



Recovery 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** the establishment and Group on management of recovery groups.

The manual details the steps to be taken in recovery and the linkages between the Cherbourg community, local community organisations and State and Federal agencies for recovery.



Cherbourg Aboriginal Shire Council

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Authority to Plan

This Recovery 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 Recovery Operations Manual has been undertaken in accordance with the Disaster Management Act 2003 to provide for recovery from a disaster event 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		Plan Updated		
Version	Issue Date	Author	Reason for Change	
1.0	February, 2013		Original Document	
2.0	March, 2020	Warren Bridson Consulting	Redeveloped to contemporary recovery structures and procedures suitable for the Cherbourg LDMG	
	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

As part of Queensland's disaster management arrangements, local and district disaster management groups are responsible for disaster recovery operations. The Cherbourg Local Disaster Management Group will collaborate with the Gympie District Disaster Management Group and functional lead agencies to establish Local Recovery Groups.

Recovering from an event includes the following:

- Providing relief measures to assist persons affected by the event who do not have resources to provide for their own personal wellbeing.
- Providing personal support to individuals affected by the event, including temporary hospital accommodation, emergency medical supplies, material assistance and counselling services.
- Supporting community development activities to restore capacity and resilience.

1.2. Purpose

The purpose of this Cherbourg Local Disaster Management Group Recovery Manual is to:

- Establish the organisation and procedures for the coordination of recovery operations in the Cherbourg local government area.
- Ensure recovery operations are integrated, locally led and appropriate to the scale of the disaster event
- Describe the arrangements for transition from response to recovery
- Articulate the roles and responsibilities of the Local Recovery Coordinator (LRC) and the Recovery Groups
- Clarify the roles and responsibilities of functional lead agencies in recovery

1.3. Scope

Recovering from a disaster event includes the following:

- Providing relief measures to assist persons affected by the event who do not have resources to provide for their own personal wellbeing
- Restoring essential services, lifelines and infrastructure
- Providing personal support to individuals including temporary hospital accommodation, emergency medical supplies, material assistance and counselling services

1.4. Recovery Arrangements

This recovery manual operationalises disaster recovery concepts, structures, and principles by recognising the fundamental components or 'functions' of recovery as being:

- Human-Social
- Economic
- Environment
- Buildings
- Roads and Transport

However, the Cherbourg Local Disaster Management Group has decided to combine the functions of the Buildings and Roads and Transport groups into an Infrastructure Group. This arrangement is reflected throughout this manual.

1.5. Activation

Initial activation of the Recovery Operations Manual is at the discretion of the Chairperson LDMG or their delegate.

Alternatively the Recovery Operations manual may also be activated upon request by the District Disaster Coordinator.

1.6. Transition from Response

This manual reflects that recovery extends beyond just restoring physical assets or providing welfare services. Recovery activities should commence whilst response activities are still in progress. Key decision and activities undertaken during response may directly influence and shape the recovery process.

During the 'stand up' level of activation of recovery, three broad stages exist, including:

- Immediate/short-term recovery
- Medium-term recovery
- Long-term recovery

1.7. Recovery Context

Recovery is the process of supporting disasteraffected individuals, families and communities towards the restoration of emotional, social, economic, and physical well-being and the restoration of infrastructure and essential services following a disaster event. The services and actions involved typically include provision of information, payment of financial support, provision of personal and psychological support, reconstruction of infrastructure, remediation of the environment, and reestablishment of commercial and community activity.

All elements of recovery must proceed in parallel in a coordinated manner for a community to be returned to full functionality. This can be achieved by establishing a Local Recovery Group or Local Recovery Sub Groups.

1.8. Recovery Needs Analysis

A Community Recovery Needs Analysis will pull together information into a single, consolidated report; information on the physical impacts of a disaster, the economic value of the damages and losses, the human impacts as experienced by the affected population, and the resulting immediate, medium and long-term recovery needs and priorities.

