



Cherbourg Pandemic Management Operations Manual

Version 1.0

Dated: March 2020

This Manual has been developed to provide guidance to the Cherbourg Aboriginal Shire Council and the Cherbourg Local Disaster Management Group on the protection of the community by pandemic prevention measures and pandemic response support to Queensland Health.

The manual details the steps to be taken to reduce the risk of an outbreak and spread of any pandemic in the Cherbourg Community.



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Authority to Plan

This Pandemic Management Operations Manual has been prepared by the Cherbourg Local Disaster Management Group (LDMG) under the provisions of Section 57(1) of the Disaster Management Act 2003.

Approval

The preparation of this Pandemic Management Operations Manual has been undertaken in accordance with the Disaster Management Act 2003 to reduce the risk of an outbreak or spread of a pandemic in the Cherbourg Aboriginal Shire Council local government area.

The Manual is endorsed for distribution by the Cherbourg Local Disaster Management Group.

Cr. Elvie Sandow
Chair
Local Disaster Management Group

Date:

Amendments and Review

This manual will be reviewed as required by *Section 59 of the Disaster Management Act 2003*, with relevant amendments made and distributed.

Approved amendments to the manual will be circulated as per the distribution and contacts lists, which are maintained by the Cherbourg Aboriginal Shire Council on behalf of the LDMG.

Document Control

Amendment Control and Version Register

The controller of the document is the Cherbourg Local Disaster Coordinator (LDC). Any proposed amendments to this manual should be forwarded in writing to:

Cherbourg Local Disaster Coordinator, Cherbourg Aboriginal Shire Council, 22 Barambah Avenue, Cherbourg Qld 4605

The LDC may approve inconsequential amendments to this document. Any changes to the intent of the document must be approved and endorsed by the Local Disaster Management Group.

Amendment Register

Amendment		Manual Updated	
Version	Issue Date	Author	Reason for Change
1.0	February, 2013		Original Document
2.0	March, 2020	Warren Bridson Consulting	Redeveloped to contemporary procedures to assist the LDMG to reduce the risk of a pandemic in the Cherbourg Community
	January 2023		Reviewed

Distribution

This manual is not publicly available, and is not for distribution and/or release to persons or agencies other than those identified in the Cherbourg Local Disaster Management Plan.

1. Governance

1.1. Overview

This Pandemic Management Operations Manual needs to be read in conjunction with the *Australian Health management plan for pandemic influenza 2014 (AHMPPI)*, the *Queensland Health Pandemic Influenza Plan, May 2018* and the *Queensland whole of Government pandemic plan*.

([Queensland Whole-of-Government Pandemic Plan \(www.qld.gov.au\)](http://www.qld.gov.au))

The *AHMPPI* is a comprehensive and detailed document that describes the high level decisions and the broad approach the Australian health sector will take to respond to the pandemic. The Queensland Health Pandemic Influenza Plan details the actions the State Government will take and the roles of the Queensland disaster management system.

This manual does not reiterate the information contained in those plans or other relevant plans such as the *Queensland State Disaster Management Plan* and the *Queensland Health Disaster and Emergency Incident Plan*.

1.2. Purpose

The Cherbourg Local Disaster Management Group Pandemic Management Operations Manual provides the strategic framework for pandemic planning and outlines the roles and responsibilities of Council and the Local Disaster Management Group.

1.3. Scope

Queensland Health has functional lead-agency responsibility for a pandemic.

This Pandemic Management Operations Manual has been prepared to respond to a human influenza pandemic but can be readily adapted to suit any pandemic.

The manual outlines the Cherbourg Local Disaster Management Group's role in providing support to the lead agency and in responding

to local requirements in combating and managing any pandemic.

