster management arrangements. It also reinforces a shared responsibility for delivering better disaster management outcomes for the community.

For more information on the EMAF visit igem.qld.gov.au.

2.8   SCOPE OF APPLICATION

This plan details the arrangements necessary to undertake disaster management within the Palm Island Aboriginal Shire Council local government area. This area adjoins Hinchinbrook Shire Council to the north, Burdekin Shire Council to the south and Townsville City Council to the west

2.9   ABBREVIATIONS AND ACRONYMS

Refer to Annexure 1 for a list of abbreviations and acronyms used in this plan.

2.10   GLOSSARY

Refer to Annexure 2 for a glossary of terms.

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5   The Queensland Disaster Management 2016 Strategic policy statement
6   Section 4A, Disaster Management Act 2003, Guiding principles
7   More information on functional areas can be found in Part 8 of this plan

8   Section 58, Disaster Management Act 2003, Requirements of the plan
9   Sections 16C and 16H, Disaster Management Act 2003, Office's functions; and Functions of Inspector-General.

PART 3: PALM ISLAND LDMG

3.1   ESTABLISHMENT

Palm Island Aboriginal Shire Council has established the Palm Island Local Disaster Management Group in accordance with requirements of s.29 Disaster Management Act 2003 and is referred to as the Palm Island Local Disaster Management Group (LDMG).

3.2   FUNCTIONS

The functions[10] of the LDMG are:

A local group has the following functions for its area:

a) to ensure that disaster management and disaster operations in the area are consistent with the State group's strategic policy framework for disaster management for the State.

b) to develop effective disaster management, and regularly review and assess the disaster management.

c) to help the local government for its area to prepare a local disaster management plan.

d) to identify, and provide advice to the relevant district group about, support services required by the local group to facilitate disaster management and disaster operations in the area.

e) to ensure the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to, and recovering from a disaster.

f) to manage disaster operations in the area under policies and procedures decided by the State group.

g) to provide reports and make recommendations to the relevant district group about matters relating to disaster operations.

h) to identify, and coordinate the use of, resources that may be used for disaster operations in the area.

i) to establish and review communications systems in the group, and with the relevant district group and other local groups in the disaster district of the relevant district group, for use when a disaster happens.

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10   Section 30, Disaster Management Act 2003, Functions

j) to ensure information about a disaster in the area is promptly given to the relevant district group.

k) to perform other functions given to the group under this Act.

l) to perform a function incidental to a function mentioned in paragraphs (a) to (k).

3.3   LDMG MEMBERSHIP

In accordance with s.33 of the Act, Council appoints the membership of the LDMG.

3.3.1   Chairperson

Palm Island Aboriginal Shire Council appoints the Mayor of Palm Island to the role of Chairperson of the LDMG[11]. In line with the Act[12], the Chairperson has the following functions:

a) to manage and coordinate the business of the group.

b) to ensure, as far as practicable, that the group performs its functions.

c) to report regularly to the relevant district group, and the chief executive of the department, about the performance by the local group of its functions.

3.3.2   Deputy Chairperson

Palm Island Aboriginal Shire Council appoints the Deputy Mayor of Palm Island Aboriginal Shire Council as the Deputy Chairperson of the LDMG. The Deputy Chairperson assists the Chairperson as required[13].

3.3.3   Local Disaster Coordinator

The Chairperson of the LDMG, in consultation with the Palm Island Aboriginal Shire Council Executive Members, appoints a Local Disaster Coordinator (LDC) for the group[14].

Council appoints the Palm Island Aboriginal Shire Council Chief Executive Officer to the role of the LDC.

The CEO of Palm Island Aboriginal Shire Council will appoint the Deputy LDC as required for each disaster event.

The LDC has the following functions[15]:

a) to coordinate disaster operations for the local group.

b) to report regularly to the local group about disaster operations.

c) to ensure, as far as practicable, that any strategic decisions of the local group about disaster operations are implemented.

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11   Section 34, Disaster Management Act 2003, Chairperson, and deputy chairperson; Section 10, Disaster Management Regulation 2014, Chairperson, and deputy chairperson of local groups.
12   Section 34A, Disaster Management Act 2003, Functions of chairperson of local groups.
13   Section 34, Disaster Management Act 2003, Chairperson, and deputy chairperson; Section 10, Disaster Management Regulation 2014, Chairperson, and deputy chairperson of local groups.
14   Section 35, Disaster Management Act, Local disaster coordinator
15   Section 36, Disaster Management Act, Functions of a Local disaster coordinator

3.3.4   Core Members

The core membership of the LDMG is detailed below[16]:

PILDMG Position	Member	Deputy
Chairperson	PIASC - Mayor	PIASC - Deputy Mayor
Local Disaster Chair	PIASC - Chief Executive Officer	PIASC - As determined by the CEO PIASC
Local Recovery Chair	PIASC - Deputy Mayor	PIASC - A Councilor as determined by PIASC
Local Recovery Coordinator	PIASC Deputy CEO	PIASC – As determined by the Deputy Mayor
PIASC Operations	As determined by the CEO, PIASC	As determined by the CEO, PIASC
Queensland Police Service	Officer-in-Charge Senior Sergeant Palm Island Police Station	Sergeant Palm Island Police Station
Queensland Fire and Emergency Service (Emergency Management)	Emergency Management Coordinator	Emergency Management Coordinator
Queensland Fire and Emergency Service (Rural Fire Service)	Area Director, Rural Fire Service	Training Support Officer, Rural Fire Service
Queensland Ambulance Service	Officer in Charge Palm Island Ambulance Station	Station Officer Palm Island Ambulance Station
Townsville Hospital and Health Services	Director of Nursing Joyce Palmer Hospital and Health Service	Emergency Preparedness and Continuity Management Coordinator Townsville Hospital and Health Service
State Emergency Services	Local Coordinator	Local Officer
Palm Island Community Company	PICC Director	PICC Officer

Each member is encouraged to nominate a deputy member[17], who may exercise the role of the core member in the absence of that member (if approved by the Chairperson). Dependent on the role of the member, a second deputy may be considered.

Advisor Agencies/Organisations:
- Sealink Qld
- Ergon
- Hinterland Aviation
- Palm Island Barge Company
- CEQ (Palm Island Store)

3.3.5   Non-Core Members

The LDMG has standing advisors who are experts in their field. Permanently appointed advisors:

Advisor Agencies/Organisations:
- Rural Fire Service - Captain
- Bwgcolman Community School
- Saint Michaels Catholic School
- Department of Housing and Public Works - QBuild
- Department of Communities, Disability Services and Seniors
- Department of Agriculture and Fisheries Department of Environment and Science
- Department of Human Services (DHS)
- PCYC
- Telstra
- Community Enterprise Queensland (Shop)
- Department of Education (Bwgcolman School)
- NIAA
- Department of Aboriginal and Torres Strait Island Partnerships
- NBN
- AngliCare (Ferdy's Haven)
- Manbarra Rangers

3.3.6   Invitees and observers

The LDMG also invites representatives from non-member organisations to contribute to the business of the group. These representatives will have the necessary expertise or experience, and delegated authority to assist the group in considering their approach to the ongoing planning, testing, and reviewing of Palm Islands disaster management arrangements.

3.4   SUB-GROUPS AND WORKING GROUPS

The LDMG may form sub-groups or working groups to assist as necessary. Membership of these groups will reflect the necessary expertise for the particular function or threat at the time.

3.5   ACTIVATION

The LDMG is activated by the Chairperson or Deputy Chairperson on receipt of specific warnings, requests, or advice.

In the case of a rapid onset event or potential event with significant community consequences for the island, the LDC may activate the Local Disaster Coordination Centre (LDCC) to respond without activating the LDMG.

3.6   MEETINGS AND QUORUM

The members of the Palm Island Local Disaster Management Group meet at least twice a year in the lead up to and following each wet/cyclone season for reviewing and updating the Palm Island Local Disaster Management Plan. Additional meetings will be convened to address additional or extraordinary business as required.

In accordance with s.13 Queensland Disaster Management Regulation 2014 the quorum for the Palm Island LDMG of the core membership plus one. A quorum for a meeting of a disaster management group is the number equal to— (a) one-half of its members for the time being holding office plus 1; or (b) if one-half of its members for the time being holding office is not a whole number, the next highest whole number.

3.7   BUSINESS-AS-USUAL ARRANGEMENTS

Council and other members organizations, as primary agencies, and lead agencies, may also activate their own business-as-usual arrangements without the activation of the LDMG, the LDMP or the LDCC.

For Council, this activation is done after consultation with LDMG Chair and LDC.

3.8   GENERAL ORGANISATIONAL ROLES AND RESPONSIBILITIES

Effective coordination of disaster events relies on roles and responsibilities being clearly defined and communicated. Outlined in Annexure 3 are the indicative roles and responsibilities of LDMG member organisations and other stakeholders. It is noted whilst not all agencies or organisations have a physical presence on the island, services/support can be accessed through the Palm Island Local Disaster Management Group and/or the Townsville District Disaster Management Group if required.

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16   Section 33, Disaster Management Act, Section 9, Disaster Management Regulation 2014, Membership of Local groups
17   Section 14, Disaster Management Regulation, Meeting deputies for particular members

PART 4: RISK ASSESSMENT

4.1 COMMUNITY CONTEXT

Palm Island, also known as Great Palm Island, is a tropical island with a resident community of up to 5,000 people. There are thirteen islands that make up the Great Palm Island group (Palm group) most of which are micro-islands. Major islands within the Palm group are (Great) Palm Island, Fantome Island, and Orpheus Island. However, Orpheus and Pelorus Islands are within the Hinchinbrook Local Government Area.

Palm Island is situated 65 kilometers north-east of Townsville on the east coast of Queensland, Australia, and is 800 kilometers north of the Tropic of Capricorn. It is the main island of the Palm group, and consists of small bays, sandy beaches and steep forested mountains rising to a peak of 548 meters. It is home to one of the largest Aboriginal communities in Queensland.

As a recognized indigenous community, Palm Island comprises of predominantly social housing, which are maintained by Department of Housing and Public Works. There are also a limited number of commercial properties owned and managed by the Palm Island Aboriginal Shire Council.

A range of services, schools, retail store and the hospital are positioned along Coolgaree/Challenger Bay, with residential areas scattered across the western part of the island.

The Palm Island Aboriginal Shire Council administers infrastructure projects and essential services, as well as operating additional essential services and enterprises that would otherwise be the responsibility of government agencies, non-government organisations, or the private sector.

It is recognized that the LDMG and Council face complexities not experienced by other local governments within the Townsville Disaster District. As a Deed of Grant in Trust (DOGIT) community, the island does not have freehold land for private property ownership. Therefore, this diminishes Council's capacity to raise revenue from property rates as is the practice in mainstream councils. This creates a greater dependency on securing grant funding, thereby requiring an increased level of support from all levels of government.

The island location also presents logistical issues that require significant planning, resourcing, and multi agency commitment. The Council, Queensland Police Service - Palm Island, QFES and Townsville District Disaster Management Group work closely together to mitigate this.

Palm Island ensures its stakeholders including the Townsville Disaster District Group, have a shared understanding of the natural and human-caused hazards that present risks for the island. There is a thorough understanding of natural hazards, resource requirements and human-social vulnerabilities that make up the island's risk profile.

4.1.1 Geography and topography

The Palm Island group is located in the Coral Sea off the coast of Ingham and 65kms north-east of Townsville. Travel to Palm Island by air is approximately 20 minutes from Townsville. The Palm Local Government Area consists of 10 islands and covers an area of 7,l00ha.

It consists of steep and rocky terrain with most of the island over 300 meters in elevation. A mountain range runs from the north of the island at Wallaby Point to Southeast Cape. The island consists of coarse-grained biotite granite and has highly erosive soil which is due to the decomposed granite.