The Local Disaster Coordinator is responsible for ensuring that a damage assessment and a preliminary community needs analysis is undertaken as early as possible. When establishment, the Local Recovery Group/s and the Local Recovery Chairperson are responsible thereafter to ensure that ongoing needs analysis are undertaken to inform the transition between the three levels of recovery.

1.9. Recovery Operational Planning

Recovery Operations are conducted in accordance with an Operational Plan. This plan documents the objectives and strategies for recovery and outlines the actions to be taken by agencies and community organisations.

Annexure 1 provides a framework for a sample Recovery Operational Plan.

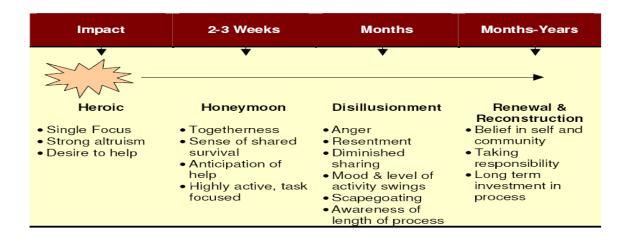
1.10. Recovery Action Plans

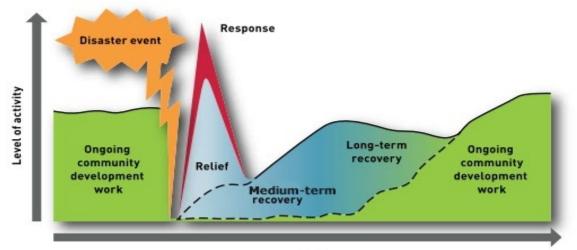
Recovery Action Plans are the detailed plans and actions that are needed to achieve the recovery objectives. Recovery Action Plans are working documents developed and maintained by the recovery working groups.

State agencies will assist to develop the action plans in accordance with the templates provided in state recovery documents.

1.11. Psychosocial Effects of Disasters on Community and Staff

Regardless of the scale of the event and the number of people affected, the nature of the emotional response of the individuals involved is likely to be similar. There is certain predictability about the reactions of communities and individuals to disaster events. At the community level it is not uncommon to witness the following phases:





Time

2. RECOVERY PRINCIPLES

2.1. Local Recovery Principles

The Cherbourg LDMG has adopted the National Disaster Recovery Principles which recognise that successful recovery relies on:

- Understanding the context
- Recognising complexity
- Ensuring coordination of all activities
- Employing effective communication
- Acknowledging and building capacity

2.2. Understanding the context

Successful recovery is based on an understanding of the community context. Recovery should:

- Know the community profile
- Be culturally sensitive and free from discrimination
- Recognise and respect differences
- Support those who may be more vulnerable

2.3. Recognising Complexity

Successful recovery acknowledges the complex and dynamic nature of events and communities that are impacted by events.

Local Recovery should recognise that:

- Affected individuals and communities have diverse needs, wants and expectations, which are immediate and evolve rapidly
- Quick action to address immediate needs is both crucial and expected
- Events create stressful environments where grief or blame may also affect those involved
- Existing community knowledge and values may challenge the assumptions of those outside the community

2.4. Ensuring Coordination of All Activities

Successful recovery requires a planned, coordinated and adaptive approach.

Recovery should:

- Be guided by those with experience, using skilled and trusted leadership
- Be inclusive, using relationships created before and after the emergency
- Be flexible, take into account changes in community needs or stakeholder expectations

2.5. Employing Effective Communication

The Cherbourg community organisations will assist the Local Recovery Group to determine what is needed for effective recovery. The Cherbourg Local Recovery Groups will engage and communicate with the community throughout the Recovery process.

