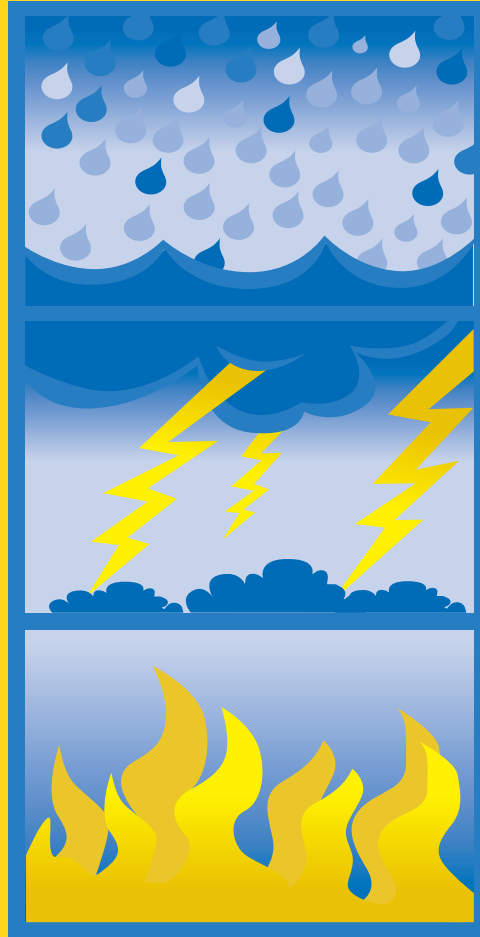# BRISBANE CITY COUNCIL

DISASTER MANAGEMENT PLAN

BRISBANE CITY

Dedicated to a better Brisbane

Despite its enviable lifestyle, Brisbane is occasionally subjected to disasters, both natural and non-natural. When an event occurs, local government has primary responsibility for managing the impacts within its boundaries. Therefore, it is important to have effective and coordinated disaster management arrangements.

This plan documents the arrangements required under the Queensland *Disaster Management Act 2003*. The plan outlines the disaster management system and specifies roles and responsibilities. It describes how the system works during an event. Finally, it provides a framework for sub-plans for our most likely threats (such as severe storm, flood and bushfire) and for the recovery phase following an event.

The plan addresses all phases of disaster management: prevention, preparation, response and recovery. Its focus is on minimising impacts on the disaster-affected community, by ensuring a coordinated effort by all levels of government and non-government entities with responsibilities or capabilities in disaster management.

This is a dynamic, risk-based plan that will be kept up to date to match changes in legislation and to reflect learnings from natural disasters elsewhere in the country.

The plan has been developed by Brisbane City Council in cooperation with our strategic partners in the Queensland State Government and neighbouring local authorities.

We may not be able to prevent a disaster, but with prudent planning, cooperation and communication we can enhance the resilience of our community and minimise the adverse consequences of any likely event.

Campbell Newman
LORD MAYOR
Chairman
Brisbane City Local Disaster Management Group

The Brisbane City Council Disaster Management Plan has been prepared under the direction of the Brisbane City Local Disaster Management Group and is a requirement of the Queensland *Disaster Management Act 2003.*

The plan is recommended for distribution.

Campbell Newman
Lord Mayor Brisbane City Council
Chair, Brisbane City Local Disaster Management Group

The plan is approved.

Grant Pitman
Superintendent, Queensland Police Service
District Disaster Coordinator
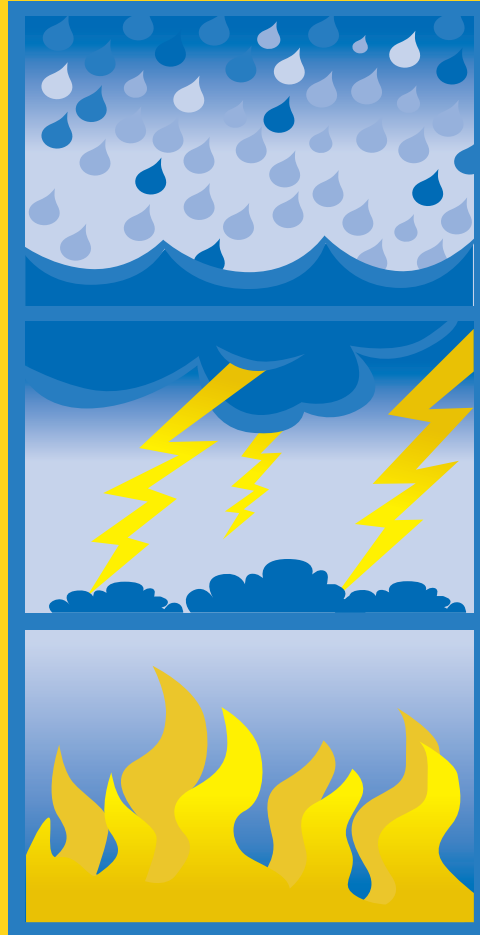[advised of the plan]

Council Disaster Management Plan

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BRISBANE CITY COUNCIL

DISASTER MANAGEMENT PLAN

I. Preliminaries

BRISBANE CITY

Dedicated to a better Brisbane

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1.0 Amendment list

Suggested amendments or additions to the plan should be forwarded to:

Disaster Management Coordinator

City Policy and Strategy Division

Brisbane City Council

GPO Box 1434

Brisbane 4001

Email: dmc@brisbane.qld.gov.au

2.0   Hard copy distribution

To	Copies		To	Copies
Lord Mayor	1		Queensland Police Service	1
CEO	1		Queensland Fire and Rescue Authority	1
Executive Officer	1		Department of Communities	1
State Emergency Service – Brisbane City Unit	1		Department of Health	1
Divisional Manager Brisbane Water	2		Brisbane District Disaster Coordinator	1
Divisional Manager City Policy and Strategy	1		Emergency Management Queensland	2
Divisional Manager City Governance	1		Pine Rivers Shire Council	1
Manager, Local Asset Services	1		Redland Shire Council	1
Manager, Corporate Risk Management	1		QBuild	1
Manager, Communications and Marketing Branch	1			
Manager, City Design	1			
Event Operations Centre	2			

Table 1: Hard copy distribution list

3.0 Definitions

Assessment: (State Counter Disaster Plan) Survey of a real or potential disaster, to estimate actual or expected damages, and to recommend prevention, preparedness and response measures.

Body: (State Counter Disaster Plan) A corporate or unincorporated body, including a government department, instrumentality, agency, public or local authority.

Command: (State Counter Disaster Plan) The direction of agency members and resources in the performance of the agency's roles and tasks. Authority to command is established by legislation or by agreement with the agency. Command relates to agencies only, and operates vertically within the agency.

Control: (State Counter Disaster Plan) The overall direction of the activities, agencies or individuals concerned. Control operates horizontally across all agencies, functions and individuals. Situations are controlled.

Coordination: (State Counter Disaster Plan) The bringing together of agencies and individuals to ensure effective disaster management, but does not include the control of agencies and individuals by direction.

Coordination centre: (State Counter Disaster Plan) A centre established at state, disaster district or local level as a centre of communication and coordination during response and recovery operations. (For Brisbane City Council this is the Event Operations Centre.)

Declaration of disaster: (State Counter Disaster Plan) Issuance of a declaration of a state of disaster by designated authorities in the wake of a potential or actual disaster whose magnitude or threatened magnitude is, or is likely to be, so great in extent or severity that the (disaster management) measures will be beyond the capability of the statutory services.

Disaster: (Disaster Management Act) A serious disruption in a community, caused by the impact of an event, that requires a significant coordinated response by the State and other entities to help the community recover from the disruption.
'Serious disruption' means either:

- loss of human life, or illness or injury to humans
- widespread or severe property loss or damage
- widespread or severe damage to the environment.

Disaster District: (Disaster Management Act) A part of the state prescribed under a regulation as a Disaster District. (Brisbane Disaster District comprises Brisbane City Council, Redlands Shire Council and Pine Rivers Shire Council.)

Disaster management: (Disaster Management Act) Arrangements about managing the potential adverse effects of an event, including, for example, arrangements for mitigating, preventing, preparing for, responding to and recovering from a disaster.

Disaster Management Plan: (Disaster Management Act) Under section 57 of the Act a local disaster management plan must be prepared.

"The plan must include provision for the following:
(a) the State group's strategic policy framework for disaster management for the State, and the local government's policies for disaster management
(b) the roles and responsibilities of entities involved in disaster operations and disaster management in the area
(c) the coordination of disaster operations and activities relating to disaster management performed by the entities mentioned in paragraph (b)
(d) events that are likely to happen in the area
(e) strategies and priorities for disaster management for the area
(f) the matters stated in the disaster management guidelines as matters to be included in the plan
(g) other matters about disaster management in the area the local government considers appropriate."

Disaster Operations (Disaster Management Act) Activities undertaken before, during or after an event happens to reduce the loss of human life, illness or injury to humans, property loss or damage, or damage to the environment, including, for example activities to mitigate the adverse effects of the event.

Disaster Response Capability: (Disaster Management Act) For a local government, means the ability to provide equipment and a suitable number of persons, using the resources available to the local government, to effectively deal with, or help another entity to deal with, an emergency situation or a disaster in the local government's area.

District Disaster Coordinator: (Disaster Management Act) A person appointed as a district disaster coordinator under Section 25 of the Act. (The Brisbane District Disaster Coordinator is the Superintendent Communications, Queensland Police Service.)

Evaluation: (State Counter Disaster Plan) Post-disaster appraisal of all aspects of the disaster and its effects.

Event: (Disaster Management Act) Any of the following:
- a cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening
- an explosion or fire, a chemical, fuel or oil spill or a gas leak
- an infestation, plague or epidemic
- a failure of, or disruption to, an essential service or infrastructure
- an attack against the State
- another event similar to (those listed above).

An event may be natural or caused by human acts or omissions.

Event Manager: Manages Council's response to an event and is responsible for coordinating and implementing the directions of the Local Disaster Management Group. The Event Manager coordinates Council's response through the Event Operations Centre.

Event Operations Centre (Council EOC): Focal point for implementing BCLDMG priorities and for coordinating Council's response and recovery in the event of a disaster. The EOC is located on Level 1, George Street Podium, Brisbane Square.

Functional areas: (State Counter Disaster Plan) A functional area of response and recovery activities established to facilitate the delivery of assistance required during the response and recovery phase of a disaster, to save lives, protect property and public health, and to maintain public safety. Functional support represents those types of assistance that the communities will most likely need because of the overwhelming impact of a disaster on its own resources and response capabilities, or because of the specialised or unique nature of the assistance required.

Hazard: (State Counter Disaster Plan) A potential or existing condition that may cause harm to people or damage to property or the environment.

Incident: (State Counter Disaster Plan) Day-to-day occurrences, which are responded to by a single response agency by itself or in cooperation with other response agencies.

Local Controller: (Disaster Management Act) Of an SES unit means the person appointed as the Local Controller under section 85 (1) of the Act. (The Local Controller is nominated by the local government.)

Local Disaster Management Group: (Referred to as the BCLDMG) Chaired by the Lord Mayor, the BCLDMG oversees the development and implementation of the Brisbane City Council Disaster Management Plan.

Mitigation: (State Counter Disaster Plan) Measures taken in advance of an event aimed at decreasing or eliminating its impact on society and environment.

Planning: (State Counter Disaster Plan) Process of developing a system for coordinating disaster response and establishing priorities, duties roles and responsibilities of different individuals and organisations, including actual state of preparedness.

Preparedness: (State Counter Disaster Plan) Action designed to minimise loss of life and damage, and to organise and facilitate timely and effective rescue, relief and rehabilitation in case of disaster. Preparedness is concerned with:

- understanding the threat
- forecasting and warning
- educating and training officials and the population
- establishing organisations for the management of disaster situation including preparation of operational plans, training relief groups, stockpiling supplies, and earmarking necessary funds.