Palm Island is the main island of the Great Palm group, and consists of small bays, sandy beaches and steep forested mountains rising to a peak of 548 meters. It lies within the Great Barrier Reef lagoon in depths of the order of 20 to 30m. The coastal margins comprise of sand flats and fringing reefs.

Topographically, the island is dominated in the center by the tallest peak Mount Bentley, and in the Southwest by Mount Lindsay with the lower lying areas of the islands varying from beaches, cleared community areas, wetlands, grasslands, and mid-height forests.

4.1.2 Vegetation

The Palm Island Aboriginal Shire is in the Wet Tropics Bio region, these areas are recognized internationally for their ancient ancestry and many unique plants and animals. The islands within the shire are mostly covered with mid-height eucalypt forest, and the rich volcanic soil supports tropical flora such as mangroves, eucalypt forest, rainforests, and hoop pine.

4.1.3 Climate and weather

The Shire experiences a humid, high temperature climate, with concentration of rainfall in the summer months.

Average annual rainfall is 929mm. Daytime temperatures are in the range of 20 - 39 degrees for most of the year, although short periods of heat wave conditions can be experienced. Prevailing winds are generally north easterly in the summer months and south easterly to north easterly in the winter months.

The area can be affected by tropical cyclones between the months of December to May. The long-term effects of climate change in the region are not certain, however given that the majority of housing and critical infrastructure is near the coastline, storm surge predictions and predicted sea rises associated with climate change may impact significantly on this community.

4.2 DEMOGRAPHICS

Palm Island has an official population of 2,098[18] however local estimates put a variable population between 4,000 and 5,000 people. The island is classified by the ABS as 'remote'.

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18   As stated in the 2021 ABS Census

Dwelling structure						
	Separate house	Semi-detached, row or terrace house, townhouse etc.	Flat or apartment	Other dwelling	Not stated	Total
Owned outright	0	0	0	7	0	7
Owned with a mortgage(b)	0	0	0	0	0	0
Rented(c):						
Real estate agent	0	0	0	0	0	0
State or territory housing authority	386	3	31	0	0	420
Community housing provider	7	0	0	0	0	13
Person not in same household(d)	0	0	0	0	0	3
Other landlord type(e)	10	3	0	0	0	15
Landlord type not stated	0	0	0	0	0	6
Total	406	3	38	0	4	454
Other tenure type(f)	7	0	3	4	4	16
Tenure type not stated	9	0	0	3	0	12
Total	427	3	40	17	3	491

ABS Census 2021 - G37 TENURE AND LANDLORD TYPE BY DWELLING STRUCTURE

	One bedroom	Two bedrooms	Three bedrooms	Four bedrooms	Five bedrooms	Six bedrooms or more	Not stated	Total
Separate house	7	78	194	109	15	4	12	427
Semi-detached, row or terrace house, townhouse etc. with:								
One storey	0	0	3	0	0	0	0	3
Two or more storeys	0	0	0	0	0	0	0	3
Total	0	0	3	0	0	0	0	3
Flat or apartment:								
In a one or two storey block	6	34	0	0	0	0	0	40
In a three-storey block	0	0	0	0	0	0	0	0
In a four to eight storey block	0	0	0	0	0	0	0	0
In a nine or more-storey block	0	0	0	0	0	0	0	0
Attached to a house	0	0	0	0	0	0	0	0
Total	6	34	0	0	0	0	0	40
Other dwelling	3	8	0	0	0	0	0	17
Dwelling structure not stated	0	0	0	0	0	0	0	3
Total	21	118	200	110	15	9	14	491

ABS Census 2021 - G41 DWELLING STRUCTURE BY NUMBER OF BEDROOMS

4.3   COMMUNITY CAPACITY

The community is well supported by government agencies, organisations, service and sporting clubs, and special interest groups. Palm Island Aboriginal Shire Council shares a strong link with the neighbouring local government authorities of Townsville, Hinchinbrook, Burdekin, and Charters Towers. Palm Island residents do most of their business (shopping, hospital, restaurants etc.) in Townsville and regularly attend sporting events and activities on the mainland. This requires regular travel between the two areas.

4.4   VULNERABLE POPULATIONS

Palm Island is predominantly an indigenous community with a population consisting of varying cultural backgrounds. Health and mobility are considered factors that influence vulnerability.

The island's vulnerable population include but are not limited to those residing in the aged care facility, seniors residing in their homes, people with a disability and people with chronic medical conditions. Further consultation with medical service providers on Palm Island will provide insight to the general health and self-mobility of the older and infirmed residents of Palm Island.

4.5   PUBLIC BUILDINGS, SPACES, AND EVENTS

The island has limited public buildings including Council offices and facilities. Queensland Government department offices, sporting facilities, primary and secondary schools, vocational education facilities, and places of worship. Palm Island is well known for its cultural and social events, which include the Spring Festival, Strike of 57 Anniversary, Obe Geia Challenge, and the Cathy Tarpaulin Memorial Shield Netball Challenge.

4.5.1   Infrastructure - other

- One major retail shopping area consisting of retail, fish shop, clothing store and pharmacy
- Council Chambers
- CDEP building
- Women's shelter
- Police station
- Court House (also houses other businesses e.g. Centrelink, Probation office, ATSILS, Justice Group)
- PCYC
- Coolgaree Bay Sports Bar & Bistro
- Sports and Recreation Centre (Farm Road)
- Sandy Boyd Aged Persons Hostel
- Jacob Baira Emergency Services Centre (State Emergency Service, QAS and Rural Fire Service)
- Schools
    - Bwgcolman Community School (Prep to Year 12)
    - Catholic School - St Michaels (Prep to Year 6)
    - Day Care Centre
- Children's Safe House (9 bed)
- Child and Family Centre
- Palm Island Motel
- Klub Kuda Budget Accommodation
- TAFE Facility
- Service Stations x 2

- Barge Terminal
- Ferry Terminal
- Ferdy's Haven (Rehab Centre)
- Joyce Palmer Health Service (Hospital)
- Primary Health Care Centre
- Retail Precinct Building

4.6 CRITICAL INFRASTRUCTURE AND SERVICE LOCALITIES

Critical infrastructure is given a high priority in the recovery stages of a severe weather event. The loss or disruption of these critical facilities would greatly exacerbate the impact on the community.

- Police Station - identified Palm Island Local Disaster Coordination Centre
- Emergency Service facility (Ambulance/Rural Fire/SES Emergency Services Station)
- medical facilities Joyce Palmer Hospital and Health Service
- telecommunication centers (telephone exchanges, microwave repeaters, cell phone towers)
- major power generation and supply control facilities (power station, switching yards, sub-stations, transmission lines)
- water supply, treatment, and reticulation facilities
- sewerage treatment and pumping facilities
- transport facilities (airfield, ferry, and barge facilities)
- fuel storage and supply
- retail store

A controlled register identifying location and capacity details is situated with both the Chair and the LDC, Palm Island LDMG and can be accessed by agencies to inform response activities. A third copy is also held with the Officer-in-charge, Palm Island Police Station.

4.6.1   Potable water distribution network

Water supply for Palm Island is sourced from two dams: Francis Creek Dam (Minggudjamba Banbarribarra Dam); and Solomon Dam. The location of the dams means that there is limited potential for contamination of the water from external means such as land borne, or process borne contaminants. However, following heavy rainfall, the turbidity in these dams can restrict the amount of water that can be produced.

The Water Treatment Plant is located the intersection of Wallaby Point Road and Farm Road, Palm Island. The plant is a Dissolved Air Flotation and Filtration (DAFF) Plant, capable of treating up to 1.6ML/ day. Demand can often outstrip supply, especially in times of high turbidity or during algal blooms, which are common in both dams.

Reservoirs are located at Reservoir/Sundowner Ridge (including main reservoir). The main reservoir has a 4.55ML capacity with two additional reservoirs at Reservoir Ridge with a capacity of 304kL and 500kL.

Back up generators have been installed at the Water Treatment Plant..

4.6.2   Wastewater network (Sewerage)

Palm Island's sewerage treatment plant is located on Wallaby Point Road and has a capacity for 1 ML/ day. This capacity is regularly exceeded during periods of heavy rain. Twelve Sewer Pump Stations service Regina Bay, Coolgaree Bay and Butler Bay and direct sewage to the treatment plant. The final effluent is then discharged to Francis Creek.

Wallaby Point and some camps not connected to the sewerage network, utilize septic tanks to treat sewage. The Sewerage Treatment Plant does not currently have back up power supply; however, an emergency generator will be installed January 2024.

4.6.3   Electricity network

Power supply on Palm Island is delivered by Ergon Energy. Residents use a pre-paid card system to operate their residential power supply.

Diesel Powered generators provide power to the community. Overhead lines (11kva) mounted on timber poles, deliver power to individual houses and to other buildings and facilities. Outages occur infrequently, and durations of outages are generally short term.

Ergon are also responsible for the supply of fuel for the generators and have 370,000L of diesel stored onsite which will last approximately 3-6 weeks dependent on community usage at the time. Ergon has a diesel supply contact in place should resupply be required following an event.

Ergon have a local person on-island who undertakes generator maintenance. No extra equipment is stored on the island.

Following a significant weather event, Ergon will deploy a scoping crew to assess their network and relay supply lists to the mainland. Repairs crews with equipment and supplies are then deployed to the island the following day.

Ergon control most generators on the island and have the capacity to supplement Telstra assets if required.

4.6.4   Gas supply

No main gas supply on the island, however some residences utilize bottle LPG gas for cooking and hot water. Gas bottle refills are purchased by residents from the local retail store.

4.6.5   Telecommunications

In urban areas the telephone network infrastructure and copper wire, is under-ground however, in rural areas some sections are above ground.

Telstra has a telecommunications tower located in Freedom Park with the exchange hut situated above recorded flood level. This site is the microwave link back to the mainland. The main risk to this infrastructure is the loss of power. The exchange hut has a limited battery back-up and is fitted for, not with, external power supply (generator). Telstra has given an undertaking to supply a generator to the tower if required post disaster. Ergon Energy maintain generator fuel supplies from their own local fuel stores.

Telstra has three mobile base stations on Palm Island. Towers are located at Butler Bay, the Rodeo Grounds and at the tower located at the Telstra Exchange site in the main township.

Telstra land-line infrastructure is all underground. The system is therefore designed and installed to be robust against the ingress of water. The pit and conduit system are regularly inundated with water as part of the natural stormwater dissipation. The cable connection pillars, which are located above ground, are also sealed, and positively pressurized to prevent the ingress of water.

Consideration should be given protecting Telstra assets by sandbagging where possible. Telstra network sites including mobile sites are not designed for water immersion. Generally, a network site will continue to operate if power is maintained, water ingress is prevented and the link to the control exchanges is maintained. Telstra will determine the priority of site restoration in consultation with Emergency Services. Restoration of sites that have immersed may not be possible until water levels return to normal.

With the island residents predominantly using mobile phones, it should be noted that mobile phone base stations may be out of service due to high winds that can damage towers; therefore, the use of mobile phones should not be relied upon during emergencies.

According to 2016 census data, there are 57.5% of households had at least one person access the internet from the dwelling. This could have been through a desktop/laptop computer, mobile or smart phone, tablet, music or video player, gaming console, smart TV or any other device. (Source: Australian Bureau of Statistics 2016 Census Quick Stats - Palm Island (SJ code LGA35790 (LGAJ))

Broadcast TV and radio services also cover the island community with a main transmitter site. Location of which is available upon request to the LDC or Officer-in-Charge Palm Island Police.

Palm Island has full internet coverage, via the Starlink™ satellite service and Telstra 4G system. This means our internet coverage does not rely solely on the terrestrial network and can provide connectivity through state-of-the-art satellites for internet and VOiP calls. Therefore, internet services are not impacted by water ingress or fibre/cable breaks however significant cloud coverage can cause some intermittent disruption rather than dropping out completely.