Recovery should:

- Ensure that all communication is relevant, timely, clear, accurate, targeted, credible and consistent
- Recognise that communication with a community should be two-way, and that input and feedback should be sought and considered over an extended time

2.6. Acknowledge/Build Capacity

Successful recovery recognises, supports and builds on community capacity and should:

- Acknowledge that existing resources will be stretched, and that additional resources may be required
- Understand when and how to disengage

3. RECOVERY FUNCTIONS

3.1. Local Arrangements

- Recovery Coordination and Management

 The Council will nominate an elected member as the Local Recovery Chairperson and will nominate elected members or Council officers to chair the four recovery functional groups. Council has an expectation that additional resourcing for recovery will come from the Federal and State Governments.
- Human-Social Recovery includes personal support, psychological services, temporary accommodation, financial assistance and repairs to dwellings. The Department of Communities, Disability Services and Seniors is the functional lead agency for human-social recovery.
- Economic Recovery includes recovery as it relates to business impact, industry impact and worker impact. The Department of State Development, Manufacturing, Infrastructure and Planning is the functional lead agency for economic recovery.
- Infrastructure Recovery includes buildings, government structures, essential services, communications, roads and transport functions. The Department of Housing and Public Works is the functional lead agency for building recovery and the Department of Transport and Main Roads is the functional lead agency for roads and transport recovery.
- Environmental Recovery includes recovery as it relates to parks, waterways and wildlife. The Department of Environment and Science is the lead agency for environmental recovery.

3.2. Human-Social Recovery

Human-Social Recovery aims to assist individuals and communities to recover from the effects of disasters. Service providers include Commonwealth, State and Local Government agencies along with a selection of NGOs and community based organisations.

The services required and duration of operations may include:

- Community support and restoration of community support services and networks
- Supporting individuals and households
- Personal support and information
- Physical health and emotional support
- Psychological, spiritual, cultural and social wellbeing support
- Temporary accommodation
- Financial assistance to meet immediate individual needs and uninsured household loss and damage

The Local Recovery Chairperson may request the LDMG to seek assistance from the DDMG in providing State Agency officers to participate in the Local Human/Social Recovery Group.

3.3. Economic Recovery

Recognising that council has limited existing capacity to assist with economic recovery, the immediate priorities will be focused on restoration of lifelines and essential services necessary for a viable community, such as food outlets, power, fuel and banking facilities.

Longer term economic recovery will almost certainly involve specific programs and support beyond those available from the local government. However council has an important advocacy role for the local community.

3.4. Infrastructure Recovery

Infrastructure recovery focuses on the buildings, transport, facilities, installations and utilities necessary for the proper functioning of the community. These include power supply, water supply, sewerage services and communications.

With the high dependence of modern-day communities on physical infrastructure, largescale disruption to these lifelines may cause severe hardships for the community.

3.5. Environmental Recovery

Environmental recovery addresses the impacts of a disaster event on the natural environment including topography, hydrology, amenity value, waste and pollution management, biodiversity and ecosystems.

3.6. Financial Assistance

Following a disaster event, the Queensland Reconstruction Authority (QRA) will consult with administrative agencies to seek initial expenditure estimates on eligible relief measures.

If expenditure estimates exceed the small disaster criterion, QRA will advise the Minister that it is appropriate to activate the Disaster Recovery Funding Arrangements (DRFA). For isolated disaster events that do not reach the required threshold, State Disaster Relief Arrangements (SDRA) may apply to relief measures for community response and assistance to individuals.

3.7. Personal Support Services

Personal Support Services are most often provided on a one-to-one basis and comprise the full range of immediate needs following the provision of shelter, food and clothing.

3.8. Crisis Counselling and Support

Crisis counselling and support services will be available to community members suffering emotional reactions to the effects of the event.

The services can be provided by local service providers if available, until local capacity has been reached. At this point these services may be delivered at recovery hubs or through outreach teams coordinated by the Department of Communities, Disability Services and Seniors.