Prevention: (State Counter Disaster Plan) In relation to a disaster, includes the identification of hazards, the assessment of threats to life and property and the taking of measures to reduce or eliminate potential loss to life or property and protect economic development.

Recovery: (State Counter Disaster Plan) In relation to a disaster, includes the process of returning an affected community to its proper level of functioning after a disaster. This process is divided into initial recovery and long-term recovery/reconstruction.

- **Initial recovery** - The aim of initial recovery operations is to satisfy personal and community needs, and to restore services to the level where the continuing process can be managed by local government and the normal responsible agencies.
- **Long term recovery** - long-term recovery, reconstruction or rehabilitation measures are the subject of separate arrangements.

Relief: (State Counter Disaster Plan) Assistance and/or intervention during or after disaster to meet life preservation and basic subsistence needs. It can be of short or protracted duration.

Resources: (State Counter Disaster Plan) Includes food, human resources, any horse or other animal, vehicle, vessel, aircraft, plant, apparatus, implement, earthmoving equipment, construction equipment or other equipment of any kind or any means of supplying want or need.

Response: (State Counter Disaster Plan) In relation to a disaster, includes the process of combating a disaster and of providing immediate relief for persons affected by a disaster.

Risk: (State Counter Disaster Plan) Expected losses (of lives, persons injured, property damaged, and economic activity disrupted) due to a particular hazard for a given area and reference period. Based on mathematical calculations, risk is the product of hazard and vulnerability.

Statutory services: (State Counter Disaster Plan) A body that is constituted by or under an Act of the State or of the Commonwealth and whose role usually includes counter disaster operations.

Voluntary organisation: (State Counter Disaster Plan) Non-governmental organisations or agencies, some possessing personnel trained to assist when disaster strikes. Some have capabilities extending from local to national and international levels.

Vulnerability:
1. (State Counter Disaster Plan) Degree of loss that could result from a potentially damaging phenomenon, or the extent to which a country, area, community, or structure risks being damaged by a disaster.
2. (Zamecka and Buchanan) The susceptibility and resilience of the community and environment to hazards.

Warning: (State Counter Disaster Plan) The dissemination of messages signalling imminent hazard, which may include advice on protective measures.

4.0 Abbreviations

AFFAVETPLAN	Arrangements whereby the Commonwealth will provide support to States for combating exotic animal disease emergencies
AUSVET PLAN	Principles and procedures to be adopted to control or eradicate certain exotic diseases
BCLDMG	Brisbane City Council Disaster Management Group
BOM	Bureau of Meteorology
Council	Brisbane City Council
DDC	District Disaster Coordinator
DDCC	District Disaster Coordination Centre
DDMP	District Disaster Management Plan
DDMG	District Disaster Management Group
DES	Department of Emergency Services
DPI	Department of Primary Industries
ECC	(Queensland) Earthquake Coordination Committee
EMA	Emergency Management Australia
EMQ	Emergency Management Queensland (of Department of Emergency Services)
EOC	(Council) Event Operations Centre
NATPLAN	National Plan to Combat Pollution of the Sea by Oil and Other Noxious and Hazardous Substances
NEMCC	National Emergency Management Coordination Centre
NDRA	Natural Disaster Relief Arrangements
NRIS	National Registration and Inquiry System
QAS	Queensland Ambulance Service
QCCAP	Queensland Coastal Contingency Action Plan
QFCC	Queensland Flood Coordination Committee
QFRA	Queensland Fire and Rescue Authority
QLDVETPLAN	Queensland Veterinary Emergency Plan
QPS	Queensland Police Service
QT	Queensland Transport
QTCCC	Queensland Tropical Cyclone Coordination Committee

SCDO	State Counter Disaster Organisation
SCDP	State Counter Disaster Plan
SDMC	State Disaster Mitigation Committee
SEQWATER	South East Queensland Water
SES	State Emergency Service
SITREP	Situation Report
SOC	State Operations Coordinator
SOP	Standing Operating Procedures
SOSCC	State Oil Spill Control Centre

5.0 Theoretical basis

5.1 Overview

The primary focus of Council's disaster management system is to mitigate the effects of disasters on the community wherever possible or practical, while preparing to respond when disasters do occur. Risk-based plans and management arrangements have been developed with a community focus. (The risk assessment is at paragraph 9 below.)

Local government underpins the Queensland disaster management system. During a disaster, local government provides initial support for the affected community until its resources are fully committed. State support is then available, and is provided by State agencies in accordance with their core functions through the Disaster District structure. Similarly, Commonwealth support can be requested if State resources are exhausted or not available.

5.2 Legislative base

5.2.1 Legislation

Brisbane City Council's disaster arrangements are shaped by the Queensland *Disaster Management Act 2003*. Relevant extracts are below.

> **Section 29 Establishment**
>
> A local government must establish a Local Disaster Management Group (a 'local group') for the local government's area.
>
> **Section 57 Plan for disaster management in local government area**
>
> (1) A local government must prepare a plan (a **'local disaster management plan'**) for disaster management in the local government's area.
>
> (2) The plan must include provision for the following:
> - (a) the State group's strategic policy framework for disaster management for the State, and the local government's policies for disaster management
> - (b) the roles and responsibilities of entities involved in disaster operations and disaster management in the area

(c) the coordination of disaster operations and activities relating to disaster management performed by the entities mentioned in paragraph (b)

(d) events that are likely to happen in the area.

Section 80 Functions of local government

(1) The functions of a local government under this Act are as follows:

(a) to ensure it has a disaster response capability

(b) to approve its local disaster management plan prepared under part 3

(c) to ensure information about an event or disaster in its area is promptly given to the district disaster coordinator for the disaster district in which its area is situated

(d) to perform other functions given to the local government under this Act.

(2) In this section **'disaster response capability'**, for a local government, means the ability to provide equipment and a suitable number of persons, using the resources available to local government, to effectively deal with, or help another entity to deal with, an emergency situation or a disaster in the local government's area.

The legislation prescribes a system of **'Disaster Districts'** based on Queensland Police district boundaries. The Brisbane Disaster District comprises the areas locally administered by Brisbane City Council, Redland Shire Council and Pine Rivers Shire Council.

5.3   Concepts and principles

The *concepts* of disaster management are:

- An *all-hazards approach* – encompassing all types of hazards and ensuring one management system for counter disaster and civil defence arrangements.
- A *comprehensive approach* – covering all phases of activity, including prevention, preparation, response and recovery.
- An *all-agencies approach* – which ensures partnering for counter-disaster arrangements between the community, all levels of government.
- A *prepared community* – which has strong, established links between individuals, voluntary organisations and local authorities.

The *principles* are:

- Disaster management is a responsibility of all levels of government to work in partnership with each other and to provide a coordinated and seamless service to disaster affected communities.
- Disaster management should utilise resources that exist for a day-to-day purpose.
- Organisations should function as an extension of their core business.
- Organisations and individuals are to ensure that they comply with their workplace occupational health and safety guidelines and polices and are responsible for their own safety.
- Disaster management planning should focus on large-scale events.
- Disaster management planning should recognise the difference between incidents and disasters.
- Disaster management operational arrangements are additional to and do not replace incident management operational arrangements.
- Disaster management planning must take account of topography and demography.
- Disaster management arrangements must recognise the involvement and role of non-government agencies.

5.4   Phases in countering a disaster

The Queensland disaster management system is based on an approach that identifies four phases in disaster management: prevention, preparation, response and recovery.

5.4.1   *Prevention*

This includes hazard identification, risk assessment, and implementation of measures to avoid the disaster or to reduce or eliminate potential loss of life or damage to property and to protect economic development.

5.4.2   Preparation

This includes arrangements or plans to ensure timely response, relief and rehabilitation in the event of a disaster. It requires appropriate organisational structures, trained persons, plans and procedures.

5.4.3   Response

This is the process of combating a disaster and for providing immediate assistance to affected persons and sections of the community. Response operations deal with the immediate issues related to the disaster. The aims of response operations are to save lives, protect property, and render an affected area safe.

5.4.4   Recovery

This is the process by which an affected community is assisted in regaining a proper level of functioning following a disaster. It comprises two stages: initial recovery and long-term recovery/reconstruction.

- *Initial recovery* **-** The aim is to satisfy personal and community needs, and to restore services to the level where local government and the normal responsible agencies can manage the continuing process.
- *Long term recovery/reconstruction* – Long-term recovery, reconstruction or rehabilitation measures are the subject of separate arrangements.

6.0　　Risk Assessment on event types

This risk assessment informs Council's Disaster Management arrangements. It was developed persuant to Corporate Risk Management guidelines, as part of a Natural Disaster Risk Management study. It has been signed off by the Corporate Risk Management Committee and is reviewed annually.

6.1　　Community reaction/impact on image/reputation

- Outrage – Federal or State Government intervention; front page news in national press
- Distress – Lord Mayor takes control; extensive coverage in Brisbane press
- Concern – Involves CEO and possibly Councillors; some press cover
- Interest – Local interest only; covered in local press
- No interest

6.2　　Natural disasters
(in order of probability in a given year)

Event	Likelihood	Consequence (from citywide perspective)	Overall risk rating comments	Community reaction/impact on image/reputation	Comments
Severe storm	Certain	Minor	**High**	Interest	
Local flooding	Certain	Minor	**High**	Concern	
Creek flood	Highly likely	Moderate	**High**	Concern	Flood sub-categories: major, moderate, minor
Bushfire	Likely	Minor-moderate	**High**	Concern	
Cyclone/east coast low	Likely	Moderate-major	**High**	Concern	
Heat wave	Likely	Minor-moderate	**High**	Concern	Heat stress causes more fatalities than other natural hazards
Storm surge	Possible	Moderate	**High**	Interest	

Event	Likelihood	Consequence (from citywide perspective)	Overall risk rating comments	Community reaction/impact on image/reputation	Comments
River flood	Possible	Major-catastrophic	**Extreme**	Distress	Flood sub-categories: major, moderate, minor
Landslip	Unlikely	Minor	**Low**	Concern	
Earthquake	Unlikely	Minor-catastrophic	**Extreme**	Distress	

Table 2: Risk assessment for natural disasters

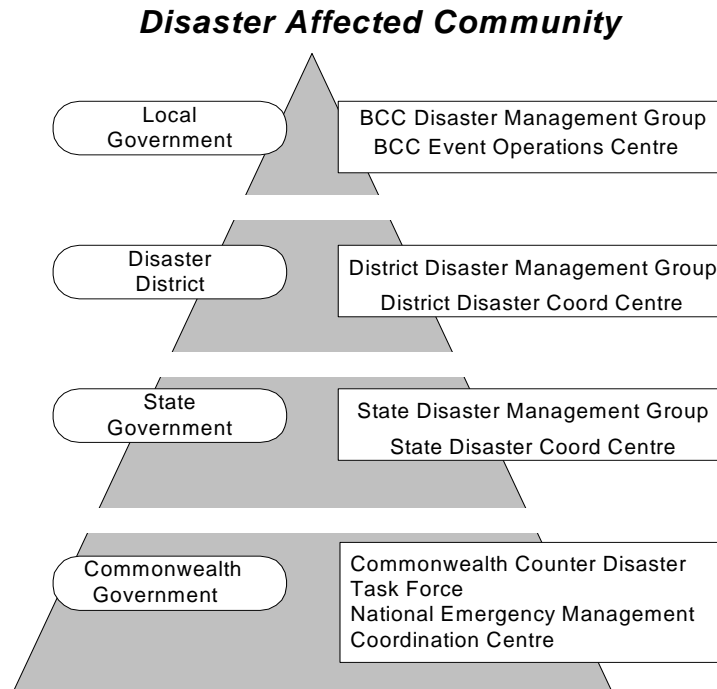## 6.3   Non-natural disasters (people-induced)
(in order of probability in a given year)

Event	Likelihood	Consequence (from citywide perspective)	Overall risk rating comments	Community reaction/impact on image/reputation	Comments
Oil spill	Highly likely	Moderate-major	**High**	Concern	
Chemical spill/gas release	Likely	Moderate	**High**	Concern	
Major utilities failure – non-Council	Likely	Major - catastrophic	**High-extreme**	Outrage	e.g. Auckland power; Melbourne gas
Disruption to major sporting/cultural events	Possible	Moderate	**High**	Distress	e.g. Rugby World Cup, CHOGM
Major industrial accident	Possible	Minor	**Medium**	Concern	
Major ground transport accident	Possible	Moderate	**High**	Concern	
Terrorist incident – siege or hostage	Possible	Major	**Extreme**	Distress	
Major utilities failure – Council owned	Unlikely	Major - catastrophic	**High-extreme**	Outrage	
Building collapse	Unlikely	Major	**High**	Concern	
Aircraft crash	Unlikely	Major-catastrophic	**High-extreme**	Distress	
Terrorist incident - bombing	Unlikely	Major	**High**	Outrage	
Terrorist incident – chemical, biological, radiological (CBR)	Highly unlikely	Catastrophic	**High-Extreme**	Outrage	Chemical, biological, radiological

Table 3: Non-natural disasters (people induced)

7.0   Disaster management structure

The Queensland disaster management structure is illustrated below.

