

**SUBMISSIONS FOR STATE OF QUEENSLAND****11 MARCH 2011****Department of the Premier and Cabinet  
(DPC)****Ministers****To 20 February 2011**

The Honourable Anna Bligh MP  
Premier and Minister for the Arts

**From 21 February 2011**

The Honourable Anna Bligh MP  
Premier and Minister for Reconstruction

The Honourable Rachel Nolan MP  
Minister for Finance and The Arts

**Director-General**

Mr Ken Smith

**A. Key Functions and Role of the Department**

The DPC has two main roles:

- Assisting and providing advice to the Premier and the Cabinet; and
- Providing leadership for the public sector in delivering quality services to all Queenslanders.

The DPC's functions include:

- Coordinating initiatives that advance government priorities;
- Supporting and advising the Premier and Cabinet, Ministers and agencies to ensure the structures and processes of government run efficiently;

- Providing executive and support services for the Premier and other departments;
- Leading policy coordination across government;
- Supporting Cabinet and Cabinet Committee decision-making; and
- Managing Queensland's relationships with other governments.

Arts Queensland is the Queensland Government's strategic governance organisation for the arts in Queensland. Its responsibilities include:

- Assisting the Minister in setting the government's strategic direction for arts and culture in Queensland;
- Advising government on policy to stimulate development of the arts and cultural sector;
- Overseeing and reporting on the Queensland Government's investment in arts and culture and ensuring prudent use of public funds;
- Working in partnership with the arts and culture sector to promote the State's arts and cultural activity and build recognition of the value of arts and culture;
- Delivering the government's arts and culture agenda through developing and administering funding programs and capital works programs; and
- Building ownership responsibilities for arts properties, including the Queensland Cultural Centre.

## **B. Departmental Structure and Operation**

The work of DPC relies on close collaboration with others to provide advice to the Premier and Ministers that is considered, timely and balanced. To do this the department consults and works closely with networks across the public sector and other levels of government.

As the lead agency in Queensland's public sector, the department is responsible for policy development and coordination across government. Policy development is a collaborative effort requiring input from a wide range of people with expert knowledge and understanding of the issues. Similarly, the department also has a range of operational and executive government responsibilities that must be coordinated and delivered across the broad public spectrum.

These activities are undertaken within the following organisational structure:

### **Office of the Director-General**

- Executive Management Unit;
- Executive Correspondence Unit;
- Corporate Planning;
- Parliamentary Liaison; and
- Internal Audit and Risk Services.

### **Cabinet Secretary, Cabinet Services**

- Cabinet Services; and
- Cabinet Legislation and Liaison.

### **Office of the Associate Director-General Policy Division**

- Economic Policy;
- Environment Resource Policy;
- Reef Water Quality Protection Plan Secretariat;
- Intergovernmental Relations;
- Law and Justice Policy;
- Criminal Justice Research;
- Social Policy;
- Performance and Delivery Office;
- Office of the Queensland Chief Scientist; and
- Priority Projects Office.

### **Office of the Deputy Director-General Arts Queensland**

- Arts Development;
- Arts Strategy and Planning;
- Corporate Administration Agency/AQ Corporate; and
- The broader arts portfolio includes five Arts Statutory Bodies with their own enabling legislation – Queensland Art Gallery, Queensland Museum, Queensland

Performing Arts Trust, State Library of Queensland and Queensland Theatre Company. These are governed by separate Boards.

### **Office of the Deputy Director-General Governance Division**

- Business Services;
- Financial Management;
- Corporate Planning and Reporting;
- Facilities Coordination;
- Human Resource Services;
- State Affairs;
- Constitutional and Administrative Law Services;
- Executive Services;
- Government Air Wing;
- Ministerial Services;
- State Services;
- Communication Services;
- Market Research;
- Events Coordination;
- Protocol Queensland;
- Information Services;
- Corporate Information Services; and
- Information and Communication Technology.

Key policy documents that guide the department's functions and operations include:

- (a) Administrative Arrangements Orders setting out the principal responsibilities of Government Ministers and their portfolios;
- (b) Queensland Cabinet Handbook;
- (c) Queensland Ministerial Handbook;
- (d) Queensland Executive Council Handbook;
- (e) Queensland Legislation Handbook;
- (f) Queensland Parliamentary Procedures Handbook;
- (g) Welcome Aboard: A Guide for Members of Queensland Government Boards,

Committees and Statutory Authorities;

- (h) The Queensland Government Advertising Code of Conduct;
- (i) Code of Conduct for the Queensland Public Service;
- (j) Complaints Management Policy; and
- (k) The Protocol Handbook.

There are many other lower level policy and guidance documents used within the various organisational units of the department.

### **Specific Organisational Arrangements Relating to Disaster and Crisis Management**

The DPC is responsible for leading Queensland's participation on a number of national fora concerned with crisis management planning, preparation and coordination for disaster events. These bodies include the National Emergency Management Committee (NEMC), the National Counter-Terrorism Committee (NCTC), the National Critical Infrastructure Resilience Committee (NCIRC), the Australian Health Protection Committee (AHPC) and Australian Government Crisis Management Arrangements.

A combination of areas within both Policy Division and Governance Division have responsibility for providing policy advice and support to DPC's representatives on these fora, the Director-General at the Council of Australian Governments (COAG) Senior Officers Meeting (SOM) and the Premier at COAG. Following machinery of government changes in 2009, new coordination arrangements were put in place through the Manager, Executive Support, DPC to better assist the government to meet its crisis management obligations at the national level.

The Manager, Executive Support is also responsible for supporting the Director-General in his role as Chair of the State Disaster Management Group (SDMG) and providing the department's representation on the State Disaster Coordination Group (SDCG). The Crisis Coordination Network is lead by Communication Services within DPC and leads the coordination and provision of consistent government messaging in times of a crisis or disaster.

## **C. Specific Responsibilities under the Disaster Management Act 2003 and Other Relevant Legislation**

The SDMG is chaired by the Director-General, DPC. The Executive Officer to SDMG and secretariat support is provided by the Queensland Police Service. The Deputy Chair of SDMG is the Director-General, Department of Community Safety.