Space X's Low Earth Orbiting Satellite technology, Starlink, is available on Palm island. www.starlink.com/map

4.6.6   Roads

Palm Island Aboriginal Shire Council are responsible for the road network on the island. The Department of Transport and Main Roads provides funding to assist Council to improve and maintain the roads.

Council has enhanced the stormwater network and implemented a schedule for regular maintenance of the network, and as funding is made available will build all roads with fibre-crete rather than a two-coat bitumen seal to ensure roads don't fail during disaster events, as they have done in the past.

There are two identified flooding hotspots on the island:

- Palm Valley Creek Bridge
- Causeway situated at Wallaby Point Road junction

4.6.7   Ferry

Palm Island has an all-tide accessible floating pontoon capable of berthing the passenger ferry, commercial fishing vessels, small craft and is used for other recreational pursuits. Adjacent to the ramp is a freight storage terminal complete with caretaker's unit. Palm Island Aboriginal Shire Council is responsible for the maintenance of these facilities.

Sealink Queensland operates a return ferry service between Townsville and Palm Island six days a week - Wednesday to Monday.

The barge ramp is used by barge companies in the transportation of heavy cargo. This includes but is not limited to building materials, construction equipment, motor vehicles, fuel, and frozen goods. The company is responsible for storage, transportation, loading and unloading the goods and providing a door-to-door delivery service to major users on the island.

4.7   ESSENTIAL INFRASTRUCTURE AND SERVICES

4.7.1   Emergency services

The island is serviced by the following emergency services:

- Queensland Police Service
- Queensland Fire and Emergency Service - Rural Fire Service and State Emergency Service
- Queensland Ambulance Service
- QGAir Services (as need basis)
- The Royal Flying Doctor Service (RFDS) provides aeromedical emergency and primary health care services together with communication and education assistance to the people of Palm Island. The RFDC lands in Palm Island on average, once per year.

4.7.2   Medical and health facilities

The Joyce Palmer Hospital and Health Service services the Palm Island community. The Hospital and Health Service comprises of an emergency department, a 13-bed general ward (mortuary capacity of 2) and provides

a primary level of acute care services. Acute Care Services include but are not limited to an emergency services component which manages resuscitation and stabilization prior to referral to the secondary or tertiary hospital. In addition to the hospital, the community is serviced by the Royal Flying Doctor Service and QGAir Rescue Helicopter as required.

The Hospital is equipped with an emergency generator and a short supply header water tank (20 000

liters). The facility is located 50 meters from the island's Helipad and 3km from the Palm Island Airport.

4.7.3   Airports, airfields, and helicopter landing pads

Palm Island is serviced by a registered airport. Hinterland Aviation is the contracted provider of air services to the island and provides weekday flights to and from the island. The flight duration is 20 minutes which is subject to weather conditions. The community is also service by regular private charters on an 'as need' basis.

The Palm Island airstrip is located approximately 2km south of the main township at Regina Bay, on the isthmus separating Casement Bay and Butler Bay. The airport reserve is not part of the Deed of Grant in Trust, however Palm Island Aboriginal Shire Council, as Trustee, is responsible for its maintenance and repair.

The sealed landing strip is 1137m in length, 18m wide with 50m wide turning areas at each end. The landing strip is equipped with (emergency) runway lights and marker cones. Two taxiways connect the landing strip to the apron area adjacent to the terminal building. The Palm Island Airport is a Class 3 registered airstrip therefore is restricted to aircraft up to 5.7 ton (Cessna Caravan is currently the largest aircraft utilizing the airstrip).

Use at night is restricted to medical evacuations and other emergencies. Special approval for individual operators is required from the Civil Aviation Authority for public transport operations of low-capacity aircraft (not exceeding 5,700kg) on VFR flight procedures. The airstrip is not designed for high-capacity aircraft.

The terminal building has both passenger and freight facilities. This includes a ticketing office, male and female toilets and a waiting area for passengers. Adjacent to the terminal building is a sealed carpark. Further to this, a Helipad is located on the Coolgaree Bay foreshore alongside the Coolgaree Bay Sports Bar and Bistro on Beach Road, Palm Island. It is noted that the Helipad is located within an identified storm tide inundation zone. The local Disaster Coordinator and Officer-in-Charge Palm Island Police will identify an alternative landing site should the helipad be unserviceable.

4.8   EDUCATION

4.8.1   Schools

Palm Island has two schools:

- Bwgcolman Community School (Prep to Year 12)
- St Michaels Catholic School (Prep to Year 6)

4.8.2   Higher Education

Palm Island has a TAFE campus located on Beach Road, Palm Island.

4.9   SPORT AND RECREATION

Palm Island has sports complex consisting of football field, netball courts and club house on Farm Road, Palm Island.

4.10 AREAS OF CULTURAL SIGNIFICANCE

Palm Island has many areas of cultural significance that are at risk of damage from significant weather events. Palm Island Aboriginal Shire Council maintain a register of these culturally significant areas and are responsible for accessing the level of impact to these areas post event. Any remediation works required may be included in the locally led recovery action plans.

4.11 HAZARDOUS SITES

There are several facilities on sites across Palm Island that contain flammable and combustible liquids and other hazardous substances of varying quantities such as:

- Council works department (Fuel, chemical, batteries etc.)
- Water and Sewerage treatment plants (chemicals including chlorine)
- Waste Facility in Manbarra Road (Oil, batteries, chemicals)
- Power Station (bulk diesel storage)
- Service Stations (both have above ground storage facilities)
- Joyce Palmer Hospital and Health Service (Gas Bottles and Chemicals)
- Bwgcolman Supermarket - LPG gas bottle storage

PIASC is responsible for maintaining a register and ensuring the safe handling and storage of a range of hazardous substances as per Schedule 11 of the Work Health and Safety Regulation 2011.

Council also registers and monitors a variety of other premises known as 'environmentally relevant activities' under the Environmental Protection Act 1994. These premises contain a variety of hazards including chemicals, ignition sources and wastes.

4.12 HAZARDS, RISK ASSESSMENT AND RISK TREATMENT

The Palm Island Natural Disaster Risk Management Study (Annexure 5) was finalized in April 2013. This report was prepared by AECOM (who are certified to the latest version of ISO9001 and ISO14001) in accordance with AS/NZS ISO 31000:2009 standards. Both natural and non-natural events are identified as likely threats to the community and where the impact of such events may require the activation of support arrangements under this Local Plan.

The Palm Island Place of Refuge Feasibility Study including Storm Tide and Flood Risk Report (Annexure 6) was completed in July 2017 complements the Natural Disaster Risk Management Study completed in 2013 mentioned above.

4.12.1 Cyclone/Storm Surge/Storm tide (Medium Risk)

Palm Island is located within an area of severe tropical cyclone influence and several events producing damaging winds and storm tide impacts in the region have been recorded in modern times. The most likely time when Cyclones, Severe Storms and Storm Tides occur is between the months of December to April of each year. The severity of damage expected from cyclones/severe storms will depend on several factors including the category range, size, speed of travel, wind gusts and direction of approach. The severity could increase where an above normal tide occurs.

Storm Tides associated with cyclones are regarded as a high probability and could cause widespread damage. Tides of up to 6m higher than normal may be experienced, potentially causing widespread damage to exposed coastal areas. Given the development along the foreshore on Palm Island several properties will be at risk in the event of a storm surge/tide.

Whilst the limited historical data indicates none of these events have resulted in catastrophic damage to Palm Island, there remains a tangible threat from such severe storms into the future which will be accentuated by projected rises in sea level and storm intensity.

4.12.2 Severe Thunderstorm (Medium Risk)

Palm Island is in a dry tropical zone. It does not experience the same rainfall as other parts of Far North Queensland. However, it can receive large amounts of rainfall in short time because of storms and cyclones.

There have been no known severe impacts by lightning strikes at Palm Island.

4.12.3 Flooding (Medium Risk)

The town center of Palm Island is not directly affected by flooding as properties are not inundated by floodwater. However, roads may be cut from overland flow.

There are three main areas that experience significant overland flow:

- The main overland flow path is located at the north-eastern end of the airport runway (0.2% AEP peak velocity).
- The developed area between Beach Street up to Palm Valley Road consists of two overland flow paths. One travelling parallel to Palm Valley Road and the other one to the south of the PCYC (0.2% AEP peak velocity).
- The developed area from Coconut Grove Road to the two main dams consists of three main overland.

flow paths. Solomon Dam spills at its northern end prior to spreading out over the flatter terrain joining the major flow path from between the two dams. The third major overland flow path is from the Minggudjamba Banbarribarra Dam. This dam spills from both sides of the dam wall.

The above map has been extracted from the **Palm Island Place of Refuge Feasibility Study, Storm Tide and Flood Risk Report** (Annexure 6). Additional mapping can also be found in this report.

4.12.4 Bushfire (Low-Medium Risk)

The occurrence of bushfires and impacts to the Palm Island community are considered low to medium. The duration of bushfire is dependent on weather conditions and the vegetation and fuels available.

The area of coverage of bushfires is variable, and the speed of onset or warning for the community is generally timely as fires are relatively slow moving due to the typically sparse to medium density scrub and vegetation. Bushfire Risk maps such as the one below, can be found in the Palm Island Bushfire Mitigation Plan (Annexure 7). Palm Island Aboriginal Shire Council works closely with the Palm Island Rural Fire Brigade to ensure seasonal mitigation measures are implemented.
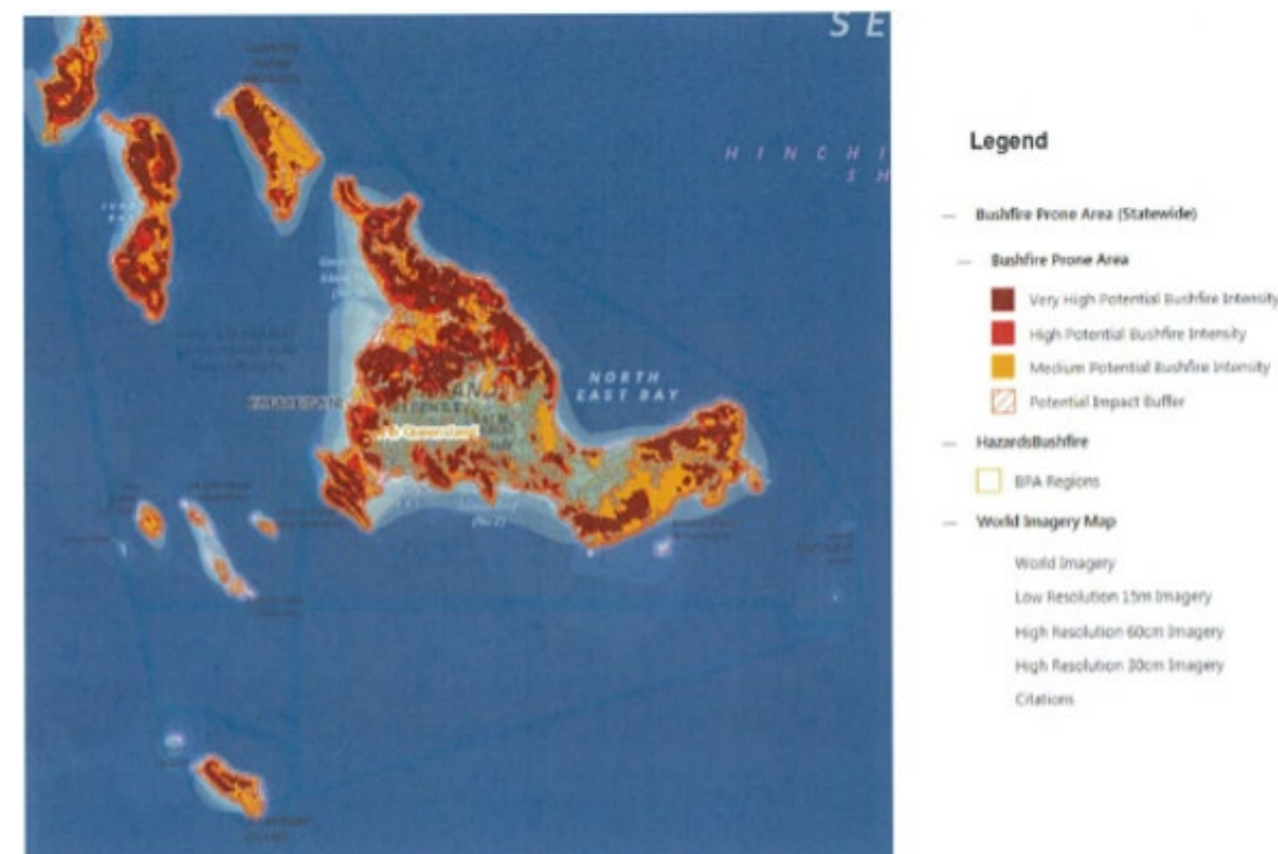
4.12.5 Tsunami (Low Risk)

In the last few thousand years the Australian coastline may have experienced a large Tsunami, as evidenced by shell, coral and boulder deposits found well above sea level and several kilometers inland. Minor Tsunami's are recorded about every two years in Eastern Australia, but most are small and present little threat to coastal communities. The largest Tsunami recorded off the east coast of Australian occurred in 1960 because of an earthquake in the sea off Chile. These create waves of approximately 1m high.

