

## The Cyclone Debbie Review Action Plan

**Situation:** Tropical Cyclone Debbie (TC Debbie) formed in late March 2017. TC Debbie crossed the Queensland coast in the Whitsunday area, diminishing in strength to a severe weather system, which then moved through central Queensland to the south-east corner causing severe damage over a widespread area of Queensland. The disaster management system was utilised to prepare, respond to and recover from this event. Following the event the Inspector-General Emergency Management was tasked to review the effectiveness of the system. The review resulted in the following recommendations.

### Objective: To implement the recommendations of the Cyclone Debbie Review

Recommendation	Findings/Background	Supported / Not supported	Lead Agency	Actions in Response	Other relevant agencies
<p><b>1 Culture of Learning</b> Queensland should implement and maintain a system-wide lesson management program.</p>	<p>Where there were comprehensive and consistent approaches to debriefing, opportunities for improvement and good practice were better identified.</p> <p>By capturing lessons from the broader disaster management system, lessons will be more easily turned into sustained improvements. Lessons can be captured by developing a system for collating and disseminating lessons learned and monitoring implementation.</p>	Supported	<b>IGEM</b>	<p>All agencies to provide lessons from past exercises and reviews to IGEM.</p> <p>Identification of a suitable vehicle for all DM stakeholders to access lessons learnt.</p> <p>Key lessons learnt to be included in Summer readiness sub.</p>	<p>All agencies Including QFES (DM Portal) DDMGs LDMGs</p>
<p><b>2 Risk</b> a The operation and maintenance of flood gauges should be developed and planned for on a catchment basis.</p>	<p>The review found that a better informed picture was developed by viewing a catchment as a whole, rather than focussing on one particular river system.</p>	Supported	<b>QRA</b>	<p>Continuation of work already commenced by QRA on flood resilience.</p>	<p>DNRM DSITI BOM QFES</p>
<p>b Queensland should examine the feasibility of the installation of storm tide markers in prominent public places and the exploration of new technology to highlight storm tide risk to the community and its visitors.</p>	<p>There is a need to enhance the community's understanding of storm tide. The intent is to inform and educate the public regarding storm tide risk.</p>	Supported	<b>DSITI/ QRA/ QFES</b>	<p>Investigate and develop a standard for storm tide markers and complementary public facing interactive mapping technology (Floodlines augmented reflections app) locations identified in Queensland's <i>Tropical Cyclone Storm Tide</i></p>	<p>DEHP DDMGs LDMGs</p>

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				<p><i>Warning - Response System Handbook.</i>            DSITI to provide technical advice based on available storm surge monitoring and modelling data to support the delivery of the outcome.            LDMGs to communicate these locations to the relevant community and educate the relevant community regarding the meaning of the storm tide marker.</p>	
<p>c Planning and warnings for storm tide should be based on modelling that shows the chances of events occurring (probabilistic).</p>	<p>Better decision making and improved community outcomes result from event probability modelling. Modelling can enhance decision making and provide greater visibility of decisions.            Of particular interest is storm tide.</p>	<p>Supported</p>	<p><b>DSITI</b></p>	<p>Liaise with the Bureau of Meteorology to coordinate. Confirm storm tide measurement (HAT or AHD). Establish consistent method of modelling. Develop method of displaying modelling results.</p>	<p>QRA            DNRM            DEHP            BOM            QFES</p>
<p><b>3 a Business Continuity, communities, and local critical infrastructure</b>            Business continuity planning should feature permanently in disaster management doctrine</p>	<p>Business continuity planning (BCP) can facilitate the restoration of critical infrastructure within a community. It is an important mechanism for recovery and assists with resilience.</p>	<p>Supported</p>	<p><b>DPC</b></p>	<p>Inclusion in State Disaster Management Plan (QPS). Inclusion within appropriate disaster management guideline (QFES).</p>	<p>QFES            QPS            QRA            DTESB            (Chambers of Commerce)</p>

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	To reflect its importance, BCP should be included in disaster management planning.			Part of implementation of the Queensland Strategy for Disaster Resilience (QRA). Linkages to be made with Heads of Corporate Services who oversight BCPs in their agencies. Linkages also to be made with the Department of Communities, Child Safety and Disability Services (DCCSDS) and Community Services Industry Alliance (CSIA) who are working with non-government organisation (NGOs) on Business Continuity Planning (BCP).	LDMGs DDMGs DCCSDS
b Local disaster management groups should focus on the business continuity of local critical infrastructure and its integration with other plans.	This issue arose as a result of critical businesses closing which were relied on by the LDMG, resulting in disaster management operations being affected. There was also an identified need for LDMG's to understand the capacity of critical infrastructure within their area.	Supported	<b>QFES (with LDMGs)</b>	QFES to work with the LDMGs to monitor implementation. Support engagement between critical infrastructure providers and LDMGs. In relation to the Telecommunications sector, DSITI can connect state level contacts with individual LDMGs where required to support relevant conversations about local arrangements, noting that	DEWS DSITI DTESB DDMGs DILGP (Liaison with LGAQ) DNRM – GIS Globe