Specific functions of DPC include:

- (a) Chairing meetings of SDMG and providing central agency leadership and coordination;
- (b) Supporting and providing advice to the Premier as chair of the State Security and Emergency Council and as leader of the government;
- (c) Coordinating and liaising with the Australian Government's Crisis Coordination Centre in relation to Queensland Government policy positions (when required);
- (d) Representing Queensland at meetings of the National Crisis Committee (NCC) when initiated by the Commonwealth;
- (e) Establishing the Crisis Communications Network to coordinate government messaging as directed by SDMG; and
- (f) Establishing a Premier's Disaster Relief Appeal if requested to support community recovery.

Policy Documents and Guidelines relating to Disaster Management utilised by DPC in the disaster management space are the responsibility of the Department of Community Safety and copies of these documents should be sourced from that agency. These documents include:

- (a) State Disaster Management Plan;
- (b) Governance Guidelines for District Disaster Management Groups;
- (c) Emergency Alert Operational Guidelines;
- (d) District Disaster Management Guidelines;
- (e) Queensland Emergency Alert Operational Protocol;
- (f) Standard Emergency Warning Signal (SEWS) - Rules on the use of this warning signal in Queensland;

- (g) Disaster Management Arrangements Overview 2010;
- (h) Operational Planning Guidelines for Local Disaster Management Groups;
- (i) Disaster Management Planning Guidelines for local;
- (j) Disaster Management Strategic Policy Framework;
- (k) Queensland Resupply Guidelines Policies and Procedures (December 2010);
- (l) A Guide to Disaster Risk Management in Queensland Aboriginal and Torres Strait Islander Communities;
- (m) State of Queensland Multi-Agency Response Plan to Chemical, Biological, Radiological Incidents;
- (n) Queensland Chemical, Biological & Radiological Plan;
- (o) Radiological Disaster Plan;
- (p) Biological Disaster Plan;
- (q) Chemical/HAZMAT Plan;
- (r) National Storm Tide Mapping Model for Emergency Response;
- (s) Queensland Tsunami Notification Guidelines;
- (t) Queensland Evacuation Guidelines Consultation Draft; and
- (u) Queensland Disaster Relief and Recovery Arrangements Guidelines.

## **D. Preparedness for Flooding Events Generally**

Given DPC's key role in the provision of policy advice, the department is involved with relevant line agencies in the preparation of a number of policy documents that have an impact on disaster management and preparation in Queensland. These documents are considered by bodies such as Cabinet, SDMG, NEMC or COAG.

### **Review of Disaster Management Arrangements**

A review of Queensland's disaster management arrangements was conducted by an independent consultancy during 2009. This review was overseen by a steering committee chaired by the Director-General DPC, the Commissioner of Police and the Director-General, Department of Community Safety.

The consultant's Report on a Review of Disaster Management Legislation and Policy in Queensland made recommendations to the government about ways to deliver better outcomes in the efficiency and effectiveness of responses to communities impacted by

disaster events. This included amendments to the *Disaster Management Act 2003* the *Public Safety Preservation Act 1986* as well as to policy and operational arrangements for disaster management in Queensland. Following endorsement by Cabinet legislative amendments were given effect through the *Disaster Management and Other Legislation Amendment Act 2010*. The endorsed recommendations from this review were subsequently implemented in late 2010.

The Report on a Review of Disaster Management Legislation and Policy in Queensland and a summary document titled Disaster Management Arrangements Overview 2010 can be provided by the Department of Community Safety upon request.

Following the *Disaster Management and Other Legislation Amendment Act 2010*, SDMG considered and approved updates to the following policy and planning documents to give effect to the recommendations:

- (a) Updated SDMG Terms of Reference;
- (b) Queensland State Disaster Management Plan;
- (c) District Disaster Management Guidelines;
- (d) Governance Guidelines for District Disaster Management Groups;
- (e) The Queensland Resupply Guidelines;
- (f) Tsunami Notification Guidelines (endorsed SDMG out of session (by flying minute) on 2 Nov 2010); and
- (g) The Disaster Management Strategic Policy Framework (endorsed out of session (by flying minute) on 2 Nov 2010).

## **Emergency Alert**

Emergency Alert (formerly National Emergency Warning System (NEWS)) is a telephone-based emergency warning system that State and Territory authorities (including Queensland) use to send voice warnings to fixed or landline telephones, based on the location of the handset, and text warnings to mobile phones, based on the customers billing address. The development of this system was endorsed by COAG on 30 April 2009, and put in place through a National Partnership Agreement signed by all jurisdictions with the exception of Western Australia.



The Emergency Alert Queensland Operational Guidelines (obtainable from the Department of Community Safety) outlines how Queensland manages and operates the telephone based emergency alert system and is consistent with the agreement endorsed by the Council of Australian Governments in April 2009.

This early warning system is being further developed to enable it to be expanded to enable messages to be sent to mobile telephones based on the location of the handset. It is anticipated that an operational system may be in place by mid 2011 following the resolution of some technical difficulties by the major Telco providers.

### **Standard Emergency Warning Signal**

The Standard Emergency Warning Signal (SEWS) Guideline was initially put in place in 1999 and reflects an agreement that was reached between all States and Territories on the use of a standard warning signal to assist in the delivery of public warnings and messages for major emergency events. Responsibility for the management of SEWS in Queensland rests with the Assistant Director-General of Emergency Management Queensland (EMQ) in coordination with the Queensland Regional Director of the Bureau of Meteorology (BOM) for meteorological purposes. In December 2010 SDMG approved out of session the updated SEWS Guideline and this Guideline can be sourced from the Department of Community Safety.

### **Australian Government Crisis Management Framework**

In 2010 the Australian Government put in place new crisis management arrangements titled the Australian Government Crisis Management Framework to manage from the Commonwealth perspective both a hazard specific crisis and those that the Commonwealth considers requires whole-of-government coordination by the Australian Government including matters such as terrorism, pandemics, biosecurity incidents, international incidents, energy supply crises, significant maritime incidents, and major natural disasters.

The arrangements recognise the primacy of State and Territory jurisdictions for these matters and the existing bilateral arrangements that are in place to facilitate

coordination and communication between Commonwealth and jurisdictional agencies. However, the new Australian Government Arrangements enable the Prime Minister to assume primary responsibility for leading the Commonwealth's response. The NCC is the mechanism that allows senior officials from the Commonwealth and State and Territory jurisdictions to collaborate and coordinate jurisdictional positions and responsibilities during a crisis and then inform their respective political leaders including Premiers and the Prime Minister.