1.4. Objectives

The objectives of this manual are to:

- Coordinate the Local Disaster Management Group's actions and activities in response to a pandemic
- Specify Council priorities so that the Cherbourg Aboriginal Shire Council can continue as a service provider and a disaster management response agency

1.5. Assumptions

This plan is based on assumptions that:

- There will be some warning of the pandemic. The initial outbreak is most likely to be overseas.
- The Australian Government will announce the escalation from one alert level to another.
- The community consequences will be managed in accordance with the Local Disaster Management arrangements.
- The Queensland Government will provide frameworks to coordinate activities across jurisdictional boundaries, including:
 - Containment operations
 - Public communication
 - Maintenance of essential services, and
 - Social distancing measures

1.6. Context

A pandemic will not directly affect physical infrastructure or assets. However, its impacts will also not be limited to those infected. It is anticipated that many people may choose to withdraw from the workplace and from society in fear of becoming infected. Others will be unable to participate in normal activities because they are caring for children, family and friends.

The measures that governments may take to reduce the impacts of a pandemic include recommending that people avoid crowded places, closing schools and child care centres, and quarantining potentially infected people. This could cause significant social disruption.

The Cherbourg Community may need to find innovative ways to support each other while avoiding traditional activities that bring people together physically.

1.7. Activation

The LDC, based on advice from Queensland Health, will determine the level and scale of activation of the LDMG/LDCC for any Pandemic outbreak in Cherbourg. Any activation may need to be sustained for a considerable period and the LDC should consider carefully the staffing levels required in order to be capable of sustaining the response.

A pandemic response may need to be sustained for months. The ability to continue to maintain Council and agencies normal services must be a consideration in the scale of the activation.

The Local Hospital and Queensland Health Service is the lead agency for pandemics on the Local Disaster Management Group and will advise the Chair of the LDMG accordingly. The Chair of the Local Disaster Management Group may also direct activation of this manual.

1.8. Business Continuity Planning

A key consideration for Cherbourg Aboriginal Shire Council and LDMG member agencies is to ensure that critical services can be maintained should large scale absenteeism or social distancing measure be applied. For Council this includes provision of water and sewerage treatment and other key functions such as waste removal and public health. LDMG member agencies should have similar business continuity arrangements to support their key function.

It is particularly important that organisations providing key services to the community or key infrastructure make every effort to continue operations.

2. Pandemic Arrangements

2.1. Stages of Pandemic

The activities required to support the community during a pandemic will involve State and Territory governments, the Australian Government and many other health sector agencies. The Cherbourg Local Disaster Management Group pandemic planning focuses primarily on response activities and the activities required to be prepared to respond.

2.2. National Arrangements

The Australian Government's roles are to:

- Implement the national pandemic plan
- Ensure policies and strategies are developed beforehand to guarantee a quick response
- Assume a central coordination role, especially with regard to national surveillance and a national response
- Report to jurisdictions on the pattern of disease and spread of infectious agent
- Define protocols and priorities for treatment and prevention including use of vaccines, antivirals and other therapeutic agents
- Provide leadership in isolation and identification of the infectious agent

2.3. Queensland Arrangements

Implementation of Queensland's pandemic arrangements will be coordinated by Queensland Health and the Queensland Disaster Management Committee.

The Queensland Government roles of relevance to Council are to:

- Report influenza outbreaks and action taken
- Have primary responsibility for animal health monitoring, surveillance and response
- Maintain public health surveillance and technical advice
- Maintain cooperative relationships with owners and operators of critical infrastructure
- Work with local government, business and the community to respond to and recover from an influenza pandemic
- Work with the Commonwealth Government and the local government to develop public education material

2.4. Local Arrangements

The Cherbourg Aboriginal Shire Council's responsibilities are to:

- Maintain business continuity plans to enable the delivery of essential services
- Determine which, if any, services may be curtailed
- Support national and state response and recovery by representing the needs of the Cherbourg community
- Determine which major events and mass gathering occasions may be cancelled
- Communicate any change to services to the community and support State messages about health and safety

3. Pandemic Planning

3.1. Council's Priorities

3.1.1. Community Focus

If the containment operations are unsuccessful, which is a strong possibility based on previous pandemics, the strategy switches to maintenance of essential services. Council will focus on maintaining:

- Essential services it provides for the community
- Managing the community consequences of the event

Council has clear responsibilities in its role as a service provider as the pandemic escalates:

