

City of Ipswich

Local Disaster Management Sub Plan

Resource Management and Logistics

A3980094: April 2018



Approval and Endorsement

Approved by resolution at the Infrastructure and Emergency Management Committee No. 2018(04) of 16 April 2018 and Council Ordinary Meeting of 23 April 2018.

Endorsement by the City of Ipswich Local Disaster Management Group Meeting of 15 May 2018.

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PART 1: ADMINISTRATION AND GOVERNANCE

1.1 Authorising Environment

This plan is prepared by Ipswich City Council under the auspices of the Local Disaster Management Plan (LDMP) for the City of Ipswich and pursuant to the provisions of Section 57(1) of the Disaster Management Act 2003.

1.2 Principles

This sub plan has been prepared as supporting document to the LDMP. Accordingly it must be read in conjunction with the LDMP itself. With the exception of pertinent information, reference to existing statements, definitions and acronyms will be excluded from the sub plan.

Each disaster event is unique and adaptations to this material will required on a case by case basis.

1.3 Purpose

The purpose of this sub plan is to assist with the management of resources within City of Ipswich. Its implementation will provide support to the LDMG in making timely, informed decisions regarding logistics, resupply, finance and procurement management, and offers of assistance in the form of goods and services, volunteers, and financial aid.

1.4 Key Objectives

The key objectives of this sub plan is to:

- Identify the process for managing requests, including offers of assistance
- Detail arrangements related to logistics and resupply
- Identify arrangements related to finance and procurement

1.5 Continuous Improvement

This document will be reviewed at least annually¹ with relevant amendments made and distributed as needed. The review process will be in accordance with the State guidelines. Minor amendments that do not materially affect the plan are able to be authorised by the Principal Officer (Emergency Management).

It is acknowledged that feedback from stakeholders is essential. Proposals for amendments or inclusions can be addressed in writing to:

¹ Section 59, Disaster Management Act 2003, Reviewing and Renewing (the) Plan

Post Chief Executive Officer
 Attention: Emergency Management Unit
 Ipswich City Council
 PO Box 191, Ipswich QLD 4305

Email council@ipswich.qld.gov.au

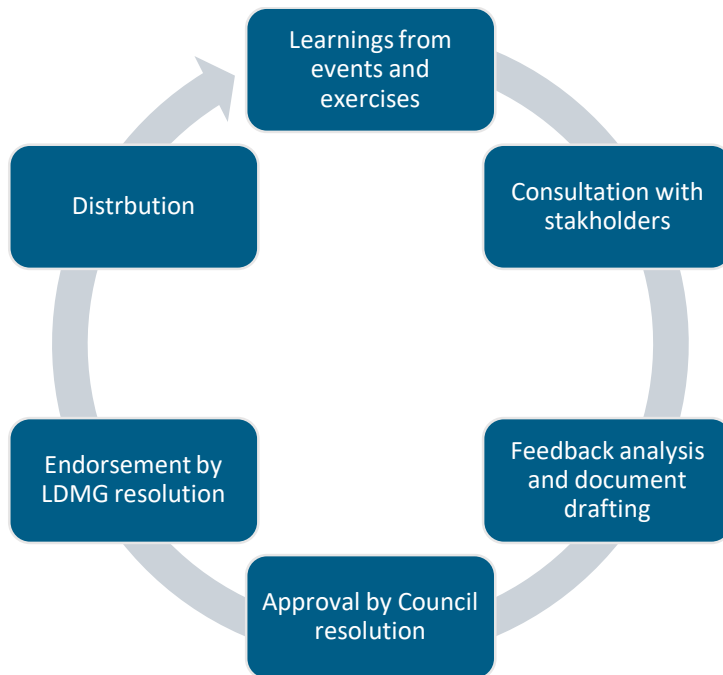


Figure 1 – Continuous Improvement Cycle

1.6 Amendment Register

Major document review history is maintained through Council’s internal electronic document management system. Table 1 outlines minor and inconsequential amendments that have occurred between major reviews or amendments.