Disaster Affected Community

Local Government — BCC Disaster Management Group / BCC Event Operations Centre

Disaster District — District Disaster Management Group / District Disaster Coord Centre

State Government — State Disaster Management Group / State Disaster Coord Centre

Commonwealth Government — Commonwealth Counter Disaster Task Force / National Emergency Management Coordination Centre

Figure 1: Queensland disaster management structure

7.1   Local government

Local government underpins the Queensland disaster management system as the key management agency at the local level. Brisbane City Council is ideally suited to manage most disaster types at the community level, based on its understanding of social, environmental and economic issues; and its knowledge of the city's infrastructure. Council has comprehensive disaster management plans. Further, Council can coordinate disaster management through its Disaster Management Group and the Events Operations Centre.

7.2   Disaster District Management Group

The legislation prescribes a system of Districts to manage disaster events. These are based on Queensland Police Service district boundaries. The Brisbane local government boundary is contained within the Brisbane Disaster District, along with Redland Shire and Pine Rivers Shire.

Brisbane's District Disaster Coordinator (DDC) is the Superintendent of Communications, Queensland Police Service. That person is Council's single point of contact into the State Disaster Management System.

The DDC's role is "… to coordinate disaster operations in the disaster district for the group." The Group's functions include "…to develop effective disaster management for the district including a district disaster management plan..." and "…to coordinate the provision of State resources and services provided to support local groups in the district…"

Coordinated whole-of-government support is provided at the district disaster level through the District Disaster Management Group (DDMG), which includes:

- the District Disaster Coordinator
- a person appointed as Deputy Chairperson of the Group
- representatives from the local governments in the disaster district (Council's representative is the Disaster Management Coordinator)
- relevant State agencies, such as:
    - Queensland Ambulance Service
    - Department of Communities
    - Queensland Fire and Rescue Services
    - Queensland Health
    - Queensland Police Service
    - QBuild
    - Emergency Management Queensland (Department of Emergency Services)
    - Queensland Transport

7.3   Emergency Management Queensland (EMQ)

EMQ is the division of the Department of Emergency Services responsible for providing:

- operational support, assistance and advice on disaster management
- advice and assistance to agencies and committees within the disaster management system.

EMQ is also responsible for the overall management of the Queensland disaster management system on behalf of the State Disaster Management Group.

8.0   State lead agencies

At State level, 'lead agency' responsibility for specific functions and threats is assigned to government departments based on their core business.

Function	State lead agency
Community Recovery	Department of Communities
Transport	Department of Transport
Health	Department of Health
Building and Engineering Services	Department of Public Works (QBuild)
Emergency Supply	Department of Public Works (Queensland Purchasing)
Communications	Department of Innovation, Information Economy, Sport and Recreation and Department of Public Works (QBuild)
Flood Mitigation	Department of Natural Resources and Mines
Electricity/Gas/Fuel	Treasury Department (through Office of Energy)
Coordination	Department of Emergency Services
Threat	**State lead agency**
Emergency animal disease	Department of Primary Industries
Oil spills at sea	Qld Maritime Safety Authority (Department of Transport)
Bushfire	Queensland Fire and Rescue Service

Table 4: State lead agencies

The lead agency coordinates State-level support. It ensures that functional plans are prepared at State, regional and Disaster District level, so that appropriate support is available to affected communities via the Disaster District and local government apparatus.

9.0   Disaster Management System – system elements

9.1   Overview

The elements of Council's Disaster Management System are Committees, Plans, the Event Operations Centre, and a Maintenance Program. The main committee is the Brisbane City Local Disaster Management Group (BCLDMG). The BCLDMG is charged with developing and implementing Council's disaster management arrangements. In an event the BCLDMG may activate support committees to assist with managing the event (e.g. the Community Recovery Committee, the Infrastructure Recovery Committee).
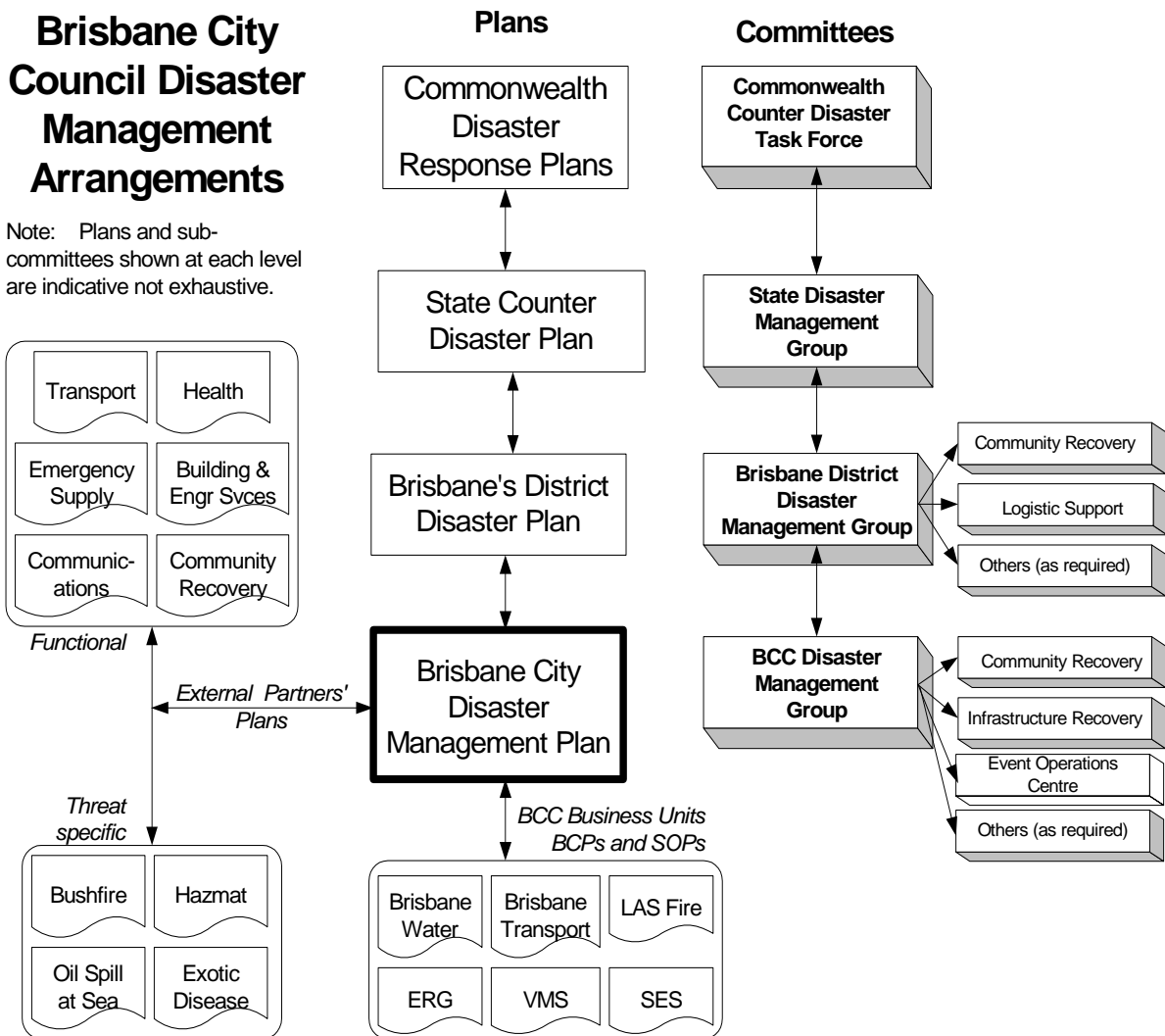
Brisbane City Council Disaster Management Arrangements

Note: Plans and sub-committees shown at each level are indicative not exhaustive.

Plans

Committees

Transport	Health	
Emergency Supply	Building & Engr Svces	
Communic-ations	Community Recovery	

Functional

Commonwealth Disaster Response Plans

Commonwealth Counter Disaster Task Force

State Counter Disaster Plan

State Disaster Management Group

Brisbane's District Disaster Plan

Brisbane District Disaster Management Group

Community Recovery

Logistic Support

Others (as required)

External Partners' Plans

Brisbane City Disaster Management Plan

BCC Disaster Management Group

Community Recovery

Infrastructure Recovery

Event Operations Centre

Others (as required)

Threat specific

BCC Business Units BCPs and SOPs

Bushfire	Hazmat	
Oil Spill at Sea	Exotic Disease	

Brisbane Water	Brisbane Transport	LAS Fire
ERG	VMS	SES

Figure 2: Brisbane City Council disaster management arrangements

9.2 Activation levels of the Council Disaster Management System

LEVEL	DEFINITION	EXAMPLES	RESPONSE AND ESCALATION
1	Single incidents/events that require the response of an individual Council organisational unit	A burst water main A large branch falls and requires removal	Individual unit of Council (e.g. VPS, Brisbane Water) respond per standard operating procedures.
2	Multi incidents/events that require the response of individual Council organisational unit/s	More than one burst water main in separate parts of the city A severe storm that causes damage to infrastructure, causes debris to fall into public and private property, and causes damage to private property	Multiple units of Council (e.g. VPS, BCW, ERG, Brisbane Water) respond per SOP. Disaster Management Coordinator coordinates response to event. May deploy to the EOC. EOC role EOC Managers and Coordinators notified. EOC staff notified. As the event escalates in complexity, EOC staff are placed on standby. BCLDMG role BCLDMG notified and updated as event progresses.
3	Severe or multi incidents/events that require the coordinated response of a number of Council organisational units	A chemical or produce spill or traffic accident that requires road closures and possibly some evacuations of surrounding premises A bushfire that threatens property	Multiple units of Council (e.g. VPS, BCW, ERG, Brisbane Water, SES) respond per SOP. External response agencies involved (e.g. QPS, QFRS, QAS). Utility providers may be involved in response activities (e.g. Energex). Disaster Management Coordinator activates the EOC and then acts as a liaison to the EOC, external agencies and the BCLDMG. IAT role The Immediate Action Team (IAT) is responsible for the immediate command and control actions to be taken within Council in the case of a fast breaking event or potential event with significant community consequences for Brisbane. It is staffed by the Lord Mayor, CEO, Disaster Management Coordinator and divisional managers appropriate to the event type. It may hand-over event coordination to the EOC, once the EOC is fully activated. EOC role The Event Manager coordinates Council's response to the event at the strategic/political level. Operational level activities are handled by individual business units. The Event Manager and EOC Coordinator determine the appropriate staffing level for the EOC and develop a roster accordingly. The EOC acts as the focal point for information gathering and dissemination throughout