- Communicating with the community about the nature of the pandemic, the associated risks, and appropriate responses. These messages are coordinated with those from the Queensland and Federal Governments
- Implementing control measures as recommended by Queensland Health to limit or slow further spread of the infectious agent
- Ensuring the ongoing supply of critical goods and services from third parties, including fuel and other consumables, hygiene-related products and water treatment chemicals
- Considering which Council services could be curtailed in order to ensure that essential services continue to be provided

3.1.2. Council Focus

To enable Council to continue in the roles of service provider and coordinate and manage the operations of the Local Disaster Management Group, a number of actions need to take place:

- Containing the spread of the pandemic across employees through measures such as good personal hygiene, altered working arrangements, use of personal protective equipment, workplace entry control, increased cleaning, and higher standards of air conditioning system operation and maintenance
- Establishing resilient management arrangements at all levels of the organisation and at each work site

4. Response

4.1. Key issues

Council's response will modify as the pandemic progresses. In the initial containment phase, Council will focus on hygiene messages, education and information and planning for the escalation of the Pandemic and consequent operations.

The key issues to be managed by Council in the event of a pandemic are:

- Adoption of a graduated escalating response
- Maintaining business continuity for the provision of essential services
- Responding to requests for assistance from the State and Federal Governments
- Managing community consequences
- Coordinating Council's response with external agencies

4.2. LDMG Response

Meetings of the LDMG during a pandemic may not be face to face to avoid unnecessary contact. Meetings may be held via phone/telelink or video link and the meeting procedures conducted in accordance with those provisions in the Disaster Management Act.

4.3. Communication Strategy

The Cherbourg Aboriginal Shire Council will need to communicate with two main groups – internally with its own staff and through the Local Disaster Management Group to the Cherbourg Community. Whilst Queensland Health will lead on specific aspects of pandemic communication, people will look to Council for confirmation. The Council and the Local Disaster Management Group must ensure their messages are consistent with those of others.

The Federal Government has prepared a comprehensive communications strategy, including the following:

- An engagement strategy to ensure that the news media receives timely, accurate and authoritative information
- A public information campaign through the media, supported if necessary by delivery of materials directly to households
- Direct access information services such as call centres and websites
- Clinical information resources to support primary care providers

4.4. Evacuation Strategies

Persons who may need to be evacuated for any reason during a pandemic will not be accommodated in evacuation centres. Alternative accommodation, such as individual rooms will be considered.

Annexure 1: National & Local Check List

National and Local Response Arrangements for Pandemic Influenza

National Response Stages	Characteristics of the disease that inform key activities	Local Response Stages - Cherbourg Local Disaster Management Group
Prevention	No novel strain detected (or emerging strain under initial investigation)	Prevention
Preparedness	No novel strain detected (or emerging strain under initial investigation)	Preparedness <ul style="list-style-type: none"> • Community education • Business Continuity Planning
Standby	Sustained community person-to-person transmission overseas	Alert Lean Forward <ul style="list-style-type: none"> • Communication established with Qld Hospital and Health Services • LDMG placed on Alert • Stakeholders engaged
Initial Action Targeted Action	Cases detected in Australia Initial: <ul style="list-style-type: none"> • When information about the disease is scarce Targeted: <ul style="list-style-type: none"> • When enough is known about the disease to tailor measures to specific needs 	Stand Up <ul style="list-style-type: none"> • LDMG Stood Up • Maintain liaison with Qld Hospital and Health Services & other key stakeholders
Stand Down	Virus no longer presents a major public health threat	Stand Down
Recovery	Virus no longer presents a major public health threat	Recovery

Annexure 2: Internal Actions Check List

The internal actions to be taken by Council during the various stages of the pandemic