### **National Strategy for Disaster Resilience**

The National Strategy for Disaster Resilience ('the Strategy') was considered by MCPEM and NEMC prior to its endorsement by COAG on 13 February 2011. The Strategy is a high-level strategic direction-setting document and is the first step in developing a national, integrated approach to disaster resilience.

Community resilience is defined in terms of general features of what a resilient community might exhibit such as:

- (a) Local awareness of natural hazard risks;
- (b) Locally-led leadership in the development of resilience-building measures;
- (c) Local disaster resilience planning processes;
- (d) Self-reliant individuals and families (who have prepared household plans);
- (e) Local partnerships between community agencies and service delivery agencies;
- (f) Resilience outcomes are considered in planning and policy making; and
- (g) Wide-spread continuity planning.

### **Protocol for the Communication of Flooding Information for the Brisbane River Catchment Including Floodwater Releases from Wivenhoe and Somerset Dams**

In mid October 2010 a working group of officers from the Department of Environment and Resource Management, Seqwater, Queensland Police Service, BOM, Department of Community Safety and DPC developed a protocol with the Brisbane City Council, Ipswich City Council and the Somerset Regional Council concerning the release of floodwaters from Wivenhoe and Somerset Dams. Whilst this protocol was used during the flood response it is yet to be formally ratified. A

copy of the draft protocol used in the 2010/2011 flood events is attached and marked 'DPC-01'.

The purpose of this protocol is to outline the arrangements to be followed by the Brisbane, Ipswich and Somerset Councils, relevant Queensland Government agencies and the BOM, which will ensure the provision of consistent and robust information to the community, concerning potential flooding impacts for the Brisbane River catchment. The intent of the protocol is to ensure that consistent, harmonised information, based on agreed technical information, is communicated to the public in a way that contributes to resilient communities.

The Manual of Operational Procedures for Flood Mitigation at Wivenhoe Dam and Somerset Dam (administered by Seqwater) is used for all dam management decisions and informs actions taken in the management of those dams.

### **Call Centre Surge Capability**

Arrangements are in place for Smart Service Queensland (SSQ) to provide a public hotline during disasters. SSQ had a MoU with Centrelink which would allow SSQ to overflow calls to the Commonwealth call-centre should it become overwhelmed (this has never been activated). The National Emergency Call Centre Surge Capacity arrangements for improving surge capacity for emergency information lines were enhanced through a new MoU between the Commonwealth Department of Human Services and the Queensland Department of Public Works and allow Queensland to access the broader Department of Human Services and not just those of Centrelink.

## **E. Preparation and Response to 2010/2011 Flood Events**

SDMG was briefed on 14 October 2010 followed by Cabinet on 18 October 2010 concerning the La Nina weather pattern influencing Queensland's weather conditions over the coming summer period.

The Bureau advised of a 75 per cent chance that Queensland would experience much higher than average rainfall, together with the potential for a greater number of cyclones to cross the coast, during the forthcoming storm and cyclone season.

Given the increased risks associated with a potential disaster event arising from these weather patterns, the Premier wrote to all Ministers and Directors-General requiring all agencies to review their role during a disaster situation to ensure they are able to provide the necessary support and services to assist individuals and communities to prepare, respond to, and recover from, a disaster event. This includes the provision of accurate, timely, coordinated and consistent warnings to any community under potential threat.

A copy of an example letter from the Premier to a Minister and a copy of an example letter from the Premier to a Director-General are attached and marked '**DPC-02**'.

All government agencies were reminded of the role they each play in a disaster and of the provisions of the *Disaster Management Act 2003*. Agencies were also asked to ensure that appropriate senior staff were rostered or placed 'on-call' over the Christmas and New Year period.

Agencies were required to review their business continuity plans to ensure that, if directly affected by a disaster, they are able to recover and resume the provision of critical and core services as soon as possible and that all possible risk mitigation strategies were in place to position the Queensland Government to respond immediately to safeguard Queenslanders against the impact of any significant event.

The DPC reviewed its own preparedness arrangements to ensure that DPC could respond to and provide timely support in the event of a disaster situation requiring central agency involvement.

Steps were taken to ensure that Business Continuity Plans were reviewed and tested to enable DPC to recover should an incident result in a loss of capability.

The DPC's responsibilities considered and reviewed in preparation for the summer storm season included:

- (a) Chairing the SDMG;
- (b) Representing Queensland at meetings of NCC;

- (c) Standing-up the Crisis Communications Network to coordinate government messaging;
- (d) Discussions with the ABC to ensure public messaging during a significant disaster event;
- (e) Development of processes and templates, in conjunction with SSQ, to ensure that a community information hotline and whole of government website can be immediately established to keep the community informed;
- (f) Ensuring that the Government Air Wing crew and aircraft were operational and prepared to be deployed;
- (g) Preparing to initiate special meetings of Executive Council to facilitate the extension of any disaster declaration were put in place;
- (h) Implementing a register of DPC volunteers to assist the Department of Communities with the establishment of Community Recovery Centres;
- (i) Reviewing procedures to establish a Premier's Disaster Relief Appeal if required;
- (j) Chief Executive Officers of the five Arts Statutory Bodies – Queensland Art Gallery, Queensland Museum, Queensland Performing Arts Trust, State Library of Queensland and Queensland Theatre Company – were briefed about the necessary preparation for potential weather events and the need to revisit emergency response and business continuity planning; and
- (k) Reviewing Arts Queensland's Emergency Management Plan, particularly regarding coordination of disaster preparedness and recovery at the Queensland Cultural Centre.

The DPC also prepared a Cabinet Submission regarding a 'Schedule of Summer Issues' dealing with significant operational risks to government that may arise over the holiday period. This submission also suggested mitigating strategies and the first issue on this schedule was the impact of possible adverse weather events over the summer period.