3.9. Outreach Services

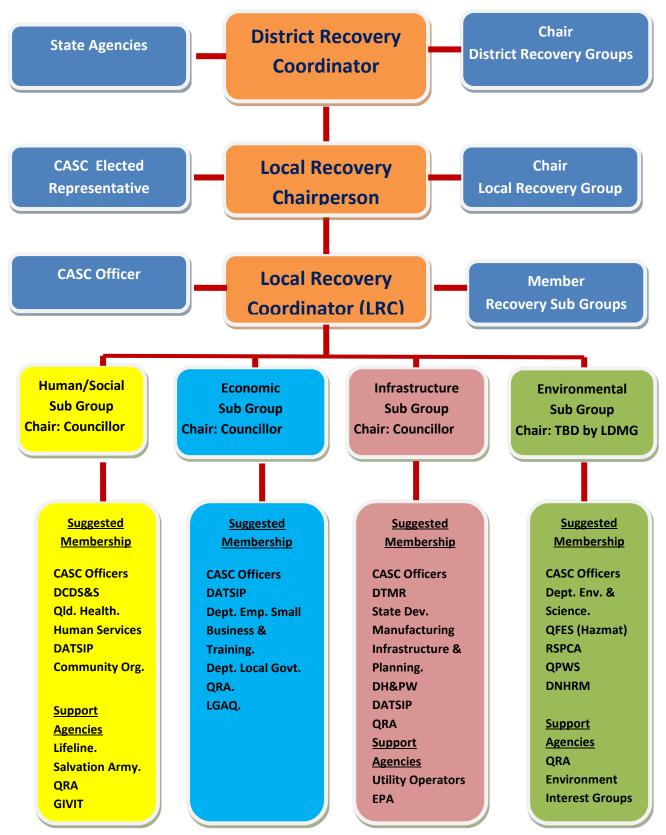
An outreach service may be established in the community and a team of interviewers may call on residences. The aim of the program is to:

- Ensure all residents are aware of the services available
- Allow residents the opportunity to relate their experiences
- Identify and assess those residents in need of additional services

3.10. Successful Recovery Should Emphasise:

- Putting in place the strategies and arrangements described in this manual as soon as possible to ensure a rapid recovery, and to re-establish day to day life activities.
- Working with community leaders and their networks to understand what could be improved after an event, to increase an individual's and a community's resilience for the next event

3.11. Cherbourg Recovery Structure



This framework is flexible and may be adjusted to suit the recovery needs. It is simply the way in which the resources needed for recovery are managed and coordinated.

4. RECOVERY ROLES AND RESPONSIBILITIES

4.1. Cherbourg Local Disaster Management Group

The role of the LDMG is to ensure that recovery arrangements are prepared for, planned for and implemented to support the local government area. This may be based on a range of factors taken into consideration by the LDMG, including;

- Scale of the disaster event
- Issues and impacts that require a coordinated multi-agency approach
- The community's capability to recover independently is overwhelmed
- Ability of the community to return to their properties in the long term
- Reconstruction and/or impacts require a long term recovery plan.

4.2. Local Recovery Coordinator

The Chair of the LDMG will appoint a Local Recovery Coordinator. The Council has nominated the Manager, Corporate Services as the Local Recovery Coordinator.

4.3. Local Recovery Groups

The Local Recovery Groups can be established at the discretion of the chair of the LDMG depending on the scale of the disaster, impact/needs assessments and anticipated recovery operations.

In an event that has a smaller impact, the Local Recovery Groups may form as one single recovery group with a Local Recovery Chairperson. Where the impacts are significant and across all functions of recovery, a Local Recovery Sub Group may be formed for each functional area – Human-Social, Economic, Infrastructure and Environment.

4.4. Roles of Local Recovery Groups

The Local Recovery Group/s are to meet during or after an event have occurred and provide:

- A forum for agencies to discuss the effect of the event on the community and agency service provision and plan for a coordinated approach to the recovery process
- Community consultation to allow the community to be part of the recovery process
- Coordinate the recovery management and information management process at the local level

4.5. Local Recovery Group Membership

Government, non-government, private sector and community agencies are on the Local Recovery Group/Sub Groups. This ensures that those closest to the community are involved in identifying priorities for action.