Vers	Date	Comment
2.00	April 2018	Approved and endorsed version
2.01	Feb 2019	Annual review – Minor and inconsequential amendments – update template details; replace NDRAA with DRFA, update organisational names and clarify SDRA and DRFA.

Table 1 – Amendment Register

PART 2: FINANCE AND PROCUREMENT MANAGEMENT

In response to disaster or emergency events, a multitude of costs are likely to be incurred. These costs may fall into a variety of different categories.

It is important to note that as a general rule of thumb, each agency is responsible for costs incurred within that agency's area of responsibility and operation.

Some expenses incurred may be recoupable under the Disaster Recovery Funding Arrangements (DFRA), which allow for the funding and reimbursement of eligible expenditure in disaster situations. Please note that a declaration of a disaster situation under the *Disaster Management Act 2003* is not a pre-requisite for the activation of the DRFA.

2.1 Financial Accountability

During disaster events, state government agencies and local governments must comply with the Financial Accountability Act 2009 and other relevant acts as appropriate².

2.2 Procurement Policy³

Even during a disaster, any expenditure agencies incur must be in accordance with their procurement policy and the requirements detailed in the relevant funding program.

For Council, when procuring goods or services local governments must align with the Local Government Act 2009 and the Local Government Regulation 2012 and Council's existing procurement policy. Council's procedures and list of purchasing delegations by the Chief Executive Officer details authorised expenditure limits and delegated authorities.

The Local Government Regulation 2012 Chapter 6, 235(c) states a local government may enter into a medium-sized contractual arrangement or large-sized contractual arrangement without first inviting written quotes or tenders if a genuine emergency exists. A disaster situation meets this exception.

State government agencies must comply with the Queensland Procurement Policy.

2.3 Suppliers

Council has a list of approved suppliers for the goods and services which it regularly purchases, and may have supply agreements with these suppliers that ensure that orders and requests by Council are filled under any circumstances as a priority. As such, it is important that these approved suppliers be utilised during a disaster situation wherever possible.

² Section 7.4, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

³ Section 7.3, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

Where goods and services are not able to be purchased from approved suppliers due to the impact of the disaster, or for any other reason, Council's regular purchasing procedures should be followed wherever possible.

2.4 Record Keeping

It is important that all relevant financial and procurement data be recorded with regards to expenses incurred as a result of or in response to an event. This is to ensure that any recoverable costs are captured and claimable. It also assists in safeguarding the use of public funds against potential fraud, waste or abuse.

2.5 Fund Recovery

There are several avenues under which funds expended in response to and recovery from a disaster event may be recoverable. These are detailed in the **Queensland Disaster Relief and Recovery Guidelines**⁴, for which the Queensland Reconstruction Agency is responsible.

The guideline provides information related to:

- **Disaster Recovery Funding Arrangements (DRFA)** – joint Commonwealth and State Government arrangements that provide a diverse range of funding relief measures following an eligible disaster
- **State Disaster Relief Arrangements (SDRA)** – a wholly State funded program that may be activated for all hazards to provide assistance to alleviate personal hardship and distress. [note the application of SDRA is excluded from this plan as it relates to individuals]

There are strict guidelines as to when these arrangements may be activated, and what may be recovered under each of the different frameworks. It is therefore imperative that extreme care and attention be paid to formally recording all expenditure, including personnel hours, in order to provide clear and reasonable accountability and justification for any reimbursement requests. Information regarding the specific disaster relief frameworks, and the areas under which funds may be recovered.

2.6 Specialist Advice and Information

The Queensland Reconstruction Authority is responsible for administering DRFA, which can be applied for by local government authorities and state government agencies.

All members of the LDMG should review the information including the guidelines by visiting <https://www.qra.qld.gov.au/funding/drfa>

⁴ Queensland Reconstruction Authority (2018) <https://www.qra.qld.gov.au/sites/default/files/2018-11/Queensland%20Disaster%20Relief%20and%20Recovery%20Guidelines%20QDRRA%20November%202018.pdf>

PART 3: LOGISTICS GENERALLY

During a disaster event, the management of logistics should be conducted as an extension of Council's procurement and stores roles. In events classified as major or catastrophic, consideration should be given to outsourcing logistics management due to the magnitude of the issues involved. This may be decided by the Local Disaster Coordinator at the time of the event occurring.