LEVEL	DEFINITION	EXAMPLES	RESPONSE AND ESCALATION
			Council and with external agencies. BCLDMG role The Chair BCLDMG is briefed by the Event Manager and the Disaster Management Coordinator on the event. BCLDMG is updated as event progresses.
4	Severe or multi incidents/events that require the coordinated response of a number of Council organisational units and support units from external agencies (e.g. Emergency Services and other infrastructure utilities) and that requires a number of resources being coordinated in the recovery from the event	A cyclone or rain depression that causes widespread flooding An explosion or other factor that causes buildings to collapse A major transport system failure An epidemic or pandemic	All, or relevant, response units of Council and the SES unit engaged. External response agencies involved (e.g. QPS, QFRS, QAS). Utility providers may be involved in response activities (e.g. Energex). Disaster Management Coordinator acts as a liaison to the EOC, external agencies and the BCLDMG. Liaison officers may be deployed/exchanged with external agencies. IAT role The Immediate Action Team is responsible for the immediate command and control actions to be taken within Council in the case of a fast breaking event or potential event with significant community consequences for Brisbane. It is staffed by the Lord Mayor, CEO, Disaster Management Coordinator and Divisional Managers appropriate to the event type. It may hand-over event coordination to the EOC, once the EOC is fully activated. EOC role The EOC continues in its main role of coordinating Council's response and recovery activities, and gathering and disseminating event-related information. BCLDMG role The BCLDMG role in an event is to manage the event to minimise the adverse effects on the community, the natural environment and the built environment. The BCLDMG maintains a strategic overview of the situation, sets priorities and assigns resources to ensure the efficient and effective recovery of the event-affected community. Council responds based on core capability and function.

Figure 3: Activation levels of the Council disaster management system

Activation level	Disaster Management Coordinator	Council Event Operations Centre	Brisbane City Local Disaster Management Group	Brisbane Region District Disaster Management Group
4. Ongoing severe event.	DMC is liaison to EOC, external agencies and BCLDMG.	EOC activated	Chair BCLDMG briefed. Chair may activate the BCLDMG.	DDMG briefed and on standby
3. Severe multiple incidents.	DMC in EOC. Providing regular SITREPs.	EOC activated	Chair BCLDMG briefed. BCLDMG notified.	Disaster District Coordinator notified.
2. Multiple incidents - several response units engaged.	DMC activated and may deploy to the EOC.	EOC notified. May be placed on standby.	BCLDMG notified	EMQ notified
1. Single incident - managed by individual Council response unit.				

9.3　　　Council Local Disaster Management Group

The committee formed to oversee the development and implementation of the Council Disaster Management Plan is the Brisbane City Council Local Disaster Management Group (BCLDMG) under the chairmanship of the Lord Mayor.

9.3.1　　Objectives

The group's objectives are to:

- ensure there is a current plan
- ensure that Council has an integrated disaster management capability
- ensure that the disaster management system is reviewed and tested
- ensure that there is an all-agencies approach and a high level of cooperation between the different agencies
- respond to any disaster and to set the priorities for Council's response to any event.

During a disaster the BCLDMG will coordinate Council's response and recovery efforts for the community of Brisbane.

9.3.2　　Role

The role of the BCLDMG is defined in the Queensland *Disaster Management Act 2003,* in section 30 (1).

"A local group has the following functions for its area:

(1)　to ensure that disaster management and disaster operations in the area are consistent with the State group's strategic policy framework for disaster management for the State

(2)　to develop effective disaster management, and regularly review and assess the disaster management

(3)　to help the local government for its area to prepare a local disaster management plan

(4)　to identify, and provide advice to the relevant district group about support services required by the local group to facilitate disaster management and disaster operations in the area

(5)　to ensure the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster

(6)　to manage disaster operations in the area under policies and procedures decided by the State group

(7)   to provide reports and make recommendations to the relevant district group about matters relating to disaster operations

(8)   to identify and coordinate the use of resources that may be used for disaster operations in the area

(9)   to establish and review communications systems in the group, and with the relevant district group and other local groups in the disaster district of the relevant district group, for use when a disaster happens

(10)   to ensure information about a disaster in the area is promptly given to the relevant district group

(11)   to perform other functions given to the group under this Act

(12)   *to perform a function incidental to a function mentioned in paragraphs (a) to (k)."*

9.3.3   Frequency and venue of meetings

The BCLDMG will meet twice per year in the Lord Mayor's Administration Room, Level 2, City Hall.

9.3.4   Support committees

Support committees may be formed to assist the BCLDMG to discharge its responsibilities, especially with regard to the preparation or implementation of specific plans.

In a major disaster, it is most likely that at least two support committees would be formed: one to deal with community ('people') issues (Community Recovery Committee); and one with infrastructure issues (Infrastructure Recovery Committee). Others may be formed if needed to address aspects such as economic recovery and environmental recovery.

However, sub-committees may be formed around any specific threat (e.g. HAZMAT, fire, flood, severe weather effects) or any specific function (e.g. communications and information management; emergency human services, emergency shelters), as deemed necessary.

9.4　　　Plans

Council is required to maintain a disaster management plan that may include functional and threat specific plans. The purpose is to ensure a coordinated effort by authorities and entities that have a responsibility or capability in disaster management.

The disaster management plan objectives are to:
- prescribe the disaster management system and how it will operate
- specify roles and responsibilities
- promote effective liaison between Council, the emergency services, other agencies and organisations with counter-disaster capabilities
- define arrangements for effective coordination between council and external resources.

Council is also required to hold copies of the State Counter Disaster Plan and the Disaster District Plan. The Disaster Management Coordinator holds these.

9.5　　　Event Operations Centre

The Event Operations Centre (EOC) is the focal point for implementing BCLDMG priorities and for coordinating Council's response and recovery in the event of a disaster. It maintains regular liaison and communications with District stakeholders and with State authorities through the District Disaster Coordination Centre. The Disaster Management Coordinator (DMC) is Council's liaison officer to the District.

The EOC is located on Level 1, George Street Podium, Brisbane Square.

The EOC is staffed by a multi-disciplinary team directed by the Event Manager and is the focal point for all event-related information and decision making before during and after the event. The EOC:
- coordinates Council's response to the event in accordance with BCLDMG priorities
- collects, collates, summarises and analyses the needs of affected areas
- coordinates and develops priorities for the deployment of available resources
- prepares SITREPs and briefings to LMO, CEO, BCLDMG, DDC
- puts into effect actions to respond to the disaster
- requests, coordinates, or provides mutual aid through the appropriate channels.

9.6   EOC staffing

The standing EOC teams are expected to manage the initial 48–72 hours of response activity. Upon EOC activation, the Event Manager, Disaster Management Coordinator and EOC Coordinator determine rostering priorities, based on an assessment of the event and EOC status.

The key staff in the EOC are the:

- Event Manager - manages the event and ensures that the EOC effectively implements the BCLDMG's directions
- EOC Coordinator - coordinates the function of the EOC and ensures that information is effectively collected, collated and disseminated.

The staffing and operation of the EOC are outlined in more depth in Section III.i) Event Operations Centre Standard Operational Procedures.

9.7   Maintenance program

The maintenance of the overall disaster management capability is the responsibility of the BCLDMG. Update of the plans and maintenance of the EOC are delegated to the Disaster Management Coordinator, who also ensures trained staff are available and that the capability is tested.

10.0 Council's responsibilities

10.1 Prior to a disaster
Council's responsibilities prior to a disaster are to:

- develop and maintain the Brisbane City Council Disaster Management Plan
- develop and maintain a local emergency service, including a unit of the State Emergency Service (SES)
- nominate a Local Controller for the SES
- develop procedures that will ensure the rapid mobilisation and deployment of its resources to prevent/mitigate, prepare for, respond to and recover from a disaster situation.

10.2 Planning (prevention and preparation)
Council's planning responsibilities prior to a disaster (with regard to prevention) are to:

- identify hazards
- assess threats to life and property
- take measures to reduce or eliminate potential loss to life or property and protect economic development.

Council's planning responsibilities prior to a disaster (with regard to preparation) are to:

- be prepared to take action to minimise loss of life and damage
- be prepared to organize and facilitate effective rescue, relief and rehabilitation in a disaster
- educate and train Council staff
- put programs in place to consult and engage the community on hazard mitigation
- establish organisational structures to manage a disaster
- prepare a counter-disaster plan and operational plans.

10.3 Response
Once a disaster occurs, Council exercises primary responsibility for disaster management within its boundaries based on its capability and core functions. Council is required to deploy all appropriate resources to contribute to the response and recovery. Depending on the nature of the event, it is possible that the incident controller will be one of the emergency services and Council will be providing a support role.

Specific responsibilities with regard to response are to:
- activate the Brisbane City Local Disaster Management Group
- activate the Event Operations Centre
- assist with combating the disaster
- assist with providing immediate relief for persons affected by the disaster
- maintain liaison and communications with other agencies and local authorities via the DDC.

10.4 Recovery

The disaster is not considered over until the community has been recovered to a situation in which services are back to at least pre-disaster levels. In the recovery phase Council has a responsibility for disaster management within its boundaries based on its capability and core functions; however, it may have significant involvement with neighbouring local authorities, and may be receiving support and/or working closely with State and Commonwealth agencies via the Disaster District apparatus.

Specific responsibilities with regards to recovery are to:
- maintain liaison and communications with DDC and other agencies
- satisfy immediate, essential personal and community needs
- contribute to the community recovery function coordinated at Disaster District level (or coordinate the recovery of the community if the disaster district is not activated)
- coordinate the recovery of physical infrastructure (or to contribute to the infrastructure recovery function if that is being coordinated at Disaster District level)
- coordinate activities with relevant Disaster District initiatives and plans
- manage the process of restoring services to a normal level
- participate in long-term recovery, reconstruction and rehabilitation.

DISASTER MANAGEMENT PLAN

II. Committees and Disaster Management Group Standard Operating Procedures

CONTENTS

FIGURES

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APPENDICES

Recovery refers to the process of returning the disaster-affected community to at least the same level of functioning as before the disaster.