4.12.6 Earthquake (Low Risk)

The following diagram is extracted from the Queensland State Earthquake Risk Assessment 2019 illustrating the recorded earthquake occurrence within Queensland since 1866.

The Queensland Earthquake Hazard Map above, extracted from the Queensland State Earthquake Risk Assessment produced by QFES in collaboration with Geoscience Australia, presents peak ground accelerations from 10% probability of exceedance in 50 years (approximately 1 in 475-year return period) for conditions on rock. Peak ground velocity, or acceleration, is the earthquake intensity value that is accepted and used to predict damage to structures and the subsequent risk to populated areas.

The Map locates the Palm Island township in a medium hazard rating area. The risk is sufficient to warrant community awareness and basic understanding of the potential consequences of the impact of an earthquake.
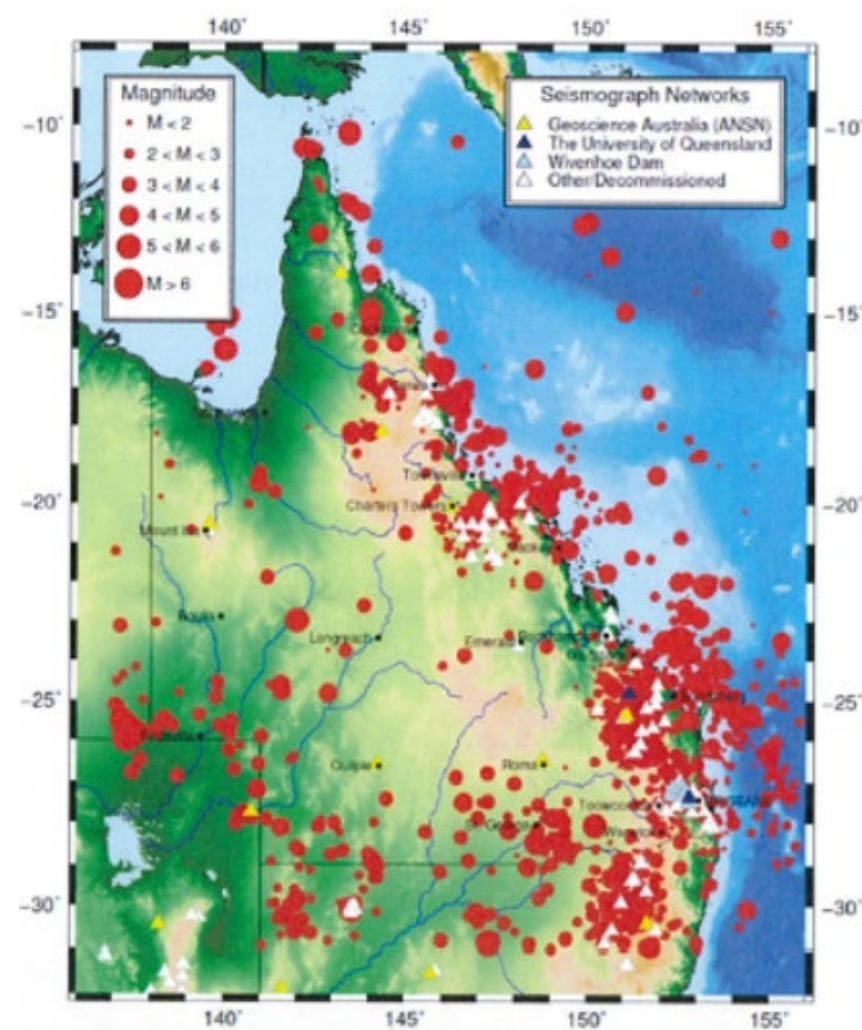
PART 5: PREVENTION

Prevention (disaster mitigation) is a risk treatment that outlines the steps taken before or after a disaster to decrease future impact on communities, the economy, infrastructure, and environment.

Traditionally, implementation of appropriate and targeted mitigation initiatives can offer sustainable cost savings to communities and government in the event of a disaster. Mitigation efforts can reduce the consequences of events, even if they fall short of preventing an event from happening.

Depending on the chosen strategies, mitigation initiatives should work towards reducing the financial and social costs to communities over time, improving the built environment, and reducing impact on the natural environment. Examples of mitigation strategies include:

- undertaking design improvements to reduce the risk of disaster and to provide more resilient future infrastructure or updating or hardening existing infrastructure or services.
- encouraging land-use planning that recognizes the sources of risk.
- preparing communities and response agencies.
- undertaking resilience activities, including establishing partnerships between sectors and the community.
- having a clear understanding of hazards, their behavior, associated risks and interaction with vulnerable elements, and communicating these.

The development of mitigation strategies should flow from analysis of the risk register. There should also be a clear link to the member organisations of the LDMG. This is to ensure that each risk and strategy is coordinated and managed by the most appropriate entity.

5.1 QUEENSLAND GOVERNMENT PREVENTION ROLES AND RESPONSIBILITIES

The state level policy and planning roles and responsibilities for prevention are outlined in the Queensland State Disaster Management Plan. They are as follows:

Lead Prevention Agency	Function	More information
Queensland Fire and Emergency Services	Hazard mapping Bushfire mitigation programs	qfes.qld.gov.au
Queensland Reconstruction Authority	Disaster resilience and mitigation policy and planning Disaster mitigation and resilience funding	qra.qld.gov.au
Department of Local Government, Racing and Multicultural Affairs	Disaster mitigation and resilience funding	localgovernment.qld.gov.au
Department of State Development, Manufacturing, Infrastructure and Planning	Building our Regions program Land use planning	statedevelopment.qld.gov.au
Department of Housing and Public Works	Building Code	housing.qld.gov.au

5.2 LAND USE PLANNING

Managing land use is a key strategy in reducing disaster risks to minimize the potential for displacement, damage, and disruption to communities.

Council prepares and maintains the Palm Island Aboriginal Shire Council Planning Scheme. This scheme includes plans, references for land-use management, codes for development, and requirements relating to the assessment of proposed developments.

As such, the scheme contributes to disaster risk reduction within identified hazard-prone/constraint areas, in particular:

- potential bushfire hazard areas (this allows for the identification of an appropriate class of building construction)
- waterways (allowing for minimum building setbacks)
- areas of unstable soils and areas of potential landslip hazard
- natural hazard (flood) management areas (this allows for the identification of appropriate development standards so that infrastructure can be sited above recommended flood levels).

5.3 DESIGN IMPROVEMENTS

Mitigation and prevention work undertaken by Council include construction of sea walls at Doctor's Point, Coolgaree Bay and Butler Bay. Clearing and stabilization of drains as well as creek entrances has been undertaken and is an on-going activity of the Palm Island Aboriginal Shire Council.

Council has enhanced the stormwater network and implemented a schedule for regular maintenance of the network, and as funding is made available will build all roads with fibre-crete rather than a two-coat bitumen seal to ensure roads don't fail during disaster events, as they have done in the past.

Council has recently relined the majority of old asbestos cement sewer lines across the island. This will reduce the amount of stormwater inflow into our sewers which used to cause overflows from our Sewer Treatment Plant during significant rain events.

5.4 COMMUNITY EDUCATION

The organisations that make up the LDMG are responsible for ensuring the community is aware of the relevant hazards and risks, and of how to prepare for, respond to and recover from them .

The LDMG agrees to utilize the state-wide Get Ready Queensland campaign as the overriding messaging for disaster awareness on Palm Island.

Each member organisation is responsible for implementing targeted community campaigns, relative to its expertise and primary (hazard) and functional (function) lead agency status.

5.5 HAZARD REDUCTION PROGRAMS

The agencies that make up the LDMG are responsible for ensuring risk sources are kept to a minimum and/or reduced wherever possible. Such actions include:

- bushfire fuel load reduction through contemporary land management practices - including prescribed burning, maintenance of existing fire breaks and identification of additional fire breaks.
- inspection and maintenance of high-risk hazards and structures.
- public education to reduce disaster risks around the home.

Each organisation undertaking these measures is responsible for implementing and maintaining an appropriate hazard reduction program and reporting on progress and outcomes to the LDMG.

5.6 BUILDING CODES, REGULATIONS, AND STANDARDS

Building codes, regulations and standards are designed to ensure consistent, safe, and sustainable development of buildings and infrastructure. Building is regulated by Council under the Building Act 1974 and the Building Regulation 2006. The codes, regulations and standards cover areas including drainage, fire separation, and construction in flood hazard areas.

5.7 INSURANCE

Residents, businesses, and other organizations are encouraged to evaluate their risks and consider appropriate levels of insurance.

The 'Understand Insurance' website (developed by the Insurance Council of Australia) provides practical information to help residents, businesses and other organisations find out more about insurance and make decisions to meet their needs. It looks at what insurers do, how insurance products work and why they might be necessary.

It also covers how to understand risks, what to consider when choosing a product and an insurer, how to manage the cost of a premium, and how to lodge a claim [19] [20].

More information is available at www.understandinsurance.com.au

The Insurance Council of Australia coordinates liaison between government and the insurance industry during the recovery phase of a disaster event. This focuses on:

- providing senior industry representation to each state and federal recovery group.
- providing a 24-hour escalation path for insurance queries from the impacted community.
- providing key insurance data and decision support to the community and government providing clear public communication about the insurance response to the event providing liaison between insurers, assessors, brokers, trades, and suppliers at an industry level on issues of collective importance in delivering services to the impacted community[21].

Council commits considerable resources into the maintenance of:

- Stormwater channels;
- Fire breaks and access trails;
- Parks, gardens and open spaces;
- Unsealed roads.

During the months of October and November Council runs special "clean up" drives to remove rubbish from around the island and therefore reduce the amount of debris that could be distributed by storms.

Council has also been assisted by the Queensland Reconstruction Authority to improve drainage across the island and upgrade our roadways to concrete roads with guttering. This will reduce the number of wash-outs that occur after heavy rain and storms, and reduce the amount of reconstruction needed after each storm.

There is still a lot of work to be done in this area, but the improvement made over the past 2 years will make a big difference over the wet seasons to come.

PART 6: PREPAREDNESS

Preparedness activities are designed to increase the capability of communities to reduce the impact of disasters. Examples of preparedness activities include:

- Developing and implementing community awareness programs.
- Developing effective information management and collection of historical events data.
- Developing concise and effective community communications methods.
- Ensuring that accurate, relevant, and current plans are in place.