3.1 Logistics Management

Logistics Management is a key factor in ensuring that resources are appropriately stored and distributed; this is particularly pertinent during a disaster situation. As such, positions in this area should be strongly involved in the LDCC's operations, and kept informed of prioritisation changes, in order to ensure that resources are able to be coordinated appropriately.

3.2 Resource Management

Disaster operations will generally require a large amount of resources, and under circumstances where those resources may be scarce and their location unknown or difficult to access. It is critical to the logistics role that a good system for keeping track of those resources that *are* available is in place from the outset.

The five step process to effectively manage resources within a logistics supply depot is⁵:

- Track
- Request
- Store
- Use
- Document

There is a QFES model of resource management that has been specifically designed for use in a disaster coordination centre. This is an overarching method of managing resources in a scalable manner as required by the extents of an event. The five steps to this method are⁶:

1. Record
2. Prioritise
3. Track
4. Source and request
5. Return

⁵ Australian Red Cross *Queensland Evacuation Centre Field Guide*

⁶ Queensland Disaster Management Training Framework *Disaster Coordination Centre Participation Guide*

3.3 Requests for Assistance

A Request for Assistance (RFA) is intended to clearly describe a desired outcome or provide specific details on the resources required to support disaster operations, generally they are used for resource and logistics requests.

RFA can be used for both emergency supply and resupply operations, where required.

Requests for assistance must contain the following⁷:

- Event description, date and time
- Request forwarded and a task tracking number (TTN) *NB: this is often referred to as the RFA or task number*
- Recipients contact details
- Requesting officers name and contact details
- Delivery address
- Onsite point of contact and contact details
- Priority *NB: this should be a date/time with an explanation rather than urgent*
- Details of the request
- Authorising officer *NB: This includes name and being physically signed*

⁷ Request for Assistance Reference Guide, 2018, a supplementary document to the Queensland PPRR Guideline

PART 4: EMERGENCY SUPPLY

Emergency supply is the arrangements that are in place *aviation providers, bedding suppliers, construction contractors, chemical/cleaning specialists, food stocks/stores, general hardware, hire equipment, refrigeration/ice, transport providers, waste management and water suppliers*⁸.

All organisations are responsible for maintaining business continuity arrangements in relation to supplies during a disaster event, particularly those who operate critical infrastructure and essential services.

4.1 Local Arrangements

The Ipswich City Council maintains a register of preferred supplies through its business-as-usual procurement arrangements. These are subject to commercial-in-confidence and are maintained separately from this sub plan.

4.2 Escalation Beyond Local Arrangements

When local and district operations require additional resources during a disaster, QFES, as the functional lead agency for emergency supply, coordinates the acquisition and management of supplies and services, either through the SDCC Watch Desk or by its logistics capability when the SDCC is activated. Emergency supply is generally conducted as an RFA⁹.

⁸ Section 4.4.6, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

⁹ Section 5.8.2, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

PART 5: RESUPPLY

Resupply refers to procedures for the resupply of isolated communities, isolated rural properties and stranded persons, as well as ensuring retailers and the wider community are aware of their responsibilities for periods of isolation (e.g. stocking up on sufficient foods, medicines, water, fodder stockpiles, fuel) with the long term aim of increasing resilience¹⁰.

Resupply operations are not intended to ensure retailers can continue to trade nor are they a substitute for individual and retailer preparation and preparedness. Resupply operations are expensive and logistically challenging and must be considered as a last resort¹¹

Under the Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, it is important to note that a certain level of personal responsibility is expected, which comes into play **prior** to resupply operations being authorised. A reasonable level of preparedness should be displayed on an individual, community, and LDMG level, to ensure that resupply operations under State authorisation may be allowed.