5. STAGES OF RECOVERY

5.1. Immediate/Short-Term Recovery (Relief)

Immediate/short-term recovery (relief) aims to address and support the immediate needs of individuals and the community affected by an event.

An initial impact assessment can provide information regarding the degree of disruption experienced, as well as the services and needs required by individuals and communities. This includes providing services such as:

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

The transition to this immediate/short term recovery stage will be carefully managed and will be based on a combination of the following criteria:

- The emergency is contained
- No further hazard or secondary event is likely in the near future
- Initial rehabilitation has commenced
- Damage to community infrastructure has been assessed and/or restoration has commenced
- Local organisations which can provide services and/or a hub for services have been identified and engaged
- Local community organisations and cultural groups and their leaders have been identified and engaged

5.2. Medium-Term Recovery

Potential indicators for transition from immediate/short-term recovery to medium-term recovery may include:

- The immediate needs of affected individuals have been met
- Recovery structures are in place

Recovery plans for medium and long-term arrangements have been developed

5.3. Long-Term Recovery

It is important that functional lead agencies and the Local Recovery Groups have arrangements in place to continue to address individual and community recovery needs.

Functional lead agencies should identify appropriate exit strategies for those agencies supporting the function during medium-term recovery, and should ensure arrangements are in place to sufficiently manage long-term recovery.

Considerations will include:

- A full assessment of work remaining in each function
- Decisions on tasks to be transferred to mainstream governance activity
- Working with local organisations, community organisations, cultural groups and their leaders to plan the transition of ongoing support and activities to the appropriate sources of support in the local community

5.4. Debrief

Debriefs should be held with all persons and agencies that participated in the Cherbourg recovery operation. Debrief are a useful tool for discussions regarding what went well and what needs improving. These discussions will lead to learnings being identified and resolutions made to implement those learnings. Debriefs can also identify if changes are required to documents, procedures and recovery structures. Training needs can also be determined and actions planned to provide that training.

Recovery operation debriefs can be conducted through two forms:

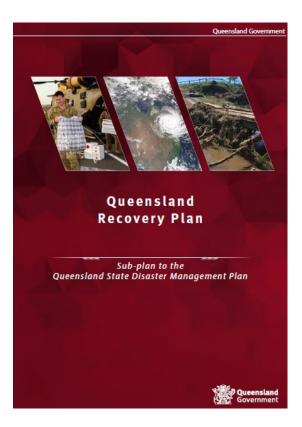
Hot debrief

Debrief undertaken immediately after operations are complete, giving participants the opportunity to share learning points while the experience is still fresh in their minds. Multiple hot-debriefs during protracted operations may be appropriate to identify significant issues and provide prompt solutions for immediate implementation.

Post event debrief

Held days or weeks after an operation when participants have had an opportunity to take a considered view of the effectiveness of the operation.

Recovery operation debriefs should occur in conjunction with an overall debrief of the disaster management operations for the event. These 'event' debriefs should consider the success of the transition between response operations and recovery operations and the transition from recovery operations to business as usual.



6. RECOVERY FINANCIAL ARRANGEMENTS

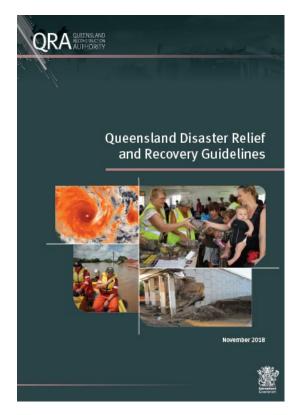
6.1. Disaster Recovery Funding Arrangements

The Disaster Recovery Funding Arrangements (DRFA) is the Australian Government program intended to assist the recovery of communities whose social, financial and economic wellbeing has been severely affected by a disaster event. These arrangements provide a cost sharing formula between the Queensland and Australian Governments on a range of pre-agreed relief and recovery measures.