The LDMG establishes and maintains relationships with lead and support agencies, local community groups and local volunteer service groups. This is to build a culture of ownership and partnership with the group members to increase the LDMG's overall disaster management capability.

6.1 RESPONSE CAPABILITY

Council maintains a response capability[22] through its funding and support of the Palm Island State Emergency Service (SES) Unit.

Internally, Council has limited personnel with relevant capabilities and expertise to assist in providing a disaster response capability therefore rely heavily of response agencies to support disaster management response during an event.

6.1.1 Training

Training is important in ensuring that all agencies can seamlessly integrate within the disaster planning arrangements and contribute to an effective and coordinated response.

The LDMG has adopted the Queensland Disaster Management Training Framework (QDMTF), developed by Queensland Fire and Emergency Services (QFES). QFES delivers the training and maintains records using the Disaster Management Learning Management System.

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19 Section 30(f), *Disaster Management Act 2003*, Functions
20 Insurance Council of Australia insurancecouncil.com.au/for-consumers
21 Insurance Council of Australia insurancecouncil.com.au/for-consumers/catastrophe-arrangements

22 Section 80(1)(a), *Disaster Management Act 2003*, Functions of local government

6.1.2   Exercises

An exercise is a controlled activity used to train or assess personnel, evaluate procedures, and test the availability and suitability of resources. It usually uses scenarios and focuses on specific objectives.

Exercises are an essential component of disaster preparedness and can be used by the LDMG and member organisations to enhance capacity and contribute to continuous improvement.

Additionally, the Act requires the effectiveness of the LDMP to be reviewed at least once a year[23]. Conducting an exercise is one way in which the LDMG can meet this requirement. Should the LDMG have been active during the period (for example responding to a disaster event), this would also satisfy this requirement.

Exercises reinforce training and maintain the disaster management capability of the group.

6.1.3   Evaluating the exercise

In all cases, those conducting the exercises must define the objectives before they start. Each exercise should be evaluated in terms of:

- its success in meeting its original aim.
- the extent to which it met each of its objectives.
- how it was conducted.

'Hot debriefs', (conducted immediately following an exercise), allow participants to raise issues while they're still fresh in their minds. A more detailed review, may be conducted within a few days of the exercise, allows participants time to provide a more considered view of the exercise. It is recommended that all exercises should incorporate both types of debriefs.

Where possible, a person external to the LDMG will conduct the exercise evaluation to ensure the process is conducted in a competent, timely, fair, and cost-effective manner. The evaluator will be required to possess relevant experience, as well as a comprehensive understanding of the Queensland Disaster Management Arrangements.

6.1.4   Post-event review

The LDMG may choose to review its operations following an event through a host debrief or a post-event debrief (similar to those used to evaluate exercises). During protracted operations the LDMG may choose to conduct multiple hot debriefs to identify significant issues and provide prompt solutions for immediate implementation.

The post-event debrief might be held days or weeks after an operation, when participants have had an opportunity to form a considered view on the effectiveness of the operation. It may also be conducted using a cooperative panel approach, with panel members drawn from various agencies. This process is designed to look for improvements to Queensland Disaster Management Arrangements (QDMA). It is also designed to identify improvements in relation to the conduct of business between the Queensland Disaster Management Committee, the DDMG and the LDMG.

The report from the post-event analysis may make recommendations regarding how disaster management is delivered within the QDMA. These recommendations can be made to/about any of the three disaster management levels (local, district and state) and/or organisations involved.

6.2   PREPAREDNESS NOTIFICATION AND DISSEMINATION

6.2.1   Bureau of Meteorology

Warning products issued by the Bureau of Meteorology (BoM) include severe weather warning, tropical cyclone advice and tsunami warnings. The community is encouraged to subscribe to these. Monitoring may also occur through www.bom.gov.au or through the BoM App from the Google Play Store or Apple Store.

6.2.2   LDMG and member organisation responsibilities

The LDMG has established notification and dissemination processes to allow communication between member organisations.

LDMG's secretariat does not use the LDMG notification system to send out any publicly available warnings or notifications to member organisations. Member organisations are required to subscribe and manage their subscription to these services themselves.

6.3   EMERGENCY PLANNING

6.3.1   Local Disaster Management Pion principles

The LDMG recognizes the importance of planning for disaster events and actively promotes this across the island community and member agencies.

When preparing the Local Disaster Management Plan (LDMP) and sub plans, the LDMG:

- uses risk management principles specified under AS/NZ ISO 31000:2009 and the National Emergency Risk Assessment Guidelines (NERAG).
- adopts a comprehensive, all-agencies approach to disaster management.
- considers community preparedness.
- consults with agencies and community stakeholders as appropriate.

Council is responsible for maintaining the LDMP[24], in consultation with member agencies. In addition, Council maintains sub plans detailing coordination and support arrangements for the LDMG.

6.3.2   Primary and lead agency plans

The LDMG expects that primary (hazard/threat-specific) and lead (functional) agencies will prepare and maintain written emergency plans to support the LDMP, and associated sub plans to control hazards and manage the delivery of the disaster management functions for which they are responsible.

6.3.3   Community emergency plans

The LDMG encourages community groups, businesses, developers, and others to prepare emergency and business continuity plans. The group especially encourages organisations that care for vulnerable sectors of the community (for example, aged care facilities) to prepare emergency plans in consultation with the appropriate organisations.

Any organisations that wish to provide Council with copies of their plans may do so by emailing : ceo@palmcouncil.qld.gov.au

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23 Section 59(2), *Disaster Management Act 2003*, Reviewing and renewing plan

24 Section 57, Disaster Management Act, Plan for disaster management in local government area

6.4   RESPONSE AND RECOVERY EQUIPMENT PROGRAMS

While the LDMG recognizes that organizations are responsible for raising and maintaining their own equipment, it will:

- support applications from Council and other disaster management member agencies for funding through grant programs.
- advocate for increases in state and federal government funding for local disaster management equipment initiatives.
- encourage organisations to support each other with equipment needs through strategies such as funding support and memoranda of understanding.

6.5   COMMUNITY AWARENESS AND EDUCATION

There is an onus on the member agencies that make up the LDMG to ensure the community is aware of the relevant hazards and risks and knows how to prepare for, respond to and recover from them[25]. The lead agencies are responsible for community education related to their specific hazards.

Examples of this operating locally on Palm Island are:

- Council's website and social media sites.
- Emergency management brochures and materials.
- Community newsletters, articles, and presentations.
- Community activities and presentations by the Palm Island SES Group.
- QFES's Prepare, Act, Survive campaign.
- Queensland Government's 'Get Ready' campaign.
- Queensland Government's 'If it's Flooded, Forget it' campaign.
- The Bureau of Meteorology's warnings and website.

Hazards and community characteristics may be similar across local governments, and media broadcast areas will often overlap local government boundaries. In recognition of this, the LDMG continuously looks for opportunities to promote and undertake shared messaging and joint programs with the relevant organisation, including neighboring LDMGs.

The LDMG coordinates community education activities conducted by the appropriate organisations to inform the Palm Island community about some of the following matters:

- local disaster risks.
- what is likely to happen during a disaster (for example, power outages and road closures).
- the appropriate actions to take in preparing for a disaster event
- who to contact if assistance is needed during a disaster (and contact details)
- local shelter arrangements (when to take shelter and where)
- specific measures available for groups who require assistance (for example, the elderly, those with healthcare needs, and people with disability)
- what to do with household pets when taking shelter
- types of warnings that are used in the area, what they mean and what to do when a warning is issued
- where and how to obtain information before, during and after a disaster.

LDMG community education activities should be targeted at addressing the specific needs of local communities. Activities should include general information as well as targeted education programs for groups with particular needs.

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25 Section 30(f), Disaster Management Act 2003, Functions

PART 7: RESPONSE

The principal purpose of emergency response is the preservation of life, property, and the environment.

7.1   INCIDENT V'S DISASTER/EMERGENCY

It is important understand the difference between and Incident and a Disaster/Emergency.

An incident will have some level of community disruption but will not affect the community's ability to function. The incident can be managed by responding agencies using their own resources or with minimal assistance from outside agencies.

Disaster/Emergencies are not merely large incidents, they are far more complex and have a greater consequence on a community and require a coordinated effort across various agencies.

During an incident where a response agency is the lead, there is a Command-and-Control structure. During a disaster there is a requirement for Coordination and Collaboration and an all-agency approach.

7.1.1   LDMG support during an Incident

In accordance with the Queensland Disaster Management Arrangements, agencies with a functional lead responsibility may be call upon the Council/LDMG to provide support such as:

- management of the evacuations (in collaboration with Queensland Police Service (QPS)).
- provide accommodation for displaced persons should it be required.
- return of displaced people to their point of origin prior to the incident.
- welfare support.
- provision of water.
- provision of plant and equipment to support the response operation.
- traffic control.
- local intelligence.
- transportation of goods and/or resources.
- community messaging.
- or any other level of support as determined by the lead response agency at the time of the incident.

7.2 ACTIVATION

The timely activation of the LDMG is critical for an effective response to an event. The decision to activate is dependent upon several factors including the perceived level of threat.

Activation of the LDMG can be authorized by its chairperson or Deputy Chairperson on receipt of any of the following:

- a warning of an impending threat that would require a coordinated multi-agency response.
- a request from:
  - a lead or primary agency for assistance under this plan.
  - a support agency for assistance under this plan.
  - the Townsville District Disaster Coordinator (DDC).
  - an affected neighbouring local government (to provide assistance under mutual aid arrangements).
- advice from the state of an impending disaster.

Once activated, the LDMG's role is to:

- efficiently and effectively coordinate the response to an event.
- minimize the impact of a disaster event on the community.
- detail the strategic manner in which elements of the LDMG will deal with day-to-day disaster management business.
- determine how information will be shared on events that may affect the local government area.

7.2.1   Activation levels for response arrangements

It is critical that the LDMG and its members maintain awareness of events occurring in the LGA. This will ensure an appropriate and measured activation of the LDMG.

The four (4) levels of activation are:

- **alert**
- **lean forward**
- **stand up**
- **stand down.**

The levels are not sequential and may be skipped depending on the situation. The activation levels are described in the following table.

	Description	Triggers	Palm Island Aboriginal Shire Council Actions
Alert	There is awareness of a hazard that has the potential to affect the LGA. No further action is required; however, the situation should be monitored by someone capable of assessing the potential risk.	There is awareness of a risk source (threat) that has the potential to affect the Palm Island LGA to an extent that a coordinated multi- agency response would be required or requested.	• Monitor the risk source through communication with the primary agency. • Maintain situational awareness. • Brief the LDC and key staff. • Provide advice of the LDMG response level to the DDC. • Report, by exception only, to the DDC and/or LDMG. • Undertake emergency response activities through LDMG members' core business arrangements.
Lean Forward	This is an operational state prior to 'stand up', characterized by a heightened level of situational awareness of a disaster event (either current or pending) and a state of operational readiness. The Local Disaster Coordination Centre (LDCC) is on standby prepared but not activated.	There is a likelihood that a threat may affect the Palm Island LGA to an extent that a coordinated multi-agency response would be required or requested. The threat is quantified but may not yet be imminent. There is a need for public awareness.	• The LDC places the Chairperson, Deputy Chairperson of LDMG on watching brief. • Establish communication protocols with the primary and warning agencies. • Maintain situational awareness and confirm level and potential of the threat. • Provide advice of the LDMG response level to the DDC. • Issue warning orders to key staff and agencies. • Prepare LDCC but don't activate it . • Determine trigger point for move to stand up. • Conduct initial briefing of LDMG. • Provide ad-hoc and reporting by exception only to DDC and/or LDMG. • Initiate public information and warnings.
Stand Up	This is the operational state following lean forward, at which resources are mobilized, personnel are activated, and operational activities are commenced. LDCC is activated.	The threat is imminent. The community will be or has been affected. Requests for support received by the LDMG. There is a need for coordination.	• LDC briefs Chairperson and Deputy Chairperson of LDMG. • LDMG meets. • LDCC is activated and operational. • LDMG assumes control of disaster operations in the LGA. • Implement standard operating procedures. • Provide regular reporting to DDC and/or LDMG.
Stand Down	The transition is made from responding to an event back to normal core business and/or continuance of recovery operations. There is no longer a requirement to respond to the event and the threat is no longer present	There is no requirement for coordinated response. Community has returned to normal function. Recovery taking place.	• Conduct final checks of outstanding tasks. • Make the transition to business as usual and/or recovery. • Debrief staff of the LDCC and LDMG. • Make a final situation report to DDC and/or LDMG.