While Council and State Government schemes will assist where appropriate, individuals and communities should not become reliant on resupply operations, and should make every effort to become self-sufficient in all their needs in case they become isolated.¹²

5.1 Principles for Resupply

The following general principles will apply to the conduct of resupply operations:¹³

- resupply operations will normally be conducted using either fixed wing or rotary wing aircraft. There may be occasions, however, when it is both safe and feasible to use watercraft to transport supplies to communities;
- wherever possible, the normal retail/wholesale resupply system to retailers will continue to be used, with supplies being delivered via bulk order from the normal wholesale outlets to the communities' retail outlets;
- wherever practicable, only one resupply operation will be undertaken for each affected area. Bulk orders, therefore, should be sufficient to last affected communities until normal road/rail services can be restored, dependant on retail storage available within the community and the duration of the ongoing disruption;
- retailers will be responsible for placing their orders with their normal wholesale suppliers once these orders have been approved;
- wholesalers are to be responsible for delivering orders to the nominated dispatch point;

¹⁰ Section 4.4.6, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

¹¹ Section 4.4.6.2, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

¹² Queensland Resupply Guidelines, 2012, *to be absorbed in the Resupply Manual which is currently under development*

¹³ Queensland Resupply Guidelines, 2012, *to be absorbed in the Resupply Manual which is currently under development*

- orders are to be:
 - properly prepared for transport by the nominated means;
 - clearly marked with volume, mass and details of recipient to ensure correct delivery;
 - and
 - fully comply with regulations covering the transportation of Dangerous Goods,
- transport costs incurred during State approved resupply operations must conform to the purchasing organisation’s financial best practice. In general, three written competitive quotes be obtained where practicable. When resupply operations are conducted by the Ipswich LDMG without State approval, the procurement should be in accordance with Ipswich City Council’s usual procurement practices.

5.2 Responsibility for Resupply¹⁴

Responsibility for resupply operations, if determined to be an appropriate measure are set out in the following table.

Resupply category	Responsibility and cost
Resupply of isolated communities	<p>This operation occurs when people residing in a community have access to retail outlets but those outlets are unable to maintain the level of essential goods required due to normal transport routes being inoperable as a result of a natural disaster event. In this scenario, the state government contributes to the cost of transporting goods by alternate methods.</p> <p>The LDCC will assist with coordination and the retail outlet is responsible for the costs of the goods themselves.</p>
Isolated rural property resupply	Isolated rural property owners are responsible for placing and paying for their orders with retailers. The LDCC and DDCC facilitate and meet the cost of transport only.
Resupply of stranded persons.	The resupply or evacuation of stranded persons is coordinated by the QPS

Table 2 – Responsibility for Resupply

¹⁴ Section 5.8.4, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

PART 6: OFFERS OF ASSISTANCE¹⁵

Following disaster events, the public – in Queensland, across Australia and on some occasions overseas – generously offers assistance to affected individuals and communities in the form of financial donations, volunteering, and goods and services

These offers of assistance provide significant support to those affected by a disaster event and aids local businesses and the wider community to recover.

Offers of assistance are categorised under one of the following:

- Financial donations – may be offered spontaneously or in response to an appeal and are used to provide immediate financial relief and assistance.
- Volunteers – individuals, groups or organisations that offer to assist a disaster affected community.
- Goods and services – solicited or unsolicited good and services offered by members of the public, community, businesses, organisations and corporate entities to support individuals and communities following disaster events.
- Corporate donations – may include money, volunteers, and goods and services.

6.1 Principles of Offers of Assistance¹⁶

The following principles, as established in the Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guidelines, underpin the approach to coordinating offers in Queensland:

- the needs of the affected people and local communities; including social, cultural, economic and environmental impacts, will always be the highest priority;
- management of all offers of assistance will be carried out with integrity and accountability;
- all dealings with affected people and local communities will be courteous, helpful and ethical;
- all offers of assistance will be managed in a timely and effective manner;
- relevant entities, non-government organisations, businesses and communities should share values and responsibilities in rebuilding communities and promoting resilience; and
- clear, accurate and consistent messages will be communicated to the community at all times on offers that are needed or not needed by affected people and communities.