Council Area	Tasks
Council	<ul style="list-style-type: none"> • Support Queensland Government agencies in Containment operations • During the Containment phase review plans for: <ul style="list-style-type: none"> ○ Adopting a graduated response keyed to the pandemic phases ○ Maintaining essential services at each stage of the pandemic ○ Maintaining core functions of Council • Promulgate and manage the HR policy response for Council staff • Manage communication strategies for own staff • Manage public awareness and public communication messages on areas of Council responsibility (synchronised with Federal & State policies) • Maintain liaison with key State agencies and other key stakeholders • Ensure Council's response and recovery actions are coordinated and synchronised with those of other key stakeholders
Council Sections/Groups	<p>Individual Council Departments/Sections/Groups are to:</p> <ul style="list-style-type: none"> • Identify the minimum operational and staffing levels for their critical business processes • Review their business continuity plan for designated essential service(s) • Maintain essential service(s) throughout the pandemic • Advise Council if the minimum numbers or operational levels cannot be sustained • Maintain a record of infection and recovery rates for their staff
Communications	<ul style="list-style-type: none"> • Prepare a communication strategy for keeping Council staff informed • Prepare the communication strategy for the general public • Maintain liaison with State Government counterparts • Implement communication and public awareness strategies
Governance	<ul style="list-style-type: none"> • Prepare HR policies and strategies for Council staff • Assist with implementing the HR policies and strategies • Seek a Council decision on workplace policy options when the Pandemic Stage of Alert overseas has progressed to human-to-human transmission (OS4).
Local Disaster Coordinator	<ul style="list-style-type: none"> • Place Local Disaster Management Group on Alert/Lean Forward/Stand Up • Place the Local Disaster Coordination Centre on Alert/Stand Up • Maintain liaison with Gympie District Disaster Coordinator • Ensure continuity of staff for the Local Disaster Coordination Centre • Provide briefings to the Cherbourg Local Disaster Management Group • Manage liaison with key stakeholders.

Annexure 3: Response Stage Check List

Australian Stage: Standby

Overseas clusters of human infection with a new virus with pandemic potential. Virus is becoming increasingly better adapted to humans, but may not yet be fully adapted (substantial pandemic risk). The aim of this phase is to delay the virus arriving in Australia.

Action Required	Responsibility	Completed
Establish Pandemic Working Group(s)	Mayor/Chief Executive Officer/Executive Leadership Team	<input type="checkbox"/>
Make a decision on HR policy options	Chief Executive Officer	<input type="checkbox"/>
Commence community and staff messaging, in conjunction with Federal and Queensland Governments	Communications Officer	<input type="checkbox"/>
Establish regular liaison with health authorities and ascertain support services required of Council	Local Disaster Coordinator	<input type="checkbox"/>
Establish arrangements for LDMG meetings to be held using telelink/video link to avoid contact	Local Disaster Coordinator	<input type="checkbox"/>
Establish continuity of supply arrangements for critical goods and services, including PPE	Procurement Officers and impacted business areas	<input type="checkbox"/>
Confirm disaster management arrangements and ascertain support services required of Council	Local Disaster Coordinator	<input type="checkbox"/>
Update and test business continuity plans if available	Managers	<input type="checkbox"/>
Finalise and approve altered working arrangements, including HR and IR implications	Chief Executive Officer and Managers	<input type="checkbox"/>
Prepare for altered accommodation arrangements – cleaning, security, maintenance	Managers	<input type="checkbox"/>
Increase work from home capacity	Chief Executive Officer	<input type="checkbox"/>

Action Required	Responsibility	Completed
Prioritise Council functions and services	Executive Leadership Team /Council Meeting	<input type="checkbox"/>
Prepare for curtailment of non-critical functions and services	Executive Leadership Team	<input type="checkbox"/>
Develop staff illness tracking system	Chief Executive Officer	<input type="checkbox"/>
Lobby Queensland and Federal Governments for access to National Medical Stockpile for critical workers	Mayor and Chief Executive Officer	<input type="checkbox"/>
Update messaging to staff and community	Communications Officer	<input type="checkbox"/>
Defer / cancel all travel to affected areas in Australia	Mayor/Chief Executive Officer/Managers	<input type="checkbox"/>
Implement altered working arrangements if virus is present in SEQ	Mayor/Chief Executive Officer/Managers	<input type="checkbox"/>
Implement altered accommodation arrangements	Mayor/Chief Executive Officer/Mangers	<input type="checkbox"/>
Implement increased hygiene practices	Chief Executive Officer/Environmental Health Officer	<input type="checkbox"/>
Prepare rosters for all essential roles	Chief Executive Officer & Mangers	<input type="checkbox"/>

Australian Stage: Initial Actions

Virus with pandemic potential has arrived in Australia causing a small number of cases. The aim of this phase is to limit the spread of the virus in Australia.