In a major event, initial recovery is distinguished from long-term recovery; and the focus of the recovery effort is usually divided between community, economic, environmental and infrastructure recovery.
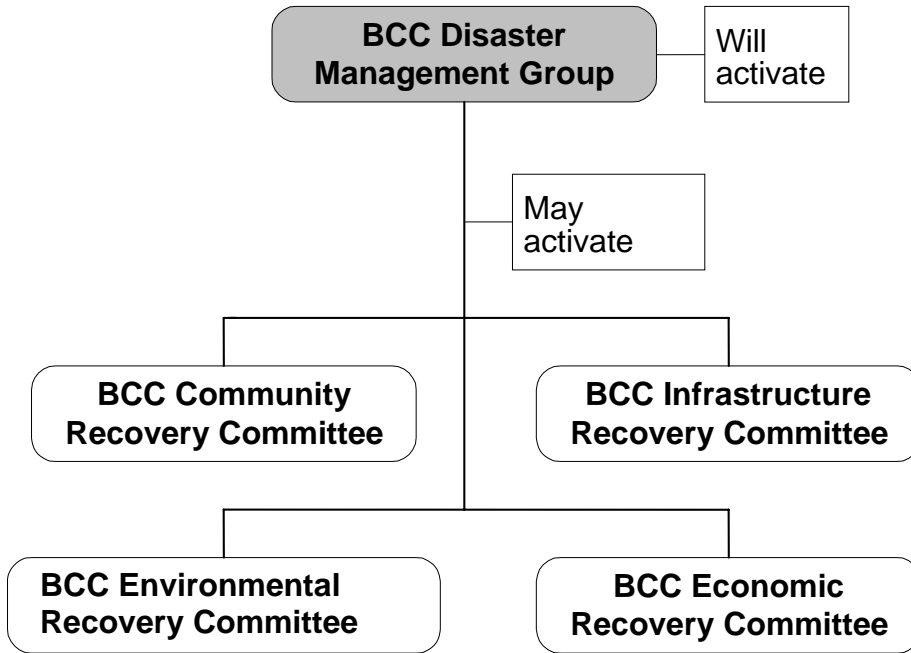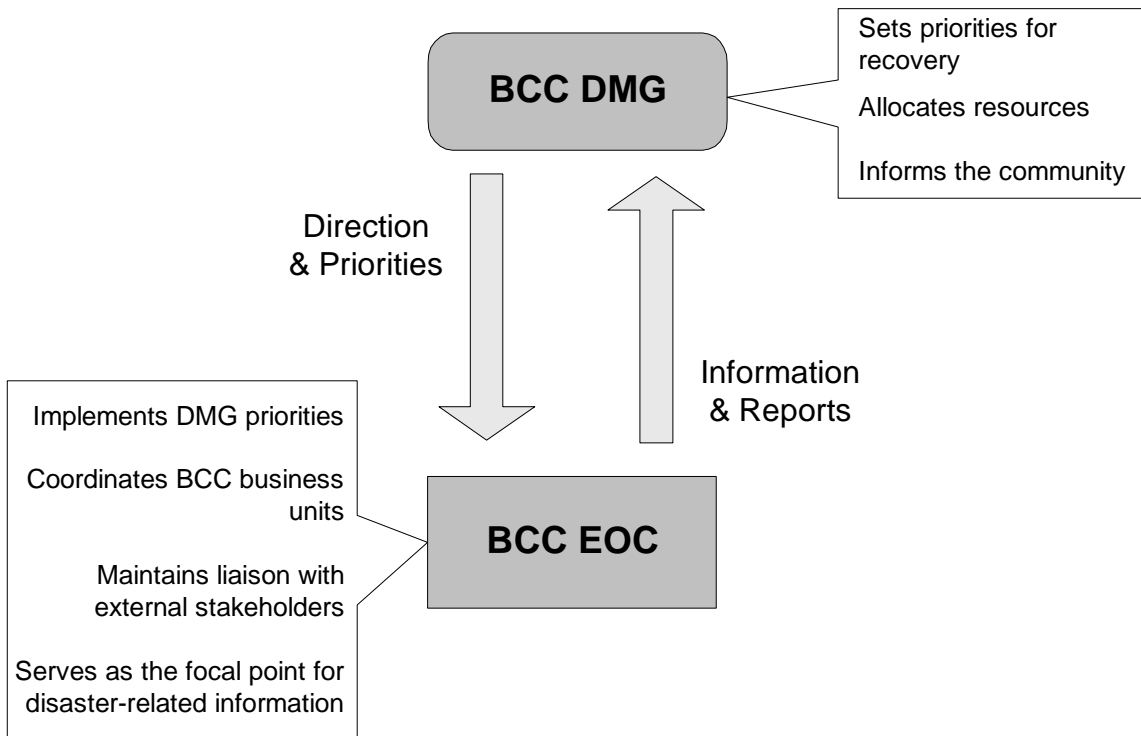
Figure 1: Council's disaster management committees

```
┌─────────────────────┐        ┌──────────┐
│ BCC Disaster        │────────│ Will     │
│ Management Group    │        │ activate │
└─────────────────────┘        └──────────┘
            │
            │        ┌──────────┐
            │────────│ May      │
            │        │ activate │
            │        └──────────┘
    ┌───────┴────────────────────┐
┌─────────────────┐      ┌──────────────────┐
│ BCC Community   │      │ BCC Infrastructure│
│ Recovery        │      │ Recovery          │
│ Committee       │      │ Committee         │
└─────────────────┘      └──────────────────┘
    ┌───────┴────────────────────┐
┌─────────────────┐      ┌──────────────────┐
│ BCC Environmental│      │ BCC Economic     │
│ Recovery         │      │ Recovery         │
│ Committee        │      │ Committee        │
└─────────────────┘      └──────────────────┘
```

Figure 2: Council disaster management responsibilities

```
                    ┌──────────────┐      ┌─────────────────────────┐
                    │  BCC DMG     │──────│ Sets priorities for     │
                    └──────────────┘      │ recovery                │
                      │        ▲          │                         │
                      │        │          │ Allocates resources     │
             Direction│        │          │                         │
             & Priorities      │Information│ Informs the community  │
                      │        │& Reports └─────────────────────────┘
                      ▼        │
┌──────────────────────────┐  │
│ Implements DMG priorities │  │
│                          │ ┌──────────────┐
│ Coordinates BCC business │─│  BCC EOC     │
│ units                    │ └──────────────┘
│                          │
│ Maintains liaison with   │
│ external stakeholders    │
│                          │
│ Serves as the focal point│
│ for disaster-related     │
│ information              │
└──────────────────────────┘
```

1.0   Abbreviations used

BCLDMG	Disaster Management Group
CEO	Chief Executive Officer
CIM	Corporate Integrity Manager
DDC	District Disaster Coordinator
DDMG	District Disaster Management Group
DES	Department of Emergency Services
DMC	Disaster Management Coordinator
DPC	Department of Premier and Cabinet
EOC	Event Operations Centre
EMQ	Emergency Management Queensland
IAT	Immediate Action Team
LM	Lord Mayor
LMO	Lord Mayor's Office
LO	Liaison Officer
NGOs	Non-Government Organisations
QPS	Queensland Police Service
SES	State Emergency Services
SITREP	Situation Report
SOP	Standard Operating Procedure
TMC	Traffic Management Centre

2.0   Immediate action team

This SOP outlines the <u>immediate</u> command and control actions to be taken within Brisbane City Council in the case of a:

- fast breaking event or potential event with significant community consequences for Brisbane
- fast breaking event which threatens Council's service delivery or internal business processes
- specific threat made against Council people, property or other assets, or against the City of Brisbane.

2.1   Assumptions

- A Council member of staff receives a direct threat or becomes aware of a threat to Council people, property or assets, or to the city of Brisbane; or
- The city of Brisbane is subjected to a serious event or potential event which may result in loss or damage to life, property, the environment or economy; and
- The Council EOC is not activated; and
- The CEO and/or the DMC will be among the first persons advised of the threat.

2.2   Summary of immediate actions

- First staff member aware of event/threat immediately advises DMC, CEO, LM or Chief of Staff[1].
- Without delay, CEO, DMC and LM/Chief of Staff ensure each are aware of the event/threat.
- DMC, LMO LO and LM media representative relocate to CEO's office.
- DMC establishes communications with key external stakeholders (CIM, QPS, DDC and DES).
- CEO calls in responsible managers/specialists and forms *Council Immediate Action Team (IAT)*[2] to manage Council's initial response.
- LMO advises the Premier's office and agrees protocols for public information management.
- LM receives brief and with a supporting LO may co-locate with Premier.

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[1] This could originate from the QPS or directly from a member of the public
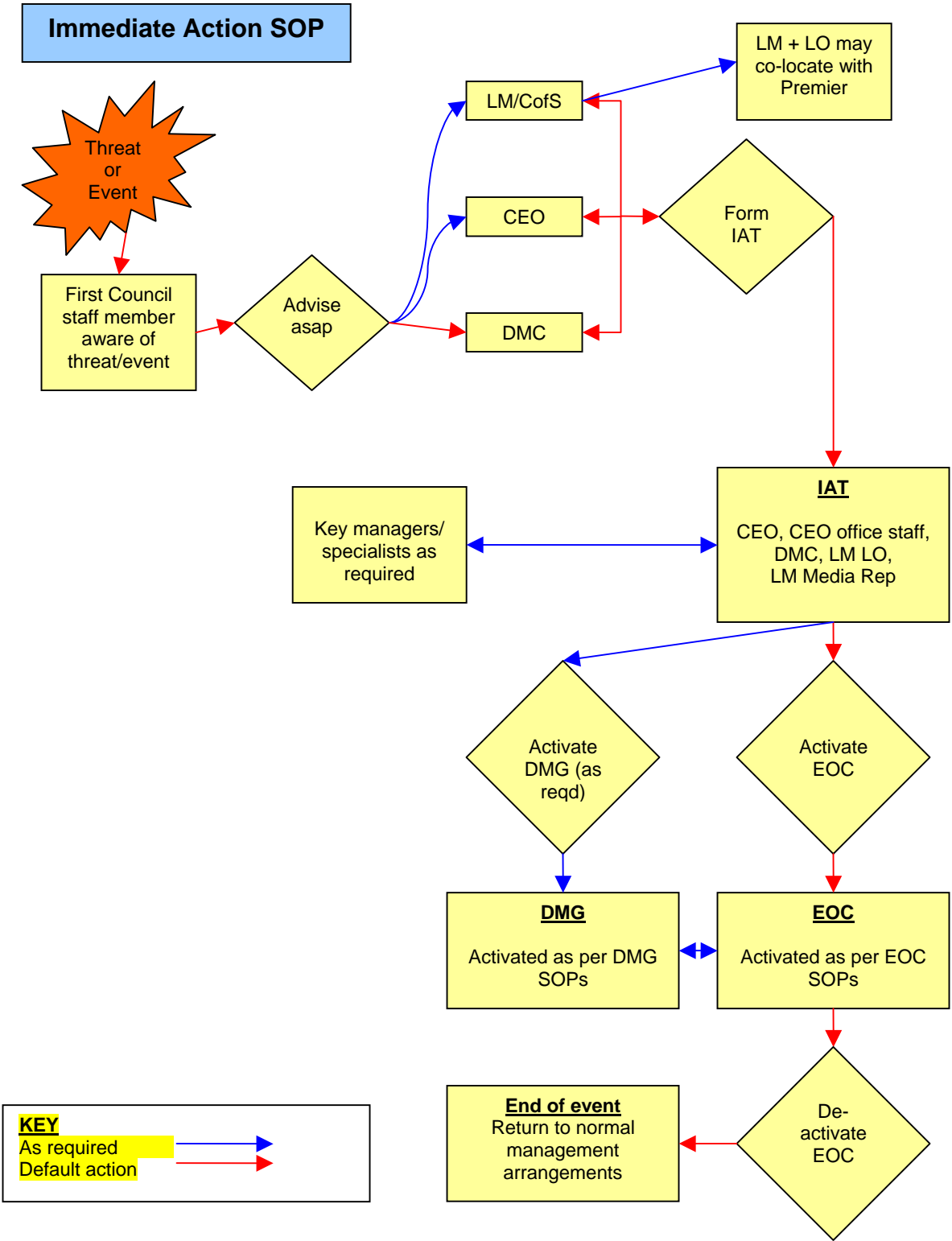
- DMC activates EOC[3] and advises CEO and LM.
- When ready for operations, EOC reports 'activated' to DMC.
- When the CEO is ready, the IAT <u>formally</u> passes operational management of the event to the EOC (and normal EOC SOPs apply).
- LM LO relocates to the EOC.
- If required, BCLDMG is activated (and normal SOPs apply).

---

[2] The *Council IAT* comprises the CEO, DMC, LM LO, LM media representative and any key managers/specialists called in by the CEO. Chief of Staff may also attend.
[3] In principle, the EOC should be activated as soon as possible. Activation of the EOC is a cost effective and quick way to give Council the ongoing capability to manage a threat/event.