¹⁵ Section 4.4.7, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

¹⁶ Queensland Policy for Offers of Assistance, 2016, a supplementary document to the Queensland PPRR Guideline

6.2 Offers of Assistance Process

	Criteria	Considerations
Receipt	<ul style="list-style-type: none"> Identify who will be undertake the task of receiving offers within the affected area, agency or group. Ensure that those receiving offers of assistance are familiar with the approved offers of assistance arrangements. 	<ul style="list-style-type: none"> Offers of assistance can be requested from numerous sources and may be received by a number of different agencies or disaster management groups.
Acceptance	<ul style="list-style-type: none"> Before accepting an offer: <ul style="list-style-type: none"> determine if the offer will meet the needs of the affected community validate that the offer is genuine ensure the offer meets any necessary legislative or Australian standard requirements to enable its use if the offer relates to goods such as clothing or appliances assess the quality record and confirm all relevant details about the offer such as location of offer, time and date the offer is available if offer is accepted, communicate that to the source. Determine which level the offer should be managed at i.e. local or district level or outsourced 	<ul style="list-style-type: none"> The person accepting the offer must understand and confirm any costs associated with the offer (e.g. receiving written confirmation that an invoice will not be issued post event under any circumstances).
Matching	<ul style="list-style-type: none"> Identify those in the community with the greatest need, in consultation with community groups, leaders and NGOs. Ensure the offers address the need and any limitations. Depending on the size and scale of the need, determine which level the offer should be coordinated at i.e. local or district or outsourced. 	<ul style="list-style-type: none"> The person accepting the offer must understand and confirm any costs associated with the offer (e.g. receiving written confirmation that an invoice will not be issued post event under any circumstances).
Distribution	<p><u>Financial donations:</u></p> <ul style="list-style-type: none"> May be distributed through: vouchers issued for local businesses, Incentive grants, or Electronic Funds Transfer. Should be managed through a pre-established and auditable financial management system. <p><u>Volunteers:</u></p> <ul style="list-style-type: none"> Require local planning, understanding of community needs and triaging those in most need, supervision and coordination to induct, deploy and debrief volunteers to the disaster affected areas. Require effective volunteer management and engagement prior to being deployed to the community or individuals in need, to support cost effective and safe work practices. It is advisable this responsibility is outsourced to a nominated service delivery entity or NGO to manage the offers from volunteers. May use virtual volunteer management to register and track offers of to help through volunteering and corporate volunteering offers. Spontaneous volunteers should be partnered with experienced volunteers where possible. 	<ul style="list-style-type: none"> Offers need to be distributed to the community or individual in need, in a coordinated and inclusive manner. It is crucial that offers of assistance are integrated in such a way that those receiving the support have a say in how it will assist them. Virtual warehousing is increasingly being used and provides an online matching service connecting those who have registered offers, with the charities that accept their offers. Volunteering management experts support service to organisations and volunteers including training. Advice is also offered on national standards and community involvement, consultancy and advice.

	Criteria	Considerations
	<p><u>Goods:</u></p> <ul style="list-style-type: none"> • May require storage in virtual warehouses prior to distribution to the community or individuals in need, to support cost effective and safe work practices. • Should be set up for distribution at appropriate distribution points. • May use virtual warehousing to register and track offers of goods and corporate offers. 	
Use	<ul style="list-style-type: none"> • Once the offer has been received, assess the use to ensure that the need has been met. • In some circumstances, particularly when spontaneous (unsolicited) offers are presented they may not be matched or utilised. 	<ul style="list-style-type: none"> • Ongoing monitoring of offers to ensure need is met. • Assess the potential need for more offers. • If offers are not utilised they may be repurposed, redirected or declined the offer and must be recorded appropriately.