Action Required	Responsibility	Completed
Update messaging to staff and community	Communications Officer	<input type="checkbox"/>
Identify additional infrastructure and resource requirements for the purpose of clinical management	Local Disaster Management Group	<input type="checkbox"/>
Cease non-essential services that have direct community contact.	Council	<input type="checkbox"/>
Implement rosters for all critical roles	Chief Executive Officer & Managers	<input type="checkbox"/>
Defer all staff domestic travel	Mayor/ Chief Executive Officer	<input type="checkbox"/>
Issue PPE to essential staff	Managers of impacted business areas	<input type="checkbox"/>
Seek advice from Qld. Health on provision of antivirals or other preventive agents for essential staff	Mayor/Chief Executive Officer/Environmental Health Officer	<input type="checkbox"/>
Implement staff illness tracking system	Chief Executive Officer	<input type="checkbox"/>
Update messaging to staff and community	Communications Officer	<input type="checkbox"/>
Liaise with lead agency to support implementing policies for schools, child care and mass gatherings as appropriate to the infectious agent	Local Disaster Management Group	<input type="checkbox"/>
Liaise with Qld. Health to support the implementation of community clinics such as flu clinics and vaccination centres	Local Disaster Management Group	<input type="checkbox"/>
Review plans and consider activating, assess resource preparedness and maintain situation awareness	Chair Local Disaster Management Group /Local Disaster Coordinator	<input type="checkbox"/>
Activate business continuity plans	Managers of impacted business areas	<input type="checkbox"/>
Cease all non-essential services. Non-essential staff to take leave or work from home	Council/Chief Executive Officer	<input type="checkbox"/>

Australian Stage: Targeted Actions

A new disease of moderate severity is spreading in Australia (symptoms could be mild in most and severe in some). The aim of this phase is to identify the people in whom disease may be severe and provide medical care and interventions to reduce suffering.

Action Required	Responsibility	Completed
Continue relevant governance arrangements	Local Disaster Management Group	<input type="checkbox"/>
Review home isolation policy for Council staff. Home isolation of staff will be voluntary for those with mild disease with supportive treatment only (over the counter medication).	All staff as directed by Chief Executive Officer	<input type="checkbox"/>
Distribute antivirals and personal protective equipment to staff as appropriate	All staff as directed by Chief Executive Officer	<input type="checkbox"/>
Monitor absenteeism in essential services and implement contingency staffing arrangements as necessary.	All staff as directed by Chief Executive Officer	<input type="checkbox"/>
Ongoing review of business continuity strategies, including work from home arrangements.	Chief Executive Officer	<input type="checkbox"/>
Support home isolation/quarantine as requested by Queensland Health	Local Disaster Management Group	<input type="checkbox"/>

Australian Stage: Stand down and Recovery

Pandemic is controlled in Australia but further waves may occur. The aim of this phase is to return to normal while remaining vigilant.

Action Required	Responsibility	Completed
Continue relevant governance arrangements	Local Disaster Management Group	<input type="checkbox"/>
Recommence non-essential services	All Teams as directed by Chief Executive Officer	<input type="checkbox"/>
Support reopening of schools, child care centres and other services and removal of restrictions as advised by the lead agency	Local Disaster Management Group with consultation with District Disaster Management Group and Queensland Disaster Management Committee	<input type="checkbox"/>
Communicate with Qld. Health for the continuation of pandemic influenza vaccination program to targeted population.	Local Disaster Management Group	<input type="checkbox"/>
Review and maintain other measures to limit the impact of the virus to the extent possible while vaccination program takes place.	Local Disaster Management Group	<input type="checkbox"/>
Continue Crisis Communication	Communications Officer	<input type="checkbox"/>
Non- essential staff with immunity to return to work	All staff as directed by Chief Executive Officer	<input type="checkbox"/>
Review and Update Business continuity plans	Chief Executive Officer and Managers	<input type="checkbox"/>