7.3   LOCAL DISASTER COORDINATION CENTRE

The LDCC is responsible for coordinating operations under the direction of the LDC and in line with the LDMG's direction.

As identified previously in this plan, Palm Island Aboriginal Shire Council has limited resources to support the operations of an LDCC therefore is reliant on response agencies to coordinate the event activities in collaboration with the Chair and LDC.

Activities include (but is not limited to):

- coordination and planning of disaster operations
- dissemination of public information and warnings
- coordination of reporting to the relevant stakeholders.

7.3.1   Location

The Palm Island LDCC is located:

- PIASC Chambers
  Main Street
  Palm Island

Alternative location:

- Jacob Baira Emergency Services Building
  Wallaby Point Road
  Palm Island

7.4   EMERGENCY WARNING NOTIFICATION AND DISSEMINATION

The LDMG is responsible for ensuring the community is aware of ways to prevent, prepare for, respond to and recover from a disaster [26]. This involves raising awareness of identified threats and how the public should respond at an individual and/or household level. It may also include warnings and directions, as provided by primary agencies relating to the particular hazard.

The Chairperson of the LDMG (or delegate) is the official source of public and media information for the group's coordination and support activities.

Functional lead agencies may provide media liaison for issues relating to their organisational roles. Individual organisations maintain responsibility for internal reporting on their business in accordance with their established procedures.

Community members may receive warnings and information from several different sources - some official, some not. They may include:

Family	Friends	Neighbours	Media releases	Door-knocking
Facebook	Twitter	TV broadcast	Websites	ABC Radio
Standard Emergency Warning Signal	Emergency Alert	Community Organisations	Volunteers	Schools

Family, friends and neighbours are an extremely powerful source of warning information. However, this information should always be verified by official sources. All members of the community are encouraged to check on family, friends, and neighbors and to share official warnings with them.

7.4.1   Social media, websites, and notification services

Facebook and Twitter are the two most common social media platforms used by disaster management organisations in Queensland. A search of each of these platforms by organisation name will assist in obtaining relevant information. Social media feeds are available from qldalerts.com and Council's Website for those who don't subscribe to social media platforms.

Detailed contact information, including websites, are provided in the emergency contact list at the front of this plan.

7.4.2   Emergency Alert

Emergency Alert is the national telephone warning system used by emergency services and LDMG to send voice messages (to landlines) and text messages (to mobile phones) within a defined area about likely or actual emergencies and the (recommended) course of action[27]

The Emergency Alert system will only be used in dangerous situations where there is likely to be an impact on human life. It relies on telecommunications networks to send messages, and message delivery cannot be guaranteed.

It is noted that Palm Island is predominantly a 'mobile device' community therefore does not have a high number of landlines available to receive Emergency Alert voice messages. This fact must be taken into consideration when deciding on the use of the Emergency Alert process and therefore would only complement other community notification methods.

Emergency Alerts are also used on the island for public health notifications for water shortage and/or storage issues.

7.4.3   Standard Emergency Warning Signal (SWS)

When disasters loom or a major emergency happens, residents will be alerted by the sound of the Standard Emergency Warning Signal (SEWS) before critical television or radio broadcasts.

The SEWS is a wailing siren sound used throughout Australia for various emergency events of major significance, such as cyclones, flooding, and severe storms. When community members hear the signal, they should pay careful attention to the message that follows and act immediately on the advice given. There are strict rules on the use of this warning signal in Queensland[28].

7.4.4   Mainstream media (radio, television, and newspapers)

The use of mainstream media is essential for the provision of emergency warnings. Mainstream media channels are generally very proactive in the monitoring of official sources.

7.5   PUBLIC INFORMATION AND MEDIA MANAGEMENT

During a disaster, it is critical that the public information provided to the media is consistent across all agencies. To ensure the release of appropriate, reliable, and consistent information it is recommended that:

- joint media conferences be held at designated times involving key stakeholders, including the Chairperson of the LDMG where feasible
- key spokespeople should be appropriately delegated representatives of the LDMG agencies involved in the event.

Consideration of the following should occur:

- The scheduling of media conferences requires a coordinated approach to ensure there is no conflict between state, district, or local announcements.

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26 Section 30, Disaster Management Act 2003, Functions

27 Australian Government, Emergency Alert, Emergencyalert.gov.au
28 Queensland Government, Disaster.qld.gov.au/Warnings and Alerts/Pages/about sews.aspx

- Statistics are a potentially contentious issue requiring careful checking with all agencies before release.

Each agency is to comment only on its own areas of responsibility and should consult the LDC (or delegate) to ensure consistent messaging to the community

During an event, it is recommended that the LDMG develops a flexible media management strategy that:

- identifies key messages to share with the community, including reinforcing the LDMG's role in coordinating support to the affected community
- identifies preferred spokespeople for factual information (for example, sheltering measures and road closures)
- is consistent with the crisis communication network arrangements outlined in the Queensland

Government Arrangements for Coordinating Public Information in a Crisis (further details are located at disaster.qld.gov.au).

7.6 COORDINATION AND CAPABILITY SUPPORT

Each organisation is responsible for ensuring that it has appropriate resources to deliver its agreed roles and responsibilities. Where an organization's local capacity is exceeded, it can request support through the LDMG.

In a multi-agency response, the LDMG coordinates and supports the response capability of individual organisations. Where the LDMG is unable to provide the requested support for the organisation, it will follow the established processes to seek assistance from the Townsville DDMG.

7.7 IMPACT ASSESSMENT

Impact assessment is the organized process of collecting and analyzing information after an emergency or disaster to estimate:

- extent of loss of/ injury to human life.
- damage to property and infrastructure.
- the needs of the affected community in terms of response, recovery, and future (prevention and preparedness) assistance.

Impact assessments provide the LDMG with a source of comprehensive, standardized information on the effect an event has on various elements of the community. This information is then used to set priorities and make decisions about the response to an emergency or disaster, and to take the initial steps leading to recovery.

There are two basic types of impact assessment:

1. Post-Impact Assessment, which examines the ways in which an event has affected a community.
2. Needs Assessment, which examines the type, amount and priorities of assistance needed.

7.7.1 Post-impact assessment

There are two types of post-impact assessments:

- Damage Assessments (DA), and
- Comprehensive Damage Assessment (CDA)

7.7.1.1 Damage assessments (DA)

DAs are undertaken immediately following an event to gather a high-level view of consequences and potential consequences. Sources of information include:

- calls for assistance recorded at emergency services communications centers and through the Council.
- information and assessment data provided by LDMG members, representatives, and advisors.
- media monitoring and reporting.

The DAs provide initial and often unconfirmed information. The information collected is used to provide an assessment of the potential overall impact of the event and to set initial priorities.

7.7.1.2 Comprehensive Damage Assessment (CDA)

CDAs will commence as soon as possible after an event to accurately establish the impact.

All LDMG members and requested relevant organisations will undertake detailed impact assessments relating to their area of jurisdiction. Depending on need, the LDMG may coordinate the formation and operation of multi-agency assessment teams to systematically collect and analyze impact assessment data.

7.7.2 Needs assessments

Using data from the initial rapid and comprehensive damage assessments, the LDMG will conduct a needs assessment to establish the type, quantity and priorities of assistance required by disaster affected community.

7.8 FINANCIAL MANAGEMENT

LDMG member organisations will be responsible for their financial management and procurement matters. Council will assume responsibility for financial management of the LDCC during the event.

When an event occurs, each organisation should immediately begin accounting for personnel and equipment costs relating to disaster operations (in accordance with its own policies and procedures) to provide evidence for reimbursement from the various assistance arrangements.

Care and attention to detail must be taken throughout the disaster operations period to maintain logs, formal records, and file copies of all expenditure (including personnel timesheets). This will provide clear and reasonable accountability and justification for future audit and potential reimbursement purposes.

7.9 DISASTER FINANCIAL ASSISTANCE ARRANGEMENTS

There are two sets of financial arrangements under the Queensland Disaster Relief and Recovery Guidelines (QDRRA) that, if activated, provide financial support to Queensland communities affected by a disaster event. They do this through the reimbursement of eligible expenditure.

7.9.1 Disaster Recovery Funding Arrangements {DRFA}

The Australian government/State funded DRFA provides a range of agreed relief measures and cost sharing arrangements to assist in the recovery of individuals, communities, local governments, and state agencies impacted by an eligible disaster.

Eligible disasters defined by the DRFA, is a natural disaster or terrorist act for which:

- Coordinated multi-agency responses was required and
- State expenditure exceeds the small disaster criterion, currently $240,000 for 2018/19.

For a list of ineligible disasters, activation and claim processes and further information, please refer to: *Queensland Disaster Relief and Recovery Guidelines- November 2018.*

7.9.2 State Disaster Relief Arrangements {SDRA}

The intent of the SDRA is to assist in the relief of communities whose social wellbeing has been severely affected by a disaster event (natural or non-natural). The SORA are state-funded and not subject to the Australian Government-imposed event eligibility provisions or activation threshold. As a result, the SORA can address a wide range of disaster events and circumstances where personal hardship exists.

For further information on the SDRA, please refer to: *Queensland Disaster Relief and Recovery Guidelines - November 2018*

7.10 LOGISTICS MANAGEMENT

When the LDMG requires logistics support and/or resources to meet operational requirements that are beyond local capacity and capability, it sends a 'Request for Assistance' to the District Disaster Coordination Centre (DDCC).

At times, administrative boundaries may separate resources from affected communities. In planning, the LDMG considers resources in neighbouring LGAs in addition to those locally.

7.10.1 Requests for Assistance

The process for requesting assistance can be found in the 'Request for Assistance Reference guide - RG.1.196, Queensland PPRR Disaster Management Guideline. The Request for Assistance template is located within the abovementioned Reference Guide.

7.11 DISASTER DECLARATION

In accordance with the *Disaster Management Act 2003,* and subject to several factors, a District Disaster Coordinator for a disaster district may, with the approval of the Minister, declare a disaster situation for a district or for one or more LGAs within the district in whole or in part[29].

The declaration confers extra powers on particular groups to perform actions, give directions and control movements within the declared area[30].

In declaring a disaster situation:

A district disaster coordinator for a disaster district may, with the approval of the Minister, declare a disaster situation for the district, or a part of it, if satisfied: -

a) a disaster has happened, is happening or is likely to happen in the disaster district; and

b) it is necessary, or reasonably likely to be necessary, for the district disaster coordinator or a declared disaster officer to exercise declared disaster powers to prevent or minimize any of the following:

   i. loss of life.

   ii. illness or injury to humans.

   iii. property loss or damage.

   iv. damage to the environment[31].

Even when a disaster situation is declared, Council is still primarily responsible for managing operations on Palm Island.

7.12 RESUPPLY

The LDMG is responsible for supporting communities in preparing for temporary isolation. It is also responsible for ensuring procedures are in place for resupply of food and other essentials during times of isolation.

Most events that isolate communities occur on a seasonal basis, and their effects on transportation networks can be predicted with reasonable accuracy. Communities that are likely to be affected by such events are expected to prepare well in advance for both the event and the expected period of isolation.