### **Actions Taken by DPC**

During the response and recovery phase DPC:

- (a) Chaired the meetings of the SDMG and provided leadership for the government's overall response;

- (b) Facilitated cross government crisis communications and public communication strategies including the [www.qld.gov.au](http://www.qld.gov.au) and Premier's website;
- (c) Initiated the department's business continuity plan;
- (d) Established the Premier's Disaster Relief Appeal including authorisation for third party fund raisers;
- (e) Established and resourced the disbursement committee for funds raised by the Appeal;
- (f) Provided advice to Cabinet on the extent and impact of the flooding;
- (g) Represented Queensland at meetings of NCC to discuss the flooding event and the role of the Commonwealth and other jurisdictions;
- (h) Initiated the activation of category C & D provisions of the NDRRA arrangements with the Commonwealth;
- (i) Established the flood recovery taskforce and resourced the operation of the taskforce;
- (j) Established and resourced the Commission of Inquiry;
- (k) Administratively established and resourced the Queensland Reconstruction Authority, and
- (l) Instructed the Office of the Queensland Parliamentary Counsel on the drafting of the Queensland Reconstruction Authority Bill 2011 which established the Queensland Reconstruction Authority (QldRA) as a new statutory authority with responsibility for reconstruction and recovery following the floods and Tropical Cyclone Yasi. The QldRA Bill was introduced to Parliament and declared an urgent Bill on 16 February 2011, passed on 17 February 2011 and commenced on assent on 21 February 2011. In addition to establishing QldRA, the Bill also made a number of flood-related amendments to other Acts, including amending the DM Act to correct a technical error and allow an extension of time for a disaster declaration from 14 days to up to 28 days from the initial declaration.

During the response and recovery phase Arts Queensland:

- (a) Chaired meetings of the Emergency Management Committee for the Queensland Cultural Centre;
- (b) Disseminated information about weather warnings and tidal levels from BOM to the Arts Statutory Bodies;

- (c) Closed the three public car parks at the Queensland Cultural Centre on Tuesday, 11 January 2011, with all cars having left by 7pm;
- (d) Prepared advice for the Director-General (as chair of the SDMG) to issue to the four Chief Executive Officers of the cultural institutions at the Queensland Cultural Centre to close to the public on Tuesday, 11 January 2011. Priorities for individual Arts Statutory Bodies were taken into account, including negotiations with commercial producer at Queensland Performing Arts Trust;
- (e) Assembled disaster preparedness teams from each cultural institution by early morning of Wednesday, 12 January 2011 to take final steps to isolate infrastructure and safeguard collections against flood damage, and secure the Queensland Cultural Centre site prior to the flood peak and the site's evacuation;
- (f) Assumed site access control and responsibility for all buildings at the Queensland Cultural Centre from close of business Wednesday, 12 January 2011;
- (g) Established and coordinated daily briefings with disaster recovery teams from the four Arts Statutory Bodies about status and progress of recovery works;
- (h) Commenced assessment of damage at the Queensland Cultural Centre from the morning of Thursday, 13 January 2011 and commenced securing of vital supply chain;
- (i) Coordinated disaster recovery works across the Queensland Culture Centre precinct with gradual handing back of buildings to Arts Statutory Bodies as buildings achieved certification from the Queensland Government building surveyor;
- (j) Delivered the public reopening of the Queensland Cultural Centre by 16 February 2011;
- (k) Continues to coordinate ongoing recovery building works at The Playhouse Theatre, The Edge and three car parks;
- (l) Provided advice to arts organisations statewide on avenues for assistance if flood affected; and
- (m) Is working with local government and arts organisations statewide to support community cultural responses to flood impacts.

## **F. Preparedness for Next Wet Season**

The DPC will facilitate and coordinate the government wide consideration of the recommendations of the Commission of Inquiry.

Arts Queensland will procure expert disaster management advisors to review its emergency management plan and coordination of disaster preparedness and recovery operations across the Queensland Cultural Centre. This will also include consultation with the Arts Statutory Bodies and a review of their own disaster preparedness and business continuity plans. This will inform strategy, preparations and 'flood-proofing' capital works at the Queensland Cultural Centre for possible future natural disasters.

## **G. Indication of Relevant Documents Held by Department**

Below is an indication of the categories or types of documents held:

- (a) Cabinet documents relating to advice from the BOM and associated preparations, summer issues, the impact of the flooding, establishment of the Taskforce and the Queensland Reconstruction Authority;
- (b) Minutes from SDMG meetings leading up to and during the flooding event;
- (c) Advices and warnings received from the BOM, Seqwater and situation reports from the State Disaster Coordination Centre;
- (d) Media and cross government communication issues including the establishment and operation of the whole of government floods website on the government website [www.qld.gov.au](http://www.qld.gov.au);
- (e) Establishment of the Premier's Disaster Relief Appeal, including third party fund raisers, Smart Service Queensland, banking and receipting matters;
- (f) Correspondence in relation to the activation and provision of benefits under the provisions of the NDRRA;
- (g) Correspondence to the Premier from members of the public and members of parliament in relation to the flooding event, its impacts and requests for assistance;
- (h) Minutes for DPC Crisis Management Team;
- (i) Agenda papers and outcomes from the consideration of policy issues at national fora such as COAG, NEMC and NCC;



- (j) Correspondence in relation to the preparation for summer issues and the storm season;
- (k) Preparation of policy advice, legislation and executive council minutes on the Taskforce, Commission of Inquiry and the Queensland Reconstruction Authority;
- (l) Policy advice concerning the review of the disaster arrangements and associated legislative amendments;
- (m) Emergency Management Plan for the Queensland Cultural Centre;
- (n) Minutes from briefings to recovery teams and Chief Executive Officers during disaster preparedness and recovery phases at Queensland Cultural Centre; and
- (o) Updates to boards of the Arts Statutory Bodies during disaster recovery.

**Index of documents attached to**  
**DPC**

<b>Exhibit</b>	<b>Description</b>
<b>DPC-01</b>	Draft Protocol concerning the release of floodwaters from Wivenhoe and Somerset Dams
<b>DPC-02</b>	Correspondence from the Premier to all Ministers and Chief Executive Officers

SOQ 11 March Submissions

## 'DPC-01'

### **Protocol for the Communication of Flooding Information for the Brisbane River Catchment - including Floodwater Releases from Wivenhoe and Somerset Dams**

#### **OBJECTIVE**

The purpose of this protocol is to outline the arrangements to be followed by the Brisbane, Ipswich and Somerset Councils, relevant Queensland Government agencies and the Bureau of Meteorology, which will ensure the provision of consistent and robust information to the community, concerning potential flooding impacts for the Brisbane River catchment, including release of floodwater from Wivenhoe and Somerset Dams.

The intent is to ensure that consistent, harmonised information, based on an agreed single point of truth, is communicated to the public in a way that contributes to resilient communities.