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				<p>some carriers already have processes in place. Roles and responsibilities in relation to the restoration of telecommunication services have been enhanced through the State Disaster Management Plan rewrite that is being facilitated by the QPS Disaster Management Unit. DNRM to consider training councils on the use of Globe and other available GIS products.</p>	
<p><b>4 Planning for transition to recovery</b> The Queensland Offers of Assistance Policy, particularly for corporate donations, should be updated and exercised prior to the next season.</p>	<p>During TC Debbie there was confusion concerning the coordination of offers and the management of physical donations.</p>	<p>Supported</p>	<p><b>DPC</b></p>	<p>Refinement of guideline(QFES) Further clarification with GIVIT regarding their role and the requirements of the MOU (DPC). Implementation of public education campaign. Development of SOPs.</p>	<p>QRA DCCSDS DSD QFES</p>
<p><b>5 Public Information and Engagement</b> A Local Government Association of Queensland representative should be included on the Crisis Communications Network to enhance the delivery of consistent</p>	<p>There were instances during TC Debbie where there were inconsistencies between information from authoritative sources such as local governments and the Bureau of Meteorology.</p>	<p>Supported</p>	<p><b>DPC</b></p>	<p>LGAQ is already an optional/additional member of CCN. Involvement is based on crisis and need.</p>	<p>QFES (Management of the PIC) DILGP (Liaison with LGAQ) QRA (for recovery)</p>

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information across and between levels of government.	Information must be consistent and be a single "point of truth".			Communicate QLD government communication arrangements with DM stakeholders.	
<p><b>6 Warnings and Emergency alerts</b> Efforts are made to improve the timeliness, accuracy and targeting of Emergency Alert messaging by:</p> <p><b>a</b> educating the sector about how Emergency Alert works in detail, and involving them in its testing.</p> <p><b>b</b> ensuring the preparation and authorisation of Emergency Alert campaigns consider those to be warned, and are not limited by disaster management boundaries.</p> <p><b>c</b> allowing the operation of Emergency Alert and the authorisation of its campaigns by disaster management practitioners at a district and local level.</p>	<p>Warnings work best when timely, contextualised, informative, consistent and understandable.</p> <p>The review found that there was a lack of awareness by many local groups of the capabilities of the EA system and its requirements, as well as issues relating to the timeliness and content of messages and the number of ad hoc campaigns.</p>	Supported in principle	<b>QFES</b>	<p>Confirm requirements of <i>Telecommunications Act</i>. Develop pre-populated messages where possible. Develop and deliver an education program to local groups in relation to EA campaigns. Implement an approach to improve the use of Emergency Alerts (EA) for the 2017-18 severe weather season and additional enhancements for the 2018-19 season. Facilitate workshops to relevant stakeholders to improve the understanding of, application and use of EA as a dissemination method of warning products. Relevant guidelines, training materials and existing procedures will be reviewed to ensure messaging (EA's) are not constrained by geographical or</p>	<p>LDMGs DEWS Utility owners (Dams)</p>

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				<p>administrative features (roads/waterways). Relevant stakeholders will be engaged with to develop pre-populated and pre-authorised messages and polygons.</p> <p>Instead of local and district disaster management groups operating and authorising EAs, the preferred response is for improvements to be made to the process and timeliness of EAs generally, allowing EAs to continue to be issued within the context of wider, coordinated communication strategies.</p> <p>Authority and responsibilities will also be confirmed.</p>	
<p><b>7 a Information Management</b> A strategy should be developed to improve the availability of information to decision-makers and other audiences. Information should be searchable, more specific, timely, and allow</p>	<p>Multiple information management systems are utilised resulting in a high volume of information that was repeated or reproduced. At times some LDCCs were asked for the same information by different state agencies despite this information being on the situation report.</p>	<p>Supported</p>	<p><b>QFES</b></p>	<p>Development of the SDCC Event Catalogue. This catalogue is currently available to all capabilities within the SDCC as well all DDCC's. Further development is being undertaken to make it available</p>	<p>All agencies DDMGs LDMGs</p>