Immediate Action SOP

Threat or Event

First Council staff member aware of threat/event

Advise asap

LM/CofS

CEO

DMC

LM + LO may co-locate with Premier

Form IAT

IAT

CEO, CEO office staff, DMC, LM LO, LM Media Rep

Key managers/ specialists as required

Activate DMG (as reqd)

Activate EOC

DMG

Activated as per DMG SOPs

EOC

Activated as per EOC SOPs

De-activate EOC

End of event
Return to normal management arrangements

KEY
As required
Default action

Diagram 1

2.3   Individual actions

Lord Mayor

- Obtain a quick staff briefing on the event/threat.

- Brief staff on any immediate tasks.

- Contact the Premier and arrange to co-locate if necessary.

- Activate the BCLDMG if, and when, required.

Lord Mayor's Office

- Advise CEO and DMC of event/threat.

- CofS may relocate to CEO's office.

- Dispatch a liaison officer (LO) to the CEO's office.

- Dispatch a LM media representative to the CEO's office.

- Brief LM.

- Advise the Premier's office and agree protocols for public information management.

- Establish communications links with media, other agencies and Council staff.

- Attach a Marketing and Communications staff person to LM media staff.

- Monitor situation for LM (through LM rep with CEO).

- LM LO relocates to EOC when EOC is activated.

Chief Executive Officer

- Advise LM and DMC of event/threat.

- Form the Council IAT by calling in appropriate managers/specialists as required.

- Operationally manage the event/threat until the EOC is activated.

- Prepare draft memos to Council staff for release by LM.

- Maintain a chronological log of decisions, events and key communications (possibly on a digital tape recorder).

- Formally hand over operational management of event/threat to EOC when ready.

- Deactivate IAT and join BCLDMG (if and when activated), with CEO support staff.

- Ensure LM (and relevant Chairs) are briefed on developments throughout.

Disaster Management Coordinator

- Advise LMO and CEO of event/threat.

- Relocate to CEO's office to join IAT.

- Establish communications with key external stakeholders (CIM, DDC and DES).

- Activate EOC and advise CEO.

- Report when EOC is 'operational'.

- Relocate to EOC when IAT is de-activated.

- De-activate EOC and advise CEO.

- Organise for SMS (text message) alert to be sent out.

Key managers/specialists

- If required, relocate to CEO's office to join IAT.

- Provide LOs to EOC as required.

Disaster Management Group members

- Monitor situation and standby for activation of BCLDMG as per SOPs.

Event Operations Centre teams

- Activate on DMC's Warning Order as per SOPs.

- Report to DMC when 'operational'.

- De-activate when ordered by DMC.

Marketing and Communication staff

- Support LM's media staff as required.

- Dispatch a Marketing and Communications staff person to the LM media staff.

- Activate and brief the Crisis Communications Team within the EOC.

3.0 Disaster Management Group

3.1 Overview

Under the Queensland *Disaster Management Act 2003,* Council is required to maintain a Brisbane City Local Disaster Management Group (BCLDMG) under the chairmanship of the Lord Mayor.

The role of the BCLDMG is defined in Section 30 (1) of the Act:

"A local group has the following functions for its area:

(a) *to ensure that disaster management and disaster operations in the area are consistent with the State group's strategic policy framework for disaster management for the State*

(b) *to develop effective disaster management, and regularly review and assess the disaster management*

(c) *to help the local government for its area to prepare a local disaster management plan*

(d) *to identify, and provide advice to the relevant district group about support services required by the local group to facilitate disaster management and disaster operations in the area*

(e) *to ensure the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster*

(f) *to manage disaster operations in the area under policies and procedures decided by the State group*

(g) *to provide reports and make recommendations to the relevant district group about matters relating to disaster operations*

(h) *to identify and coordinate the use of resources that may be used for disaster operations in the area*

(i) *to establish and review communications systems in the group, and with the relevant district group and other local groups in the disaster district of the relevant district group, for use when a disaster happens*

(j) *to ensure information about a disaster in the area is promptly given to the relevant district group*

(k) *to perform other functions given to the group under this Act*

(l) *to perform a function incidental to a function mentioned in paragraphs (a) to (k)."*

3.2 Activation

The Lord Mayor or delegate on the advice of the CEO, DMC or DDC activates the BCLDMG. The BCLDMG may activate support committees (community recovery, infrastructure recovery etc.) in a major event.

3.3 Location

The BCLDMG meets in the Lord Mayor's Administration Room, Level 2, City Hall. The alternate location is the East Regional Business Centre, 2 Millennium Drive, Carindale.

3.4 Role

The BCLDMG role in the preparatory phase is to ensure:

- there is a disaster management plan
- there is an integrated disaster management capability
- the disaster management system is reviewed and tested.

The BCLDMG role in an event is to manage the disaster in such a way as to minimise the adverse effects on the community, the natural environment and the built environment. It does this by maintaining a strategic, forward-looking overview of the situation; and by setting priorities and assigning resources to ensure the efficient and effective recovery of the disaster-affected community.

3.5 Suggested agenda

The initial committee meeting *agenda* may include the following issues:

- briefing on the disaster event
- consideration of the level of response required
- specialist services or support required
- resource commitment by each organisation
- reports from support committees
- matters referred by the DDC or DDMG
- immediate, mid-term and longer-term priorities
- cost capture, funding and budgeting issues
- location and timing of subsequent meetings.

3.6 Membership

Brisbane City Local Disaster Management Group			
Title	**Name**	**Phone**	**E-mail**
Chair The Lord Mayor			
Deputy Chair Deputy Mayor			
Executive Officer Chief Executive Officer BCC			
Chair Infrastructure Recovery Committee			
Chair Community Recovery Committee			
Chief of Staff to Lord Mayor			
Divisional Manager, City Policy and Strategy			
Divisional Manager, Customer and Community Services			
Divisional Manager, Brisbane Water			
Divisional Manager, Brisbane Transport			
Divisional Manager, Brisbane City Works			
Divisional Manager, City Business			
Disaster Management Coordinator			
Queensland Police Service Disaster District Coordinator			
EMQ Regional Director			
Energex			
Others may be invited/co-opted as necessary e.g. DDC, Emergency Services, Infrastructure service providers, Queensland State Government departments, neighbouring local government authorities.			

Table 1: Membership of the Brisbane City Local Disaster Management Group

4.0   Community Recovery Committee

Overview

Community Recovery Services are those by which individuals, families and communities are assisted to regain an acceptable level of functioning following a disaster through the provision of information, personal support, resources, specialist counselling, mental health and community services. The contributing agencies may include local government, state government, volunteer/community-based organisations, and private enterprise companies.

Council's initial role as a first responder is to open and establish emergency shelters and to coordinate emergency human services. **Later, its role** is to participate in the recovery of the community in partnership with state and federal authorities. This is done through the Disaster District structure.

4.1   Activation

The Committee is activated by the Lord Mayor (as Chair of the Disaster Management Group), or delegate, when there is a disruption to the community and a requirement to provide and coordinate recovery services and resources. The Chair or Executive Officer to the Committee may also activate the Committee.

Council may also request activation of the District Disaster Community Recovery Plan and the deployment of additional resources as soon as its own resources are fully committed or inadequate to handle the situation.

4.2   Role

The Committee's *role* is to ensure Council's community recovery arrangements are prepared and tested to comply with the responsibilities of the BCLDMG as set out in the *Disaster Management Act 2003*.

Plans and arrangements for dealing with specific aspects of community recovery (e.g. emergency shelters) have been prepared by SES and other business units. The

committee can request that those who are responsible for those arrangements will report to the committee to ensure that the committee is satisfied with Council's level of preparedness for any event.

During an event, its role is to provide the BCLDMG with the necessary strategic, forward-looking overview of the situation and by recommending priorities and resources to ensure the efficient and effective recovery of the disaster-affected community.

A key aspect of its role is to also liaise with stakeholders regarding the effectiveness of the delivery of recovery activities with services being delivered by State agencies via the Disaster District structure, and with private enterprise organisations.

The committee makes recommendations for community recovery to the BCLDMG. The committee is to ensure that it does not override or make decisions to commit resources that might be the normal role of the EOC or any other command structure.

4.3   Reporting
The committee reports to the BCLDMG.

4.4   Membership
Membership may include representatives from all levels of government and community agencies with the capability of contributing to community recovery. Any persons/ organisations may be co-opted depending on the circumstances.

Members should have sufficient authority to commit resources, and communications to their parent organisation. The person is expected to provide a briefing/SITREP summarising the information available to their own organisation about the nature and extent of the disaster, and its impacts on the community.

Community Recovery Committee members			
Title	**Name**	**Phone**	**E-mail**
Chair Community Recovery Committee			
Executive Officer Divisional Manager, Customer and Community Service			
Representative of Lord Mayor's Office			
Disaster Management Coordinator			
Manager, City Life			
Manager, Marketing and Communications			
Manager, Local Asset Services			
State Government			
EMQ Regional Director			
Department of Communities Representative			
Local government			
Others co-opted as necessary			
External agencies			
Brisbane City Mission			
Red Cross			
Salvation Army			
Others invited as necessary			

Table 2: Membership of the Community Recovery Committee

4.5   Suggested agenda

The initial committee meeting *agenda* may include the following issues:

- briefing of the disaster event from all agencies

- consideration of the level of response required

- specialist services required

- establishment and location of evacuation centres and other issues

- resource commitment by each organisation

- cost capture, funding and budgeting issues

- matters referred by the BCLDMG or DDC

- location and timing of subsequent meetings.

5.0   Community recovery services – division of responsibilities

Department of Communities (as lead agent) on behalf of the Brisbane District Disaster Coordination Group undertake the responsibility for coordinating the community recovery function. Other specific responsibilities are detailed below.

Aspect	Coordinator	Comments
Emergency human services	Council	See the *Relocation and Emergency Human Services Plan*
Evacuation	QPS	SES assists QPS on request
Evacuation arrangements	Council	See *Relocation and Emergency Human Services Plan*
• Motel accommodation • Establish evacuation centres • Facility management and staffing	Council	Low numbers – short duration e.g. overnight Council is responsible for resourcing the centres
• Operate evacuation centres	Various	
Registration and tracing	QPS	Supported by Red Cross and SES
Financial assistance	Department of Communities	Supported by CentreLink and other agencies.
Disaster recovery centres	Department of Communities	Multiple agencies working from one location. Location from which Department of Communities coordinates the community recovery functions and pays disaster relief assistance. Council may assist with resources as required.
• Centre establishment, management and staffing	Department of Communities	
• Agency specific information	All	
Counselling	Department of Communities	Assistance from NGOs
Mental health services	Department of Communities	Assistance from Queensland Health
Accommodation		
• Short term, emergency	Council	To hold persons for up to 48-96 hours
• Mid and long term	Department of Housing	
Personal support	Department of Communities	Services provided to individuals – usually on one-to-one basis
Outreach services	Department of Communities	

Table 3: Division of responsibilities - community recovery

5.1   Council business unit and agency responsibilities

Council's initial role as a first responder is to open and establish emergency shelters and to coordinate emergency human services. **Later, its role** is to participate in the recovery of the community in partnership with state and federal authorities. This is done through the Disaster District structure.

In the event of an emergency or disaster, Council business units and agencies will continue to perform their core business roles. However, a number of business units and agencies have specific responsibilities in relation to community recovery. These are:

Event Operations Centre: The EOC is responsible for:
- implementing BCLDMG priorities and plans
- coordinating the Council operational activities
- being a focal point for incident related information.

Brisbane City State Emergency Service (SES) Unit: The Brisbane City SES Unit is responsible for:
- developing and maintaining the Council *Relocation and Emergency Human Services Plan* and for the *Standard Operating Procedures (SOPs)* associated with that plan
- responding to emergencies and assisting the QPS with evacuations, if requested
- planning for and supporting QPS with relocating people affected by emergencies or disasters
- identifying, listing and auditing emergency shelters
- initially opening, establishing and managing emergency shelters until relieved by Council staff or persons from other agencies.