#### **BACKGROUND**

Queensland's disaster management arrangements, based on disaster management groups at local, district and state level, ensure the collaborative and effective coordination of information for all hazards.

Existing local, district and state disaster management and hazard-specific plans outline arrangements and structures for disaster management, or the hazard, and amongst other things, identify the need for coordination of public communications.

This protocol adds to such plans by outlining specific arrangements necessary when advice to the community needs to be based on technical assessments from hazard-specific primary agencies and other complementary stakeholders across federal, state and local governments.

Factors such as storm surges, tides, creek flooding, flooding from the lower Brisbane River, including Lockyer Creek and the Bremer River, will influence inundation levels in Brisbane.

Wivenhoe Dam controls approximately half of the Brisbane River catchment above Brisbane City. The operational strategy for water release from Wivenhoe and Somerset Dams is governed by the *Manual of Operational Procedures for Flood Mitigation at Wivenhoe Dam and Somerset Dam*, henceforth referred to as the Flood Mitigation Manual.

This protocol also covers the possibility that, during an above-average wet season, the water supply level of the dams may be marginally reduced, on a temporary basis, by small water releases. The water supply level would be returned to normal prior to the conclusion of the wet season, to avoid affecting water supply security. These changes, if they proceed, will ultimately be incorporated into the Flood Mitigation Manual.

#### **GENERAL DECISION MAKING - GUIDING PRINCIPLES**

- Protection of public safety is paramount throughout both this Protocol and the Flood Mitigation Manual;

- Impact on the community upstream or downstream is a legitimate consideration of any risk assessment;
- Regular and consistent communications within government and to the public, in relation to flooding impacts, are essential;
- Decision-making chains regarding the communications strategy and disaster management should remain flexible;
- The Flood Mitigation Manual is used to determine how Wivenhoe and Somerset Dams will be operated during flood events.
- This Protocol does not infringe the right of any party to issue information in line with their responsibilities.

## **PROCESS OF COMMUNICATION**

There are three stages in the process of communication:

- Monitoring and Assessment
- Briefing and Activation
- Public Communications

### **Monitoring and Assessment**

Communications with the public on flooding information, including floodwater releases, are based on a continuous process of monitoring and technical assessment. The process is dynamic and evolves according to the event, but will normally contain the following steps:

- Routine monitoring of weather events and dam levels by relevant agencies via established systems and procedures;
- The Bureau of Meteorology (BoM) provides weather forecasts and warnings (e.g. Tropical Cyclone, Severe Weather, Severe Thunderstorm, Flood). In the event of heavy rain and runoff in the Wivenhoe and/or Somerset Dam catchments, BoM and the Queensland Bulk Water Supply Authority (Seqwater) discuss modelled inflows to Wivenhoe and/or Somerset Dam, and downstream flood levels.
- Councils monitor creek levels, local runoff and flash flooding, consult with BoM and Seqwater on other potential events upstream that may contribute to and aggravate the situation;
- Seqwater discusses and models implications of the inflows on the necessary floodwater release from Wivenhoe Dam and/or Somerset Dam. The floodwater release strategy is a balance between releasing the water quickly enough so that the flood storage capacity is available if another major rain event occurs, versus minimising downstream flooding impacts (human safety and property damage) from the releases.
- Seqwater calculates the releases according to dam levels and predicted weather events in accordance with the Flood Mitigation Manual. A fundamental principle is that all floodwater should be released from the dams within seven days of the flood event peaking in Wivenhoe or Somerset Dam. This ensures the dams can cope with closely spaced major rain events.
- Seqwater shares predicted floodwater releases with BoM and with the Councils.
- Councils share information on the status of the Brisbane River catchment and its

river systems with BoM and Seqwater.

- BoM undertakes modelling of the Brisbane River catchment and its river systems using Seqwater advice of actual and projected Wivenhoe Dam and/or Somerset Dam releases when these are, or are expected, to occur.
- BoM participates in technical discussions with Seqwater, Brisbane City Council, Ipswich City Council and Somerset Regional Council as necessary, to share modelling results. The discussions aim to establish technical agreement on the flood situation, on which public communications should be based.
- Councils undertake modelling, form predictions, identify flood inundation areas and assess impacts for their communities, and regularly share this information with all relevant parties.

During this continuous process, it may become apparent to either BoM, local governments or Seqwater that the situation is likely to result in public safety issues.

These public safety issues may arise from a decision to release floodwater, a significant change in the severity and scope of the event, or a pre-agreed trigger-point being reached.

Any of the agencies may initiate the public communications process and engage with the disaster management arrangements as appropriate.

The initiating agency will instigate a technical staff teleconference. Decisions from the teleconference will be distributed to senior management and media representatives of each agency.

In these circumstances all agencies agree that technical advice will form the basis of public communications messages.

- In the case of floodwater release it considers significant, Seqwater coordinates the completion of the Technical Situation Report - TSR (Appendix C) and provides the Report to the SEQ Water Grid Manager (according to their Emergency Response Plan), and to relevant local governments.
- In other circumstances where a formal technical statement would enhance clarity, the initiating local or state agency may coordinate the completion of a TSR. If initiated, the TSR should be circulated to all parties.

### **Briefing and Activation**

Consideration will be given to the activation of the disaster management arrangements, if not already activated.

1. Councils will consider activating their Local Disaster Management Groups (LDMGs);
2. LDMGs will inform the relevant District Disaster Coordinators (DDCs);
3. The Queensland Police Service (QPS) will consider initiating disaster management actions as provided for under the *Disaster Management Act 2003*;
4. In the case of floodwater release, the SEQ Water Grid Manager will alert the Director-General (DG) of the Department of Community Safety (DCS), DG

Department of Environment and Resource Management (DERM), and the local governments;

5. DG DCS will inform the DG of the Department of Premier and Cabinet (DPC) - the Chair of the State Disaster Management Group (SDMG) and will activate the State Disaster Coordination Centre (SDCC). DG DCS will also inform the Minister for Police, Corrective Services and Emergency Services;
6. DG DERM will inform the Minister for Natural Resources, Mines and Energy;
7. DG DPC will inform the Premier;
8. In the case of an extreme event, the Crisis Communications Network, chaired by DPC, may be activated at the direction of the SDMG Chair to coordinate public messaging from BoM, Seqwater, SEQ Water Grid Manager, QPS, relevant Councils and DCS as per this protocol;
9. In the case of a non-disaster, public communications will be in accordance with existing arrangements, supported where appropriate by this protocol.