Further information on DRFA is available on the Queensland Reconstruction Authority website, www.qldreconstruction.org.au/drfa. It should be noted that the activation of DRFA is not dependent on the Declaration of a Disaster Situation as legislated in the *DM Act* or activations under Queensland's disaster management arrangements.

6.2. State Disaster Relief Arrangements

The State Disaster Relief Arrangements (SDRA) is an all hazards relief program that is 100 per cent State funded and covers natural and nonnatural disaster events. The purpose of the SDRA is to address personal hardship and community response needs for disaster events where the DRFA is not activated.



ANNEXURE 1: RECOVERY OPERATIONAL PLAN

SAMPLE OPERATIONAL PLANNING FRAMEWORK

SITUATIONAL ANALYSIS (Situation)

- Nature and scale of the event
- Demographics and Characteristics of the Affected Community
- Issues Identified in Impact and Needs Assessments
- Emerging Issues
- Community Goals and Expectations
- Resources Available (include Local and District/State/Other)

PURPOSE (Mission)

OBJECTIVES (by Function)

- Infrastructure
- Environment
- Human / Social
- Economic

STRATEGIES (Execution) (for each objective)

- Objective 1
- Objective 2
- etc.

RESOURCES REQUIRED (Administration and Logistics)

- Internal
- External

GOVERNANCE AND REPORTING (Command, Control and Communications)

ANNEXURE 2: RECOVERY ACTIVATION PHASES CHECK LIST

Activation Phase	Actions	Completed
		Ľ
Alert Phase level of activation	Appointment of Local Recovery Coordinator (LRC). DDC and QFES Emergency Management Coordinator (EMC) informed of appointment and of activation level.	
Lean Forward Phase of activation	DDC and EMC informed of activation level. Monitoring of response arrangements Commence initial impact assessment and potential resourcing requirements Relief and recovery planning commences through needs analysis and recovery operational planning. Community engagement and communication strategy	
Stand Up Phase of activation	developed. Transition arrangements from 'response and recovery' to 'recovery' undertaken including hand over from LDC to Local Recovery Coordinator.	
	Deployments for immediate relief may be commenced by recovery functional agencies.	
	DDC and EMC informed of the activation level and transitional arrangements.	
	Local Recovery Groups activated to operate from Cherbourg Council offices.	
	Recovery Framework for Cherbourg confirmed and committees/working groups formed as required.	
	Deployments from functional agencies continue to provide immediate relief response.	
	Action Plans developed addressing the four functions of recovery.	
	Community engagement and communication strategy implemented.	
Stand Down Phase	DDC and EMC informed of activation level.	
of activation	Consolidate financial and asset damage records.	
	Reporting requirements finalised.	H
	Participate in recovery review and assessment/debriefs.	
	Long term recovery arrangements transferred to functional lead agencies.	
	Return to Core Business	

ANNEXURE 3: RECOVERY CHECK LIST

Actions	Responsible Dept./Officer	Date Commenced	Date Completed	v
Use the impact assessment of the event to inform identification of issues and breaking them into the four major groups (human-social, economic, infrastructure and environment).				
Identify key short, medium and long term priorities.				\Box
Obtain community views, vision and input.				\Box
Set up informed vision, objectives, goals and projected outcomes.				\Box
Identify and prioritise projects and develop action plans.				
Develop project costs and funding priorities and timeframes.				
Develop funding sources and strategies.				\Box
Advertise and disseminate public information about the Recovery Action Plan.				
Distribute Executive Summary of the Recovery Action Plan and other relevant material.				
Keep community informed on the progress of the Recovery Action Plan				
Develop exit strategy and transition to line agency business as usual.				
Develop debriefing and evaluating strategies.				

Human/Social Recovery Group Action Plan Check List

Role: This Group is to coordinate planning and implementation of recovery in the areas of well-being, physical and psychological health, and social aspects.

Lead Agency is Department of Communities, Disability Services and Seniors at District and State Levels.