Table 3 – Offers of Assistance Process¹⁷

6.3 Financial Donations¹⁸

Financial donations are the most useful form of assistance because they allow precise matching of assistance with need. It does not require resources for transport, and can be spent in the affected community, thereby benefiting the local economy.

In exceptional circumstances – where the scale of the disaster impact warrants significant assistance – the Queensland Government may activate a Disaster Relief Appeal. This must be tempered with the risks of:

- ‘disaster appeal fatigue’
- The expectation that every disaster will result in appeal
- A perception that funds from appeals can replace appropriate levels of insurance.

This is a significant risk in Queensland, where multiple disasters can occur each year.

A relief appeal can be activated through:

- A Queensland Government donation to a range of NGOs who will administer a public appeal on behalf of the state, where the public donates direct to them (this is the most timely and efficient way to support affected communities by allowing the disbursement of urgent support services to be scaled to community need at the NGOs’ discretion)
- Through the Premier’s Disaster Relief Appeal (PDRA) – a public appeal administered by the Queensland Government.

¹⁷ Managing Offers of Assistance Manual, 2018, a supplementary document to the Queensland PPRR Guideline

¹⁸ Section 7.6, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

Ipswich City Council itself does not accept direct financial donations, and will direct these to an appropriate charity, appeal or channel, to be appropriately distributed to those within the affected community.

6.4 Spontaneous Volunteers

Community responses before, during and after a disaster are a valuable resource in disaster and emergency management¹⁹. Spontaneous volunteers can be described as individuals or groups of people who seek or are invited to contribute their assistance during and/or after an event, and who are unaffiliated with any part of the existing official emergency management response and recovery system and may or may not have relevant training, skills or experience²⁰.

A case study following Hurricane Katrina in the United States of America identified that the individuals have ‘a compelling need to help²¹.’ This need to help was observed in the City of Ipswich following the Summer Floods of 2010-2011.

In addition to feeling a desire to help, research also suggests “volunteering is also an important part of people making sense of the disaster, coping with psychological impacts themselves, and regaining a sense of control that they may feel had been lost”²². With the compelling evidence regarding the benefit of assisting others, it is important that this is enabled and supported. Volunteering where directed towards family, friends and neighbours in the first instance will occur faster than a centralised and coordinated approach. There is also a stronger sense of personal connection with those being assisted.



City of Ipswich LDMG members, should in the first instance encourage community members to seek to volunteer and support family, friends and neighbours.

Where spontaneous offers of assistance in the form of volunteering occurs, which cannot be directed to family, friends and neighbours they should be referred to Volunteering Queensland.

The City of Ipswich LDMG considers assistance from volunteers which are either affiliated with an existing emergency service organisation, or who are referred to them via registration with Volunteering Queensland. <https://www.volunteeringqld.org.au/>

¹⁹ Handbook 12, Communities Responding to Disasters: Planning for Spontaneous Volunteers, 2017

²⁰ Australian Government, Spontaneous Volunteer Management Resource Kit

²¹ Michel, LM 2007, 'Personal responsibility and volunteering after natural disasters: the case of Hurricane Katrina', Sociological Spectrum, vol. 27, no. 6, pp. 633-52

²² Handbook 12, Communities Responding to Disasters: Planning for Spontaneous Volunteers, 2017

6.5 Donated Goods and Services

Goods and services can be offered by members of the public, community, businesses, organisations and corporate entities to support individuals and communities following disaster events. These offers of assistance may be offered for free, at cost, reduced rate, discounted or for a charge that is less than market value (determined by the person accepting the offer).

6.5.1 Service Delivery Entity

Offers of goods and services can be self-managed by the LDMG or outsourced to a nominated service delivery entity.²³ Ipswich City Council currently holds a Memorandum of Understanding with **Givit** for undertaking services associated with the management of donated goods and services in the event of a disaster or emergency.

²³ Queensland Fire and Emergency Services: *Offers of Assistance Guidelines Version 1.0, 2016*

PART 7: ANNEXURES

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7.2 Annexure 2 – RFA Flowchart