To help with this, the LDMG conducts community education programs that focus on the community and household preparations to be made prior to the expected time of impact.

Planning for resupply operations considers the necessity and urgency of the request. It will need to balance the diversion of limited resources from other activities (such as supporting rescue, sheltering processes or similar) with the needs of the isolated community.

Should the Palm Island LDMG exceed its capacity to resupply the island, a request for assistance can be submitted to the DDCC for support.

7.13 EMERGENCY SUPPLY

'Emergency supply' is the acquisition and management of emergency supplies and services in support of disaster operations.

Emergency supply can include:

- resource support in the establishment of forward command posts, community recovery centers and/or disease control centers. This may include furniture, equipment, and materials.
- resource support for community evacuation centers. This may include furniture, bedding material and health and hygiene products.
- bottled water and bulk water supplies.
- temporary structures such as marquees and portable ablution facilities.
- small plant equipment hire services (such as chainsaws and pressure washers).

Before requesting emergency supply, the LDC will:

- make every effort to exhaust local supplies.
- attempt to support local economies.
- support organisations to use their own internal acquisition processes.

7.14 ACCESSING SUPPORT AND ALLOCATING RESOURCES

Requests for support may come from lead agencies, supporting agencies or community. These requests must be registered and acted on in accordance with the standard operating procedures for the LDCC.

The LDC may request assistance from local agencies, businesses, and community groups for additional resources.

The LDMG will maintain regular communications with the Council, to coordinate the actions and resources required to respond and recover from the impact of disaster events.

In accordance with the Queensland Disaster Management Arrangements, any requests for assistance that cannot be met within local capacity or local resources will be submitted to the District Disaster Coordinator. The LDMG Chairperson or the LDC must endorse these requests.

If the request for assistance cannot be actioned by the DDC, the request will be escalated up to State Disaster Coordination Centre.

29 Section 64, *Disaster Management Act 2003*, Declaration
30 Sections 75 and 77, *Disaster Management Act 2003*, Authorization for disaster situation; General powers
31 Section 64, *Disaster Management Act 2003*, Declaration

7.15 PRIMARY (HAZARD-SPECIFIC) AGENCY

A primary agency is the organisation in control of the management of a specific threat. 'Control' relates to managing what should be done, when and by whom. Control operates horizontally across agencies that are contributing to the management of the particular hazard.

For example, during a bushfire threat, the QFES is the primary agency. It will control all agencies that are contributing to management of the bushfire. This includes giving directions and tasks to supporting agencies, allowing access into various zones and/or determining the need for possible evacuation.

Primary agency status is usually bestowed by legislation, common law, regulations, state plans or by agreement of the LDMG. Locally, the following organisations have accepted responsibility as lead agencies for operations associated with each hazard.

Hazard	Agency
Cyclone Storm Surge Flooding Landslide Water Contamination Infrastructure Failure	Palm Island Aboriginal Shire Council
Bushfire Urban Fires	Rural Fire Service - Queensland Fire and Emergency Service
Hazardous Chemical	Queensland Fire and Emergency Service
Aircraft Accident Traffic Accident Terrorism	Queensland Police Service
Pandemic Heatwave Radiological Biological (human related)	Townsville Hospital & Health Service
Animal and Plant Disease	Department of Agriculture and Fisheries

Further information on Primary Agencies and relevant plans for other identified hazards can be found in the Queensland State Disaster Management Plan[32].

7.16 LEAD (FUNCTION) AGENCIES

A functional lead agency is the organisation in control of the management of a specific function. For example, when an evacuation is required, Council is the functional lead agency and will work collaboratively with all agencies that are actioning to the evacuation process. This includes requesting actions and tasks to supporting agencies.

A functional lead agency will be supported by other agencies that have agreed roles in the delivery of the disaster management function. For example, in the management of evacuation process, the Council is assisted by a several agencies such as the Queensland Police Service and the State Emergency Service.

Functional lead agency status is usually bestowed by legislation, common law, regulations, state plans or by agreement of the LDMG.

A copy of the Functional Lead Agencies for Queensland can be found in Annexure 4.

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32   Item 7.2.4, Hazard Specific Plans, Queensland State Disaster Management Plan

7.17 GENERAL ARRANGEMENTS RELATED TO PRIMARY AND LEAD AGENCIES

7.17.1 Coordination of primary and lead agencies

During a disaster, several primary and lead agencies may be in operation at the same time. For example, a disaster may involve the management of several threats and the delivery of a number of disaster management functions (such as evacuations or public health).

The LDMG's role in coordination is to ensure primary, lead and support agencies have the resources and information needed to carry out their agreed roles.

Coordination operates horizontally across agencies but does not extend to the control of threats or functions, or to the command of agency resources.

7.17.2 Primary and lead support agencies

Members of the LDMG agree to support other organisations through the provision of mutual aid. A support agency assists the primary or lead agency in the delivery of their objectives.

While under the control of a primary or lead agency, support agencies retain responsibility for commanding their resources and ensuring that their own standard operating procedures are correctly implemented.

Townsville District Disaster Management Group and the Palm Island LDMG recognize Palm Island Aboriginal Shire Council has limited resources and capability and may not be able to respond to the hazard in an efficient and timely manner. Therefore, Council relies heavily on the support and service of the Queensland Police Service and other response agencies.

PART 8: RELIEF

Relief is a transitionary phase that occurs during both response and short-term recovery operations. It is defined as 'the effort to meet the immediate needs of persons affected by a disaster, to minimize further loss through the provision of immediate shelter and life support.'[33]

8.1   EVACUATION CENTERS

Evacuation Centers are designated buildings specifically selected as a location not anticipated to be adversely affected by the hazard. During and/or after the event if provides temporary accommodation, catering and welfare services to people who have left the impact area or whose homes were damaged or destroyed by the event.

The primary reason for an evacuation is the preservation of life. The process of evacuation is managed through the response phase and follows a defined process with five stages:
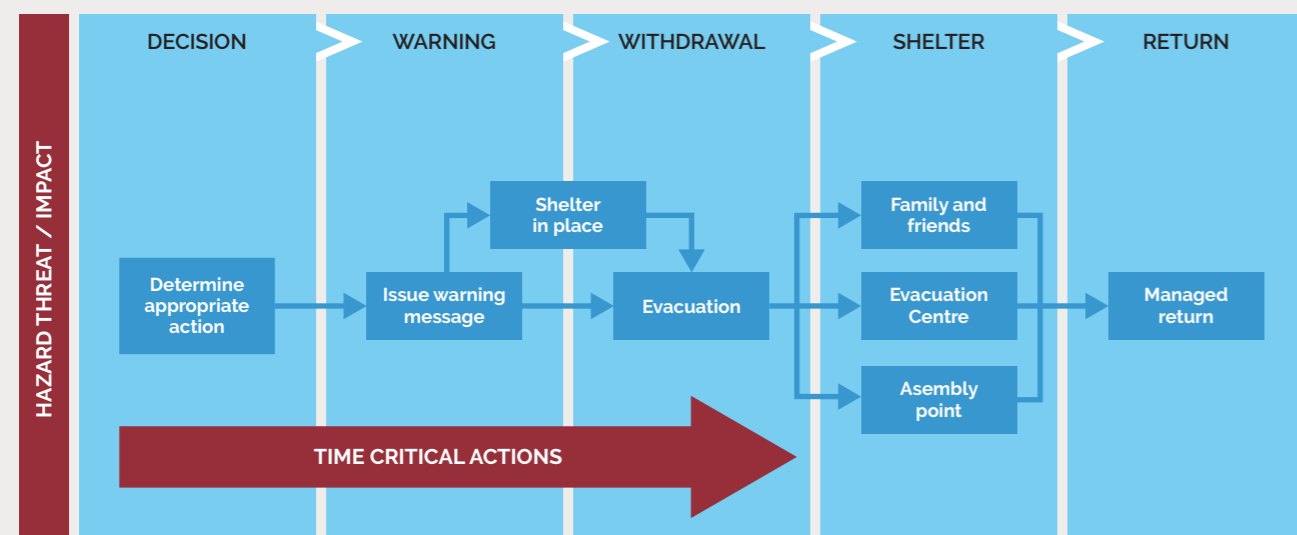
33   Disaster Management Act 2003, Schedule Dictionary

Dependent on the nature, size and scale of an event, an Evacuation Centre may be opened to meet an immediate need for those with no other option, to preserve life, wellbeing, and safety.

> **There is no evacuation shelter on Palm Island, so everyone is to shelter at home during a disaster event.**

Preferred sheltering solutions for community members to consider- in priority order - are:

1. a destination of the person's choosing (i.e., with family, friends, or neighbors either on the mainland or on the island).
2. established accommodation (i.e., motel).
3. Place of safety (if established).

8.2   DONATING TO AFFECTED PEOPLE

Council and the Queensland Government have partnered with GIVIT to manage all offers of donated goods and services (including corporate offers of assistance) following Queensland disasters. Affected people are encouraged to register their needs with an identified service provider who will endorse the request prior to registering with GIVIT. GIVIT then matches these needs with goods currently being donated. This eliminates the need for organisations to store and sort unexpected donations.

GIVIT also accept donations of money. 100% of funds received by GIVIT during a disaster are spent on urgently needed items. Wherever possible, the items are purchased from businesses in the disaster affected area to assist recovery of the local economy

To donate, visit givit.org.au

8.3   VOLUNTEERING

The desire to help disaster victims is an indication of the health of the community.

The best way a person can start their volunteering is to find out if family, friends, and neighbors need assistance. This should always be done under their direction and with their consent.

It is also imperative that volunteers act safely. Workcover Queensland provides guidance on how to be safe. For more information, visit worksafe.qld.gov.au/injury-prevention-safety/workplace- hazards/dangers-in-your-workplace/storms-and-floods.

After assisting family, friends and neighbours, all volunteers should register with Volunteering Queensland's Emergency Volunteer Service by visiting emergencyvolunteering.com.au/qld or phoning 1800 994 100. They will then be contacted if additional volunteers with their skills are required.

8.4   ISOLATED AREAS

Areas that become isolated, particularly due to flooded roads, have been identified during the risk management process. These areas do not necessarily require evacuation, but additional support may be needed to help people stay in their homes.

Occupants of areas known to become isolated are strongly encouraged to plan for periods without access to food and essential household items.

Areas of potential isolation on Palm Island include the Long Beach area of Wallaby Point Road, Pencil Bay and Small Butler Bay.

PART 9: RECOVERY

Recovery is 'the coordinated process of supporting 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)[34].

9.1 OUR APPROACH TO RECOVERY

Disaster recovery on Palm Island follows the Queensland principles for recovery. These principles recognize that successful recovery relies on:

- understanding the context.
- recognizing complexity.
- using local, community-led approaches.
- ensuring coordination of all activities.
- employing effective communication.
- acknowledging and building capacity.
- identifying lessons and building resilience.

Recovery is also defined under the *Disaster Management Act 2003* as:

a) Providing relief measures to assist persons affected by the disaster who do not have the resources to provide for their own financial and economic wellbeing.
b) Restoring essential infrastructure in the area or areas affected by the disaster.
c) Restoring the environment in areas affected by the disaster.
d) Providing health care to persons affected by the disaster, including temporary hospital accommodation[35].

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34 Queensland Interim State Recovery Plan (2017)
35 Disaster Management Act 2003, Schedule Dictionary

The LDMG encourages an all-agencies approach to recovery. This involves identifying a range of organisations to support the lead functional agency and the LDMG in implementing an effective recovery over the short-, medium- and long-term.

9.1.1 Phases of recovery

Recovery is undertaken across three phases. These phases are contained in the Queensland Recovery Plan and are noted below.