### **Public Communications Issues**

Each agency has its own responsibilities to issue information commensurate with their role without prior approvals. The obligation under this protocol is to share that information with other agencies and operate in a fully consultative process to ensure consistent public information.

The BoM, Local Governments and relevant State Government agencies are to maintain continual discussions, to ensure that conflicting information is not released to the public at any time. Genuine efforts should be made to ensure consistency by basing public communications on technical reports. Inter-agency consultation should not cause delays in the issuance of public warnings. All agencies must exchange public communications at time of release. No power of veto is implied under this protocol.

Harmonised public communications messages will be released from the following agencies:

- **Bureau of Meteorology** - concentrating on Flood Warnings which are widely disseminated to the BoM website, agencies and the media. BoM also participates in media (radio, television, newspaper) interviews to provide factual information regarding observed and forecast weather conditions, rainfalls and water levels;
- **Local Governments /Local Disaster Management Groups** - concentrating on the effects of weather related events and safety for their local communities and residents. Local governments have primacy of public communications within their community. Pre-agreed community service announcements from local governments will be shared with the relevant agencies prior to public release;
- **SEQ Water Grid Manager** - if significant floodwater releases from Wivenhoe and Somerset dams are involved, the SEQ Water Grid Manager concentrates on the communication aspects of release timings and duration of effects as the State's lead communication agency on floodwater release. Seqwater operational staff are to ensure that technical information is communicated to the SEQ Water Grid Emergency Response Team (if activated), the SEQ Water Grid Communications Unit and relevant local governments.

If necessary these will be augmented by:

- **Queensland Police Service** - concentrating on specific community safety messaging during operations;
- **Department of Community Safety** - concentrating on general safety matters regarding flooding;
- **Department of Premier and Cabinet (extreme events only)** - concentrating on consistent messages to media and agencies concerned.

Event-specific information will be released to the public as frequently as required by the severity and scope of the event. Timings of media releases will be dependent on the event, guided by the frequency of technical reports and may range from once a day to once an hour.

In the case of floodwater release considered significant, SEQ Water Grid Communications Unit will centrally track all communications and ensure they are shared. The unit will liaise with the following or their representatives over public safety messages:

- BoM;
- Seqwater;
- Councils' Media Directors;
- QPS Media Director; and
- DCS Media Director.

#### **Questions from the Public**

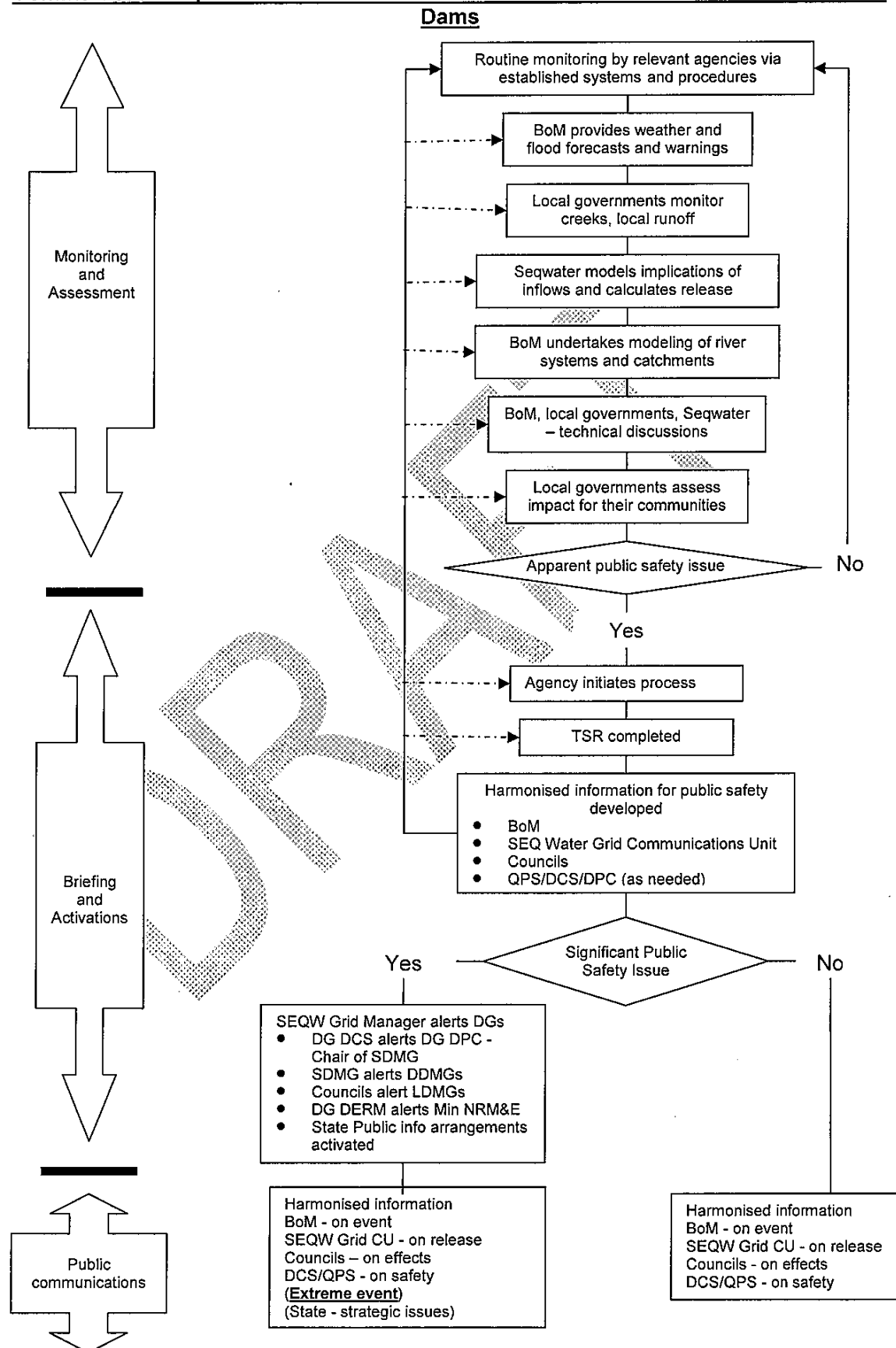
All questions from the public should be directed to the relevant local government in the first instance. Questions expressly relating to the event should be directed to the hazard-specific primary agency. Any questions relating to the release of water should be directed to the SEQ Water Grid Communications Unit. Any queries about disaster management should be addressed by the relevant local and district disaster management groups.