City Building and Maintenance Service: CBMS is responsible for:
- providing initial inspections and assisting with annual audits of emergency shelters on the Council *List of Emergency Shelters*
- providing management and coordination resources for emergency shelters
- supporting the SES with urgent repair and maintenance to Council-owned facilities being used as emergency shelters.

Development and Regulatory Services: DRS is responsible for:

- assisting the SES with the management of animals during relocations
- ensuring emergency shelters comply with relevant legislation.

Brisbane Transport: BT is responsible for supporting the SES (and QPS) with the relocations and evacuations of personnel using BT resources.

Customer and Community Services: CCS is responsible for providing community development teams to support any disaster or emergency event.

6.0   Infrastructure Recovery Committee

Overview

Infrastructure recovery plans seek to restore the infrastructure at least to the level that existed before the disaster, so the community can revert to operating normally. The contributing agencies may include all levels of government and private enterprise companies.

Council's role is to coordinate the provision of infrastructure recovery services by all contributing agencies to the disaster-affected community within its boundaries. Note that if long-term recovery, reconstruction and rehabilitation measures are required, they will be planned while the initial recovery activities are under way.

6.1   Activation

The Committee is activated by the Lord Mayor (as Chair of the Disaster Management Group) or delegate, when a disaster event causes damage or significant disruption to the physical infrastructure such that it affects the community. The Chair or Executive Officer to the Committee may also activate the Committee.

Council may also request activation of relevant District Disaster plans and the deployment of additional resources as soon as its own resources are fully committed or demonstrably inadequate to handle the situation.

6.2   Role

The Committee's *role* is to ensure Council's infrastructure recovery arrangements are prepared and tested to comply with the responsibilities of the BCLDMG as set out in the *Disaster Management Act 2003.*

Plans and arrangements for dealing with specific aspects of infrastructure recovery (e.g. sewerage overflows) have been prepared by individual business units in their business continuity planning. The committee can request that those who are responsible for those

arrangements will report to the Committee to ensure that the committee is satisfied with Council's level of preparedness for any event.

During an event, its role is to provide the BCLDMG with the necessary strategic, forward-looking overview of the situation and by proposing priorities and resources to ensure the efficient and effective recovery of the disaster-affected community.

A key aspect of its role is to also liaise with stakeholders regarding the effectiveness of the delivery of recovery activities with services being delivered by State agencies via the Disaster District structure, and with private enterprise organisations.

The committee makes recommendations for infrastructure recovery to the BCLDMG. The committee is to ensure that it does not override or make decisions to commit resources that might be the normal role of the EOC or any other command structure.

6.3　　Reporting
The committee reports to the BCLDMG.

6.4　　Membership
Membership may include representatives from government, community and private sector entities with a capacity to contribute to physical infrastructure recovery.

Members should have sufficient authority to commit resources, and communications to their division or business unit. The person is expected to provide a briefing/SITREP summarising the information available to their own organisation about the nature and extent of the disaster, and its impacts on the community.

Infrastructure Recovery Committee members			
Title	**Name**	**Phone**	**E-mail**
Chair Infrastructure Recovery Committee			
Executive Officer Divisional Manager, City Policy and Strategy			
Secretarial support provided by City Policy and Strategy Division			
Representative Office of Lord Mayor			
Divisional Manager, Brisbane Water			
Divisional Manager, Brisbane City Works			
Divisional Manager, Brisbane Transport			
Disaster Management Coordinator			
Manager, Local Asset Services			
Manager, City Assets			
Manager, Corporate Risk Management			
Manager, Marketing and Communications			
Manager, City Waste Services			
Business Manager, City Fleet			
Others co-opted as necessary			
State Government			
EMQ Regional Director			
Department of Transport			
Department of Public Works			
Department of Natural Resources and Mines			
Local government			
Others invited as necessary			
External agencies			
Electricity authorities			
Communications infrastructure providers			
Gas supply providers			
Others invited as necessary			

Table 4: Membership of the Infrastructure Recovery Committee

6.5   Agenda

The initial committee meeting *agenda* may address the following issues:

- briefing of the disaster event
- consideration of the level of response required
- the need to establish and locate infrastructure recovery coordination centre/s
- requirement for specialist services/capabilities from State agencies or private enterprise
- categorisation of *initial recovery* and *long-term recovery* tasks
- priorities for recovery and proposed milestones
- major resource requirements
- resource commitment by each organisation
- cost capture, funding and budgeting
- matters referred by the BCLDMG or DDC
- location and timing of subsequent meetings.

7.0 Physical infrastructure recovery services – division of responsibilities

The preliminary divisions of responsibilities for physical infrastructure recovery services following a significant disaster are listed below.

The specific needs and hence the recovery priorities will be determined by the nature of the disaster.

Aspect	Coordinator	Comments
Initial damage assessment – roads, bridges, water and sewer infrastructure, drainage systems	Council	Assistance and support from Queensland Transport and Main Roads
Repair of roads, Council-owned infrastructure e.g. bridges, water and sewer infrastructure, drainage systems etc.	Council	Assistance and support from Queensland Transport and Main Roads
Initial damage assessment – buildings and State-owned infrastructure	QBuild	Private property issues – making them safe and assessments for liveability
Sign posts and barricades	Council	
Debris removal	Council	

Table 5: Division of responsibilities - infrastructure recovery

Appendix 1: Definitions

Initial recovery is concerned with the immediate short-term emergency support. The aim is to satisfy personal and community needs and to restore services to the level where they can be managed by local government and the normally responsible agencies.

Long-term recovery refers to the long-term recovery, reconstruction and rehabilitation measures are treated separately. If required, they will be planned while the initial recovery activities are underway.

Community recovery focuses on those 'people issues' by which individuals, families and whole communities are assisted to regain an acceptable level of functioning after the disaster.

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

Economic recovery refers to the processes and activities that are put in place following a disaster to encourage the resumption of normal levels of economic activity within the disaster-affected community. The contributing agencies may include all levels of government, industry based organisations, and private enterprise companies.

Emergency human services refer to a range of activities undertaken to manage the immediate impacts of a disaster or an emergency event on the people in the community. The functions to be performed may include: evacuation, registration, catering, short-term sleeping accommodation and ablutions, personal support, and first aid services.

Emergency shelter is a facility established to meet the immediate and short-term needs of disaster-affected persons who have been displaced from their normal place of residence. The local authority establishes emergency shelters.

Disaster relief centre is a location from which a selection of services is provided to disaster-affected persons. The centres are established and operated by the Queensland Government. The centre may also be referred to as a *one-stop Shop*.
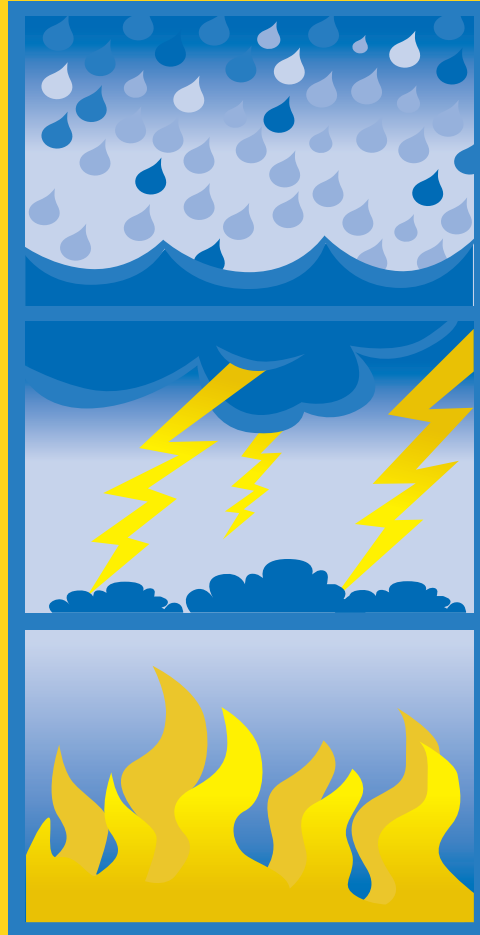
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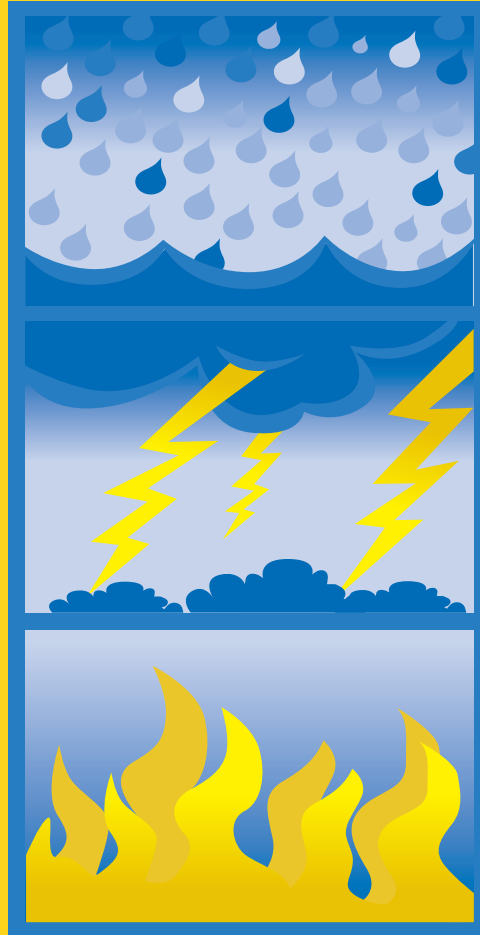
DISASTER MANAGEMENT PLAN

V. Functional and Threat-Specific Plans

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DISASTER MANAGEMENT PLAN

V.i) Evacuation and Emergency Human Services Plan

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CONTENTS

APPENDICES

1.0   Introduction

The Brisbane City *Evacuation and Emergency Human Services Plan* is an operations level plan that sits below the Brisbane City Council's *Disaster Management Plan*, prepared under the terms of the *Disaster Management Act 2003 (Queensland).* It is supported by Standard Operating Procedures (SOPs) that outline the procedures to be followed when the Evacuation and Emergency Human Services Plan is activated. The relationship between these plans and SOPs are shown in the model at Figure 1.