Actions	Responsible Dept./Officer	Date Commenced	Date Completed	V
Assess the impact of the event on human and social aspects.				\Box
Manage financial and welfare support.				\Box
Coordinate information provision and personal support.				\Box
Coordinate psychological and counselling services.				\Box
Coordinate ongoing medical and health services.				\Box
Coordinate public health advice warnings and directions to the community.				\Box
Coordinate temporary accommodation.				\Box
Coordinate short term accommodation and repairs to dwellings.				\Box
Provide specialist and outreach services.				\Box
Coordinate case management, community development, support and referral to assist affected people, families and groups.				
Coordinate One Stop Shops / Recovery Hubs.				\Box
Coordinate re-opening of key community facilities and education facilities.				\Box
Work with community leaders to enable learning from their experiences in order to better prepare for the future adverse events.				

Economic Recovery Group Action Plan Check List

Role: This group is to coordinate planning and implementation of economic and financial recovery.

Lead Agency is Department of State Development, Manufacturing, Infrastructure & Planning

Actions	Responsible Dept./Officer	Date Commenced	Date Completed
Assess impact on key economic assets			
Assess employment issues and capacity of local business to operate.			
Develop industry and business recovery plan and implementation strategies in conjunction with relevant State Government agencies, regional economic development organisations and industry bodies.			
Facilitate financial assistance, access to funds and loans and employer subsidies.			
Monitor the impacts on the economic viability and develop strategies to minimise the effects on individuals and businesses.			
Facilitate linkages with employment agencies to source labour, to re-establish supply chains and joint marketing activities.			
Develop a strategy to maximize use of local resources during reconstruction activities.			
Assist with contract arrangements where required.			
Ensure involvement of local business and industry representatives in decision making.			

Infrastructure Recovery Group Action Plan Check List

Role: This group is to coordinate planning and implementation of housing, commercial and industrial buildings and structures, physical infrastructure (power, water, telecommunications) roads and transport infrastructure (including rain, sea, air transport) recovery.

Shared Lead Agency is Department of Housing and Public Works Shared Lead Agency is Department of Transport and Main Roads

Actions	Responsible Dept./Officer	Date Commenced	Date Completed	
Assess damage to housing stock, commercial and industrial buildings and structures, rural structures, and infrastructure facilities.]
Assess damage to all roads, including state controlled roads, council controlled roads and access roads]
Coordinate building safety inspection services and secure damaged buildings and structures.				
Coordinate demolition of unsafe buildings and structures.			C	Ĵ
Coordinate repair and rebuilding matters of housing stock.]
Develop options for temporary commercial and industrial accommodation.]
Ensure coordination of housing related strategies with relevant organisations.]
Coordinate disposal of hazardous material, debris etc.]
Coordinate recovery of infrastructure, which is normally undertaken by infrastructure owners and operators (e.g. Telstra, Ergon).]
Coordinate restoration of sporting facilities and public playgrounds.				
Ensure relevant owners/operators are involved in the decision making process.			C]
Ensure community consultation and involvement in the decision making process.			C]
Ensure risk reduction is considered in planning of rebuilding and reconstruction.]

Environment Recovery Group Action Plan Check List

Role: This sub-group is to coordinate recovery of the natural environment.

Lead Agency is Department of Environment and Science

Actions	Responsible Dept./Officer	Date Commenced	Date Completed
Coordinate assessment of damage to natural environment (e.g. water quality, ecological impact, pollution).			
Provide advice on potential environmental issues (e.g. water quality).			
Coordinate rehabilitation of natural environment including parks, waterways and wildlife.			
Coordinate preservation of community assets (e.g. reserves and parks).			
Consider mitigation strategies to reduce future impacts on natural environment where appropriate.			
Monitor issues of pollution.			
Coordinate waste management and disposals.			
Ensure there is effective consultation and communication with the community and relevant organisations.			
Ensure environmental bodies and interest groups are involved in the decision making process.			
Monitor and assess the environmental consequences of clean-up operations.			
Monitor and assess animal welfare issues.			