#### **Protocol Maintenance**

This protocol will be reviewed annually by agencies involved and exercised, during non-operational season, under DDMG arrangements.

The protocol should provide for a review after each event of what worked and could be improved for management of future events, to be led by DCS.

## Appendix A

**Communications process for the release of floodwater from Wivenhoe and Somerset**



## Appendix B

**ROLES AND RESPONSIBILITIES**

- The Bureau of Meteorology (BoM) is the agency responsible for issuing flood warnings for the Brisbane River and its major tributaries. These, when required, include rainfall forecasts for the Brisbane catchment and predicted river heights for Brisbane City, Ipswich, Jindalee and Moggill according to established procedures.

River height predictions are agreed in consultation with Seqwater, Brisbane City Council (BCC), Ipswich City Council (ICC) and Somerset Regional Council (SRC), as required.

- Queensland Bulk Water Supply Authority (Seqwater) operates Wivenhoe and Somerset Dams in accordance with the Flood Mitigation Manual. It provides dam outflow information to BoM, to allow the development of Flood Warnings and to local authorities, to assist them in quantifying likely impacts within their areas.

It informs BoM and other agencies on the status of dams, and actual and projected releases from Wivenhoe and Somerset dams. It consults BoM regarding inflows to Wivenhoe and Somerset dams and expected flood heights along the Brisbane River downstream of Wivenhoe Dam.

Seqwater initiates proposed reviews or updates to the Flood Mitigation Manual, undertaking consultation with Councils and other stakeholders. Seqwater coordinates the production of the TSRs relating to floodwater releases from the Wivenhoe and Somerset dams.

- Brisbane City Council (BCC), Ipswich City Council (ICC) and Somerset Regional Council (SRC) distribute consistent, detailed local flood level information, both to their respective operational units, their senior management and their broader communities. This should include the interpretation of BoM flood warnings and river height forecasts into expected areas and depths of inundation. Councils are responsible for activating their respective Local Disaster Management Groups (LDMGs), which then undertake the disaster management responsibility for response in the community.
- Department of Environment and Resource Management (DERM) consults with the stakeholders prior to the approval of any updates to the Flood Mitigation Manual. DERM also approves any necessary variations to the strategies in the manual if required during the course of a flood event.
- Queensland Police Service (QPS) assumes a legislative role, as per the disaster management system, to provide disaster management at a district level during an event, including provision of necessary community advice for public safety.
- Emergency Management Queensland (EMQ) provides support and general community safety advice on flooding issues, during non-operational times.
- SEQ Water Grid Communications Unit tracks the general harmonisation, but not specific detail of public messaging relating to floodwater releases, with BoM, SEQ Water Grid, Councils and DCS, as required. It does this by ensuring that each agency understands the extent of the release and that there is a general consensus as to the level of potential impacts.

## Appendix C

**TECHNICAL SITUATION REPORT**

<b>TSR Number</b>		<b>Date of TSR release</b>		<b>Time of TSR release</b>	
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This report is as at the time of assessment, and may quickly become out of date, depending on the current events. It relies on timely information provided by Seqwater, BoM and Councils. A reply will be required by a specified time and if not received by that time no information will be included. If any information is not provided, the section will remain blank. There will be no follow up requests.

Each authority will provide an email and telephone contact for all communications. If an event escalates, there may be less time to respond or it may not be possible to respond to requests.

In floodwater releases Seqwater will email advices on releases to the organisations email address provided. Once a flood event is initiated, at any time a Council or agency can contact Seqwater to discuss if they have a serious concern regarding the information on releases provided. This would normally be by phone and followed by email. However, the ability to respond to any queries depends on the event. The frequency of advices will depend on the severity of the event and the needs of each agency.

Seqwater will also request at that time, a situation assessment from each agency as per details outlined in this document. Each agency will then email in return the requested information if possible or advice that it has not changed. If it is not received within the specified timeframe, it is assumed it is not being provided.

<b>TRIGGERS</b>	
These illustrative triggers provide guidance to initiation of this report	
<b>BoM</b>	
<b>Seqwater</b>	
<b>Local Government</b>	

## Seqwater status of inflows and dam operations

*(to include information on the current and/or predicted levels of Somerset and Wivenhoe Dams and the probable or planned release strategy with assessment as governed under the Manual of Operational Procedures for Flood Mitigation at Wivenhoe Dam and Somerset Dam )*

This is Seqwater's status report on the dam levels, probable inflows and planned releases.

.....

This has been supplied to

BCC on .....

ICC on .....

SRC on .....

Issues raised by Councils were .....

Actions taken were .....

**Seqwater Technical Officer name**

**Seqwater Technical Officer position title**

**Seqwater Technical Officer contact details**

## BoM assessment

*(consisting of references to latest Flood Warning for the Brisbane River and other relevant Bureau forecasts and warnings (e.g. weather/rain forecasts, Tropical Cyclone Warning etc) and other updates/comments if needed)*

BoM is to provide either a copy of, or links to, their current information and other updates or comments if needed. This will be their current set of warnings and may be updated or changed at any time.

**BoM Technical Officer name**

**BoM Technical Officer position title**

**BoM Technical Officer contact details**

**Brisbane City Council (BCC) assessment***(to include predicted local inundation areas and depths of inundation based on the information)*

This is an assessment as provided by BCC. A request for this information will be sent to the email address provided by BCC.

**BCC Technical Officer name****BCC Technical Officer position title****BCC Technical Officer contact details****Ipswich City Council (ICC) assessment (if required)***(to include predicted local inundation areas and depths of inundation based on the information)*

This is an assessment as provided by ICC. A request for this information will be sent to the email address provided by ICC.

**ICC Technical Officer name****ICC Technical Officer position title****ICC Technical Officer contact details****Somerset Regional Council (SRC) assessment (if required)***(to include predicted local inundation areas and depths of inundation based on the information)*

This is an assessment as provided by SRC. A request for this information will be sent to the email address provided by SRC.