9.1.1.1 Phase 1-Post-impact and early recovery

Includes: Immediate short-term recovery

- Impact and damage assessments will be undertaken.
- At the state level a State Recovery Coordinator will be appointed, if required.
- At the loco/ and district levels, recovery groups will be established, if required. It includes the transition from immediate post-disaster response operations to short term recovery operations, as well as development, planning, consultation, and implementation of a recovery plan (templates at Annexes 5 and 6, Queensland Recovery Plan).
- Concurrently, recovery works will be undertaken.
- This phase may occur parallel to response and ends when all disaster response activities are assumed by relevant agencies for recovery and reconstruction.

#### 9.1.1.2   Phase 2 - Recovery and restoration

Includes: Medium-term recovery

- This phase includes medium-term recovery and sees the integrated execution of the deliberate, methodical recovery, and reconstruction to achieve an enhancement in outcomes for disaster affected individuals, communities, Junctions, and infrastructure.
- During this phase, coordination of ongoing impact assessments, community engagement, communication, and collaboration between functional and recovery groups at all levels continues. The State Recovery Policy and Planning Coordinator/Local Recovery Coordinator/District Recovery Coordinator monitors progress across all areas of recovery and identifies overlapping issues, reinforcing as required with resources and capability to ensure that the momentum of recovery and reconstruction is maintained.
- This phase ends when the progressive achievement of strategic milestones, as detailed in the relevant recovery plan, is sufficiently advanced to enable the transition of responsibilities from the SRPPC to the responsible agencies or service deliverers

9.1.1.3   Phase 3 - Transition

Includes: Long-term recovery

- This phase sees a progressive handover of recovery and reconstruction responsibilities to agencies or organisations including government, local government, community-based or industry-led sectors that would normally support the functional area.
- Transition identifies lessons and implements improvements to increase resilience as part of recovery.
- Phase three ends when oil recovery and reconstruction responsibilities ore managed as business as usual, namely when recovery efforts can be delivered without the support of additional resources.
- This phase the community realizes its post-disaster "new normal".
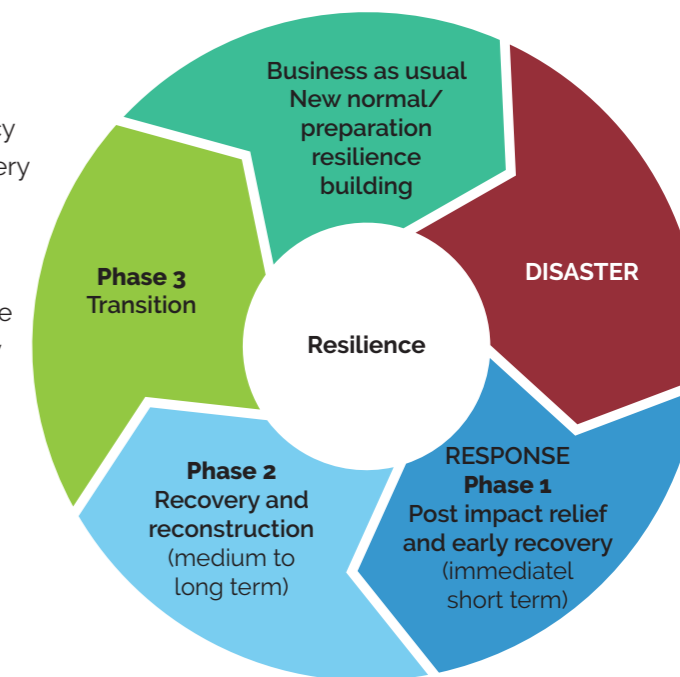
9.1.2 Functions of recovery

Effective recovery requires an integrated, multi-disciplinary approach to analyzing needs, engaging the community, and planning.

Recovery is a complex and potentially protracted process. To help coordinate this, it is grouped into five functions. These often overlap, and recovery arrangements must reflect the interrelationship between them. The LDMG may also agree to join two or more functions if required.

Economic	Roads and transport	Human and social	Buildings	Environmental
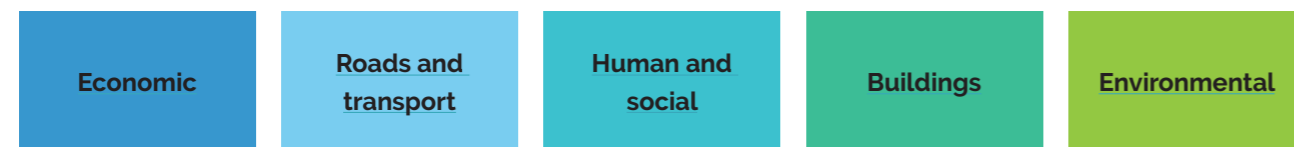
9.2 PALM ISLAND LDMG RECOVERY GOVERNANCE

Palm Island LDMG recovery governance arrangements mirror those of the Queensland Government. By doing so, timely access to resources to support effective, needs based recovery efforts can be better achieved.

9.2.1 Establishing the Local Recovery Group

The formation of a Local Recovery Group (LRG) may occur on an as-required basis and under the auspices of the Palm Island LDMG. Where the LRG is not formed, all recovery functions are managed through the LDMG.

9.2.1.1 Responsibilities of the Local Recovery Group

The responsibilities of the Local Recovery Group include:

- Coordinate the community recovery from disasters (all-hazards);
- Assess the impacts of the disaster.
- Identify and prioritize major areas of recovery in a disaster specific Recovery Plan.
- Develop and implement effective strategies for community participation and partnership in the recovery process.
- Develop short-, medium- and long-term recovery policies and strategies.
- Develop and implement recovery plans.
- Identify and obtain required resources.
- Provide effective on-site leadership, to focus all necessary resources, and to achieve the most efficient and effective recovery of affected communities
- Monitor recovery activities
- Develop a final report at the end of recovery operations which incorporates findings to inform resilience building activities.

9.2.2 Membership

Membership and functions of the Local Recovery Group remains flexible to ensure it meets the needs of the community and is appropriate to the size and scale of the recovery needs.

Recovery Group membership will include local non-government and community agencies representatives along with government and private sector agency representatives. This ensure that those closest to the community and non-traditional stakeholders are involved in recovery planning and identifying priorities for actions.

9.2.3 Local Recovery Chairperson

The Chair of the Palm Island LDMG is the Mayor of Palm Island who appoints the Deputy Mayor to the position of Local Recovery Chairperson.

In the absence of a Local Recovery Chairperson, the Local Recovery Coordinator will assume the role of coordinating local recovery operations.

9.2.4 Local Recovery Coordinator

The LDMG may determine it is necessary to appoint a Local Recovery Coordinator (LRC) to coordinate recovery at the local level.

The LRC is appointed by the LDMG Chair and may be pre-emptive in anticipation of expected disaster impacts.

Palm Island LDMG appoints the Deputy CEO to the role of Local Recovery Coordinator. If this position is unable to be fulfilled by Council, further discussion with the District Disaster Coordinator will be had to identify a suitable solution.

The Local Recovery Coordinator will activate the Local Recovery sub-committees based on impact and needs assessments, or as directed by the Chairperson of the LDMG.

The appointed Local Recovery Coordinator may carry out the following duties:

- Chair the LRG in the absence of a Local Recovery Chairperson, reporting to the LDMG
- Liaise with functional lead agency representatives at the local and district levels.
- Work with identified agencies and the community to develop the specific operational recovery strategy and plan
- Coordinate establishment of the LRG and ensure it remains operating appropriately.
- Coordinate the community recovery form the disaster
- Coordinate short to medium term recovery to address the immediate effects of the disaster and development of longer-term measures as appropriate
- Ensure the recovery strategies address all functional areas of recovery; human and social, economic, environment and infrastructure (building, and roads and transport)
- Provide effective on-site leadership to focus all necessary resources, and to achieve the most efficient and effective recovery of affected communities
- Perform the role of conduit between the community and the government.
- Develop and implement effective strategies for community participation and partnership in the recovery process
- Coordinate the ongoing government services aspects of community recovery
- Coordinate the actions of peak community, business, and non-government organizations in their contribution to the recovery to ensure the most effective use of skills and resources.
- Provide advice to State Government on the needs and responses of the affected individuals, communities, and other sectors.
- Provide regular reports on recovery operations to the SRPPC, as well as regular community and media information on recovery process
- Undertake a post-operation debrief and provide a final report to the LDMG at the end of recovery operations.

9.2.3 Local Recovery Sub-committees

Each Local Recovery sub-committee is chaired by Palm Island Aboriginal Shire Council's most appropriate manager. The key tasks of the sub-committees are as follows.

Economic recovery includes:

- renewal and growth of the micro economy (within the affected area) and the macro economy (overall economic activity of the state).
- individual and household entities (for example, employment, income, and insurance claims), private and government business enterprises, and industry.

- assets, production and flow of goods and services.
- capacity for the export of goods and services from the affected region.

Roads and transport recovery includes:

- repairing and reconstructing roads and transport systems.

Human and social recovery includes addressing:

- personal support and information.
- physical and emotional health.
- psychological, spiritual, cultural, and social wellbeing.
- public safety and education.
- temporary accommodation.
- financial assistance to meet immediate individual needs.
- uninsured household loss and damage.

Building recovery includes:

- repairing and reconstructing residential and public buildings.
- commercial, industrial, and rural buildings and structures government structures.
- utility structures, systems, and services (water, sewage, energy and communications) other essential services.
- dam safety.

Environment (or natural environment) recovery includes:

- restoration and regeneration of biodiversity (species and plants) and ecosystems natural resources.
- environmental infrastructure.
- amenity/aesthetics (for example, scenic lookouts) culturally significant sites and heritage structures.
- management of environmental health, waste, contamination and pollution, and hazardous materials.

For further information on Functional Recovery Groups, their key responsibilities and supporting agencies, please refer to Annex. 3 Queensland Recovery Plan 2017.

9.3 PLANNING FOR RECOVERY

The Palm Island Community Recovery Subplan provides a framework for the coordination of recovery operations on Palm Island and is included with the Palm Island Local Disaster Management Plan. It is recognized the Palm Island Community Recovery Subplan was drafted in 2013 and needs to be reviewed to ensure currency with the Queensland Recovery Plan 2023. The LDMG will endeavor to review this subplan as resources permit. The strategy it currently outlines is flexible and designed to cater to different types and sizes of disaster events, as required.

Recovery provides an opportunity to learn. Communities can further develop their capability and resilience through reconstruction efforts, risk reduction strategies, and hardening of infrastructure and the built environment.

The sub plan includes transition arrangements from 'response' through 'immediate relief arrangements' to 'recovery arrangements', outlining the transfer of all required resources. It also identifies the scope of possible disaster recovery operations, as well as the roles and responsibilities of all stakeholders involved in the process for short-, medium- and long-term recovery requirements.

Member organisations of the Local Disaster Management Group, including Palm Island Aboriginal Shire Council, maintain their own organisational plans and standard operating procedures.

PART 10: SCHEDULE OF ANNEXURES

Annexure Number	Description
1	Abbreviations and acronyms
2	Glossary of Terms
3	Roles and Responsibilities
4	Functional Lead Agencies
5	2013 AECOM Palm Island Natural Disaster Risk Management Study
6	Palm Island Place of Refuge Feasibility Study including Storm Tide and Flood Risk Report
7	Palm Island Bushfire Risk Mitigation Plan 2017

PART 11: SCHEDULE OF SUB-PLANS

The LDMP Sub Plans listed below are somewhat dated however will still provide a level of guidance should the plan be activated. All Sub Plans will be reviewed as time and resources permit.

Subplan	Description
1	Palm Island LDMG Evacuation Plan
2	Palm Island LDMG Resupply Operations Sub Plan
3	Palm Island LDMG Activation Sub Plan
4	Palm Island LDMG Community Recovery Plan 2013
5	Palm Island LDMG Evacuation Centre Management Sub Plan

PALM ISLAND

LOCAL DISASTER MANAGEMENT PLAN

2023 — 2024

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