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	stakeholders to find what they want.			at a local level as well as other to agencies/departments.	
b	Significant effort should be invested to provide disaster decision-makers at every level with a shared understanding of risks, the situation, and capability, so that they can agree the best decisions for the communities they serve.	Supported	<b>QFES</b>	Further implementation of the Queensland Emergency Risk Management Framework.	All agencies DDMGs LDMGs BOM
<b>8</b> a	<b>Evacuation</b> The Queensland Chief Health Officer should work with the Office of the Inspector-General Emergency Management to raise, with the Commonwealth, the need for all aged care providers to plan and exercise for evacuation to a similar safe establishment.	Supported	<b>QH</b>	Liaise with the Commonwealth to review the requirement for providers to actively participate in disaster management and strengthen disaster management arrangements under accreditation standards. Note that requirements for evacuation of aged care facilities presently exist and should be considered under accreditation standards of the Australian Aged Care Quality Agency. Engage with aged care providers at a state level to influence their business continuity and evacuation planning.	DCCSDS QPS HPW DDMGs LDMGs QAS QFES QRA



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				Develop an awareness campaign targeting aged care facilities.	
<p>b A strategy should be developed between the key tourism and transport operators, and local and state government. It should address the arrival of visitors and tourists after a disaster, and should ensure that their arrival matches communities' needs for recovery and return to normal business. The Department of Tourism, Major Events, Small Business and the Commonwealth Games should monitor its implementation.</p>	<p>Following TC Debbie, tourists continued to arrive but there was no infrastructure to support them. It is about striking a balance between facilitating tourism to enable recovery and achieving other recovery objectives. These difficulties must be communicated to tourism providers.</p>	Supported	<b>DTESB /QFES</b>	TEQ will provide support and assistance in the delivery of recommendations b, c and d. Review existing procedures and framework for information tourists and transport operators about potential/disaster affected areas both on an ongoing routine basis, and based on real time risk assessments during the disaster event. Where evacuation orders are in place for an area, revise and if necessary, strengthen existing communication frameworks to transport operators to cease operations to that area.	QPS DTMR Tourism Operators TEQ QFES LDMGs
<p>c The relevant authorities should work with the tourism sector to clarify future arrangements for evacuation. In particular they should look closely at differentiating voluntary and directed evacuations in their messaging, ensure the</p>	<p>There was confusion over the meaning of voluntary and directed evacuations. Issues were also identified concerning who had responsibility for the tourists once they had been evacuated and where they were to go.</p>	Supported	<b>DTESB /QFES</b>	Undertake a review of existing communication protocols for tourist operators and tourists about evacuation and standard operating procedures in emergency situations.	QPS DTMR Tourism Operators TEQ QFES



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	differences are explained to the community in pre- season campaigns, and that necessary information is passed on to tourists.			Note: Regional Tourism Organisations already have Crisis Communication plans in place and that any work to implement these recommendations should complement existing plans, and are not intended to replace them.	LDMGs
d	Principles, applicable to all tourist budgets, covering liabilities for costs and shelter in the event of evacuation should be developed and promulgated as part of tourism marketing.	Supported	<b>DTEB /QFES</b>	Preparation of information for tourist operators and tourists which explains consumer rights in relation to disaster affected travel/accommodation costs.	Office of Fair Trading DHPW DCCSDS QPS QFES LDMGs
<b>9 Capability</b> a	The provision of system-wide education, guidance and testing to enhance Requests for Assistance (RFA) is strengthened.	Supported	<b>QFES</b>	Facilitate system-wide workshops, awareness campaigns and include in exercises.	DDMGs LDMGs
	Fatigue management strategies and guidance should be improved to ensure sustainable staffing	Supported	<b>DPC</b>	Include in agencies' BCP and in local and district disaster management plans. Develop surge capacity.	All agencies DDMGs LDMGs

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practices are incorporated into disaster management planning.	suitably trained people to operate for a sustained period.				
<p><b>10 Exercising and training</b> Exercising should focus on vertical integration and include all levels of the system. A strategic program of exercises should be developed and implemented.</p>	<p>The review identified that it is necessary to build capability and capacity. This is achieved through exercise and training. A need to exercise vertically was also identified. Many agencies and groups exercise but often do it in isolation.</p>	Supported	<b>QPS/QFES</b>	<p>Conduct review of plans annually and after activation. Identify areas to be exercised. Make available online a calendar of exercises to increase awareness of planned exercises. This will provide an opportunity for DM stakeholders to approach exercise coordinators and request participation, including broadening of exercise scope to include vertical integration. Develop exercise management capability to incorporate vertical integration</p>	<p>DDMGs LDMGs IGEM QRA</p>