**SRC Technical Officer name****SRC Technical Officer position title****SRC Technical Officer contact details**

Collated and distributed by (Agency)

**Contact Officer signature****Contact Officer name****Contact Officer position title****Next TSR due****Date****Time****or Event**

'DPC-02'



## Premier of Queensland

For reply please quote: ES/BS – TF/10/ 25186 – DOC/10/138801

25 October 2010

The Honourable Paul Lucas MP  
Deputy Premier and Minister for Health  
GPO Box 48  
BRISBANE QLD 4001

Executive Building  
100 George Street Brisbane  
PO Box 15185 City East  
Queensland 4002 Australia  
**Telephone** +61 7 3224 4500  
**Facsimile** +61 7 3221 3631  
**Email** ThePremier@premiers.qld.gov.au  
**Website** www.thepremier.qld.gov.au

Dear Deputy Premier

As you are aware, Mr Jim Davidson, Regional Director, Bureau of Meteorology, has advised Cabinet of the current La Nina weather pattern influencing Queensland's weather conditions. The bureau predicts a 75 per cent chance that we will experience much higher than average rainfall over the summer months and a greater number of cyclones. These are weather patterns not seen since the early 1970s.

While Queensland is well prepared to manage natural disaster events such as cyclones, storm surges and floods, it is anticipated that these events may occur with greater intensity and frequency and quite possibly, earlier in the 2010–11 summer season.

All Government agencies have a role to play in disaster management as reflected by the membership of the State Disaster Management Group (which includes all Directors-General) and the provisions of the *Disaster Management Act 2003*.

Given the increased risk associated with the coming season, it is imperative that there is no complacency within agencies. Therefore, all agencies are to review their role during a disaster situation to ensure they are able to provide the necessary support and services to assist individuals and communities to prepare, respond to, and recover from, a disaster event. This includes the provision of accurate, timely, coordinated and consistent warnings to any community under potential threat.

In addition, agencies are to review their business continuity plans to ensure that, if directly affected by the disaster, they are able to recover and resume the provision of critical and core services as soon as possible.

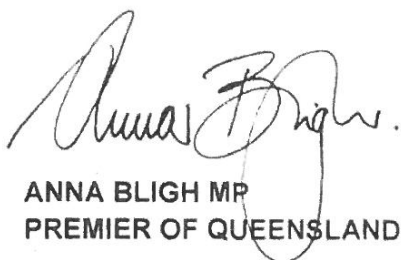
I request that you work with your Directors-General and, where appropriate, other agency Chief Executive Officers within your portfolio, to ensure that appropriate senior staff are rostered or placed 'on-call' over the Christmas and New Year period and throughout the school holidays. This is to occur centrally and at the regional level.

My department is also coordinating the development of a submission on the 'Schedule of Summer Issues' dealing with significant operational risks that may arise over the holiday period. This submission is to be considered by Cabinet in early December.

Agency contributions to this submission have been requested separately and your review of the above staffing arrangements should be reflected in the material provided to the Department of the Premier and Cabinet for inclusion in this submission.

Thank you for your assistance in this matter.

Yours sincerely



ANNA BLIGH MP  
PREMIER OF QUEENSLAND



## Premier of Queensland

For reply please quote: ES/BS – TF/10/25186 – DOC/10/138815

25 October 2010

Mr Jim McGowan  
Director-General  
Department of Community Safety  
GPO Box 1425  
BRISBANE QLD 4001

Executive Building  
100 George Street Brisbane  
PO Box 15185 City East  
Queensland 4002 Australia  
**Telephone** +61 7 3224 4500  
**Facsimile** +61 7 3221 3631  
**Email** [ThePremier@premiers.qld.gov.au](mailto:ThePremier@premiers.qld.gov.au)  
**Website** [www.thepremier.qld.gov.au](http://www.thepremier.qld.gov.au)

Dear Jim

As you may be aware, Mr Jim Davidson, Regional Director, Bureau of Meteorology, briefed Cabinet this week concerning the current La Nina weather pattern influencing Queensland's weather conditions during the coming summer season.

This followed a similar presentation made at the State Disaster Management Group meeting on 12 October 2010, where the bureau advised of a 75 per cent chance that Queensland will experience much higher than average rainfall, together with the potential for a greater number of cyclones to cross the coast. Similar weather conditions have not been seen since the early 1970s.

I have written to all Ministers highlighting the need for Queensland to be well prepared for the forthcoming storm and cyclone season. While natural disasters resulting from cyclones, storm surges and floods are not uncommon in Queensland, it is anticipated that these events may occur with greater intensity and frequency and, quite possibly, earlier in the 2010–11 summer season.

All Government agencies have a role to play in disaster management as reflected by the membership of the State Disaster Management Group, and the provisions of the *Disaster Management Act 2003*.

Given the increased risk associated with the coming season, it is imperative that there is no complacency within agencies. Therefore, all agencies are to review their role during a disaster situation to ensure they are able to provide the necessary support and services to assist individuals and communities to prepare, respond to, and recover from, a disaster event. This includes the provision of accurate, timely, coordinated and consistent warnings to any community under potential threat.

Agencies are also to review their business continuity plans to ensure that, if directly affected by the disaster, they are able to recover and resume the provision of critical and core services as soon as possible.

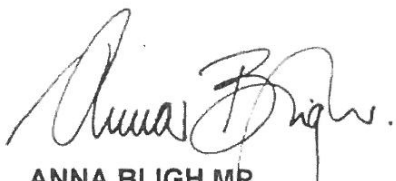
I have requested that your Minister work with you to ensure that appropriate senior staff are rostered or placed 'on-call' over the Christmas and New Year period and throughout the school holidays. Consideration of necessary staffing requirements during this period should include staff in both central office and any relevant regional or district facilities.

Your review of the above staffing arrangements should be reflected in the material that has been requested regarding the development of the 'Schedule of Summer Issues' Cabinet Submission, dealing with significant operational risks that may arise over the holiday period. This submission is to be considered by Cabinet in early December.

I ask that you work closely with my Director-General as Chair of the State Disaster Management Committee to ensure that all possible risk mitigation strategies are in place and the Queensland Government is positioned to respond immediately to safeguard all Queenslanders against the impact of any significant event.

Thank you for your ongoing assistance and cooperation in relation to this matter.

Yours sincerely



ANNA BLIGH MP  
PREMIER OF QUEENSLAND