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┌─────────────────────────┐        ┌─────────────────────────┐
│          BCC            │ ◄────── │  Corporate level plan & │
│ Disaster Management Plan│        │       procedures        │
│                         │        │    Maintained by DMC    │
└─────────────────────────┘        └─────────────────────────┘
            │
            ▼
┌─────────────────────────┐        ┌─────────────────────────┐
│          BCC            │ ◄────── │    Operator level plan  │
│ Evacuation & Emergency  │        │    Maintained by Local  │
│   Human Services Plan   │        │   Controller, SES Unit  │
└─────────────────────────┘        └─────────────────────────┘
            │
            ▼
┌─────────────────────────┐        ┌─────────────────────────┐
│                         │ ◄────── │ Operator level procedures│
│     Supporting SOPs     │        │    Maintained by Local  │
│                         │        │   Controller, SES Unit  │
└─────────────────────────┘        └─────────────────────────┘
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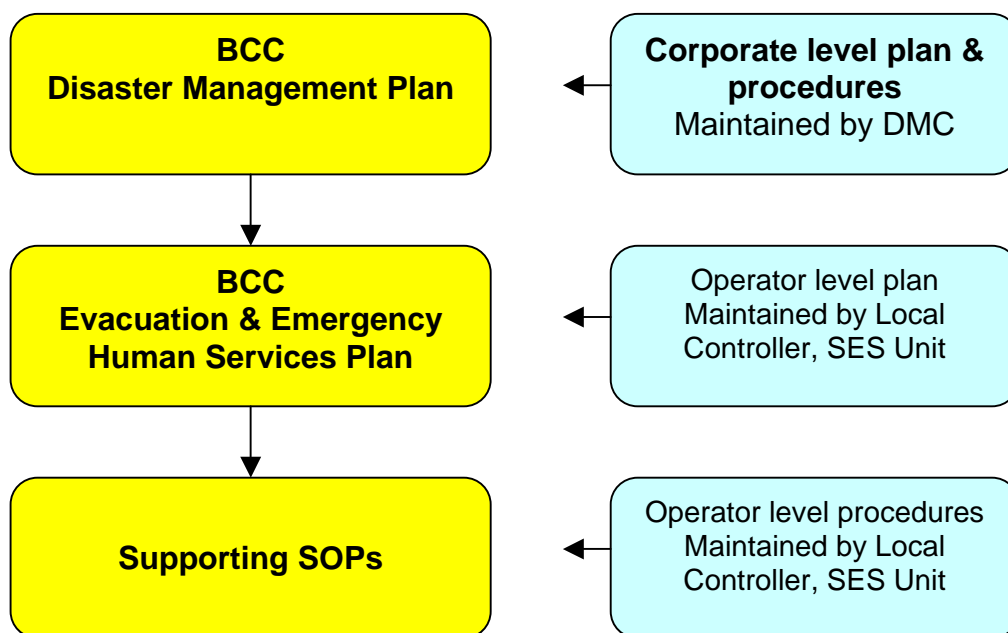
Figure 1: Council recovery plans and procedures model

This plan is designed to be the guide for the evacuation, shelter and support services for people affected by an emergency or disaster event in Brisbane City. It may also be used to care for people from other local government areas (LGA) who need these services outside their own LGA.

The Brisbane City Community Recovery Committee is established by the Brisbane City Local Disaster Management Group (BCLDMG) to oversee the recovery function of the Brisbane City Disaster Management Plan.

The Community Recovery Committee reports to the BCLDMG on the adequacy of the planning and operational arrangements for evacuation and emergency human services.

1.1   Definitions

Community recovery: Focuses on those 'people issues' by which individuals, families and whole communities are assisted to regain an acceptable level of functioning after the disaster. It is usually divided into two phases, initial and longer-term recovery.

Initial recovery: Concerned with the immediate short-term emergency support. The aim is to satisfy personal and community needs and to restore services to the level where they can be managed by local government and the normally responsible agencies.

Long-term recovery: Long-term recovery, reconstruction and rehabilitation measures are treated separately. If required, they will be planned while the initial recovery activities are underway.

Disaster relief centre: A disaster relief centre is a location from which a selection of services are provided to disaster-affected persons. The centres are established and operated by the Queensland Government. The centre may also be referred to as a *one-stop shop*.

Economic recovery: Refers to the processes and activities that are put in place following a disaster to encourage the resumption of normal levels of economic activity within the disaster-affected community. The contributing agencies may include all levels of government, industry based organisations, and private enterprise companies.

Emergency human services: Refers to a range of activities undertaken to manage the immediate impacts of a disaster or an emergency event on the people in the community. The functions to be performed may include: evacuation, registration, catering, short-term sleeping accommodation and ablutions, personal support, and first aid services.

Emergency shelter: Refers to "…a group shelter provided for affected persons in a community hall or similar. It is part of emergency relief and is different from temporary accommodation." (EMA)

In Brisbane, emergency shelters are established and operated initially by the Brisbane city SES Unit.

Evacuation centre: Refers to "a centre that provides affected people with basic human needs including accommodation, food and water. In addition, to enhance the recovery process, other welfare/recovery services should be provided." (EMA)

Infrastructure recovery: Focuses on the facilities, installations and utilities necessary for the proper functioning of the community. These include power, water supply, transport systems, communications etc.

1.2 Structure of the plan

This plan has five sections which are supported by similar colour-coded SOPs in the *SOP Manual:*

- **Section 1 – Introduction.** Section 1 introduces the plan, explains its use and covers some important issues associated with the Council approach to community recovery.
- **Section 2 – Relocation and Evacuation.** Section 2 describes the Council responsibilities for evacuation of people in an emergency or disaster. It is primarily concerned with evacuation support to the Queensland Police Service or Queensland Fire and Rescue Service in their statutory evacuation role, and details arrangements for support to people who self-evacuate or are evacuated because of an emergency or disaster.
- **Section 3 – Emergency Shelters/Evacuation Centres.** Section 3 describes the system for identifying and documenting emergency shelters and evacuation centres; and, for establishing, managing, and handing over or closing emergency shelters and evacuation centres during an event. There is an up-to-date listing of emergency shelters in an Appendix.
- **Section 4 – Emergency Human Services.** Section 4 outlines the overall arrangements for providing emergency human service support to people impacted by a disaster, including agencies involved, roles, responsibilities, and escalation arrangements.
- **Section 5 – Other Arrangements.** Section 5 contains a number of other issues associated with evacuation and emergency human service operations.

1.3   Approval authority

This Evacuation and Emergency Human Services Plan is approved by the Brisbane City Local Disaster Management Group under the terms and provisions of the *Disaster Management Act 2003 (Qld).*

The plan will be reviewed and tested annually by the Local Controller, SES to meet the *Disaster Management Act 2003 (Qld)* requirements for local government disaster plans.

1.4   Media and public information arrangements

Emergencies and disasters are likely to draw significant media interest and a very significant requirement for public information. The Council response to these needs is to be coordinated by the Council Event Operations Centre.

Further details are at Section 5.

1.5   Partner organisations

In an emergency or disaster, elements of Council will be required to work with a number of State agencies and philanthropic organisations. Therefore, Council will establish sound working relations with all entities that have a role in community recovery. This will include updating each organisation on this plan each year. This is to be done by DMC in conjunction with the Local Controller, SES. These organisations are listed in Section 4.4 Division of Responsibilities.

1.6   Financial procedures

All costs associated with the planning, establishment, operation, maintenance and publication of evacuation and emergency human services support are to be recorded on the Council financial management system as a separate function. Financial procedures for this as well as for approvals and reimbursements are at SOP 1.1.

1.7   Testing requirements

This plan, together with its supporting SOPs, is to be tested annually. A report is to be submitted by the Local Controller, Brisbane SES Unit to the Disaster Management Coordinator. The Disaster Management Coordinator is to brief the Community

Recovery Committee and the Local Disaster Management Group on the results of testing this plan.

1.8   Contact list

The contact list for key persons involved in this Evacuation and Emergency Human Services Plan is at Appendix 2.

2.0   Evacuation

2.1   Purpose

The purpose of evacuation is to ensure people at risk during an emergency or disaster event can be moved to a location of relative safety and provided with emergency human services - including short-term accommodation - if necessary.

2.2   Scope

This section of the Evacuation and Emergency Human Services Plan outlines the authority for evacuation and the concept of operations for the Brisbane City SES Unit participation. It also details the responsibilities of agencies, and timeframes for actions and emphasises the consultative and interactive nature of event coordination.

2.3   Authorisation

The decision to authorise an evacuation may occur under the following conditions/authorities:

- **Queensland Police Service** may order an evacuation under the *Public Safety Preservation Act 1986.*

- **Queensland Fire and Rescue Service** may order an evacuation under the *Fire and Rescue Service Act 1990.*

- **Local Government Disaster Management Group** may recommend a voluntary self evacuation of a community or portions of a community.

- **Local Government Disaster Management Group** may request the District Disaster Coordinator to declare a Disaster Situation under the *Disaster Management Act 2003* in order to effect a mandatory evacuation of a community or portions of a community.

- **Disaster District Coordinator** may declare a Disaster Situation under the *Disaster Management Act 2003,* subject to the approval of the Minister.

2.4   Concept of operations

2.4.1   Overview

Council elements will always be in a support role in the warning for, or conduct of evacuation. However, they may need to be concurrently opening emergency shelters

and arranging emergency human services. (The latter are dealt with in Section 3 and Section 4 below.)

2.4.2   *Warning*

Once a decision to relocate or evacuate persons has been made, a warning will be issued by the responsible authority. Concurrently, Council and the SES may be requested to provide assistance with the evacuation.

Warnings will be issued by the most efficient and appropriate means. These may include:

- media warnings (by electronic media)
- telephone warnings to individual properties
- personal visit to property by Police, emergency services members or Council employees
- predetermined warning device/s (e.g. horns or alarms)
- loud hailer or similar in the street
- internet warnings (where time permits, additional to other media).

2.4.3   *Evacuation*

Council (SES members) are most likely to be involved in 'door knock' warnings and evacuations in support of the Queensland Police Service, and are to maintain SOPs to cater for that eventuality. The procedures for SES members assisting QPS personnel with evacuations are in SOP 2.1.

2.4.4   *Registration*

Relocated persons should be registered. The Queensland Police Service is the responsible authority (they may be assisted by Red Cross). Initially, SES personnel may be required to assist. The procedures associated with the registration process are in SOP 2.2.

2.5   Responsibilities

Council business units and agencies have responsibilities for evacuation as follows:

- **Brisbane City SES Unit**. When requested, the SES Unit will assist the responsible authority during the conduct of evacuations in accordance with this

Plan. It will also forward requests for other Council assets and resources to the Council EOC.

- **Brisbane Transport**. Brisbane Transport is to be prepared to support evacuations with its transport assets.

- **Brisbane City Council Animal Management**. Brisbane City Council Animal Management is responsible for coordinating the evacuation of companion animals and family pets where required by the Brisbane City SES Unit.

- **Brisbane City Councillors**. During an evacuation, the local councillor/s of the affected area/s should be engaged to communicate and consult with the local community to facilitate the effective implementation of this plan.

- **Queensland Police Service**. The QPS has the authority to order evacuations. The QPS is responsible for the decision to evacuate or relocate people at risk from an emergency or disaster event. It is also responsible for warning them to evacuate or relocate. The QPS will generally obtain assistance from other agencies to issue warnings and to safely effect the evacuation.

- **Queensland Fire and Rescue Service**. In limited circumstances, the QFRS also has the authority to evacuate members of the public. This may also require assistance from Council SES personnel.

- **Department of Communities.** The Department of Communities is responsible for specified community recovery functions including: financial support, legal aid, Disaster Relief Centres, and personal services including mid to longer-term accommodation for disaster-affected persons.

- **Department of Primary Industries**. The Department of Primary Industries is responsible for the evacuation and care of farm animals during an evacuation event.

3.0   Emergency shelter

3.1   Purpose

An emergency shelter is "…a group shelter provided for affected persons in a community hall or similar. It is part of emergency relief and is different from temporary accommodation." (EMA)

In Brisbane, emergency shelters are established and operated initially by the Brisbane City SES Unit. The shelters are primarily for registration and emergency human services. They may be used for short-term accommodation, but only as a last resort. Preferred solutions for short-term accommodation, in priority order, are:

- a destination of the person's own choosing (relatives, friends etc.)
- an established accommodation venue (hotel, motel, caravan park etc.)
- an emergency shelter/evacuation centre.

3.2   Scope

This section outlines how emergency shelter forms part of this *Evacuation and Emergency Human Services Plan.* It describes how shelters are identified, registered, established, operated, handed over and closed. It also covers how they are audited and inspected to meet contemporary occupational health and safety legislation.

3.3   Concept of operations

During a disaster it may be necessary to relocate some community members to a place of relative safety. That place is usually an *emergency shelter* – a centre established to cater for the immediate needs of evacuees.

People will normally spend a maximum of 72 hours in an emergency shelter, before either being returned to their primary residence or being resettled in appropriate mid-long term accommodation by the Department of Communities.

3.3.1   *Identifying and registering emergency shelters/evacuation centres*

Suitable emergency shelters for evacuees will be identified, inspected, approved and registered by the Brisbane City SES Unit. Procedures for identifying and registering of emergency shelters/evacuation centres are in SOP 3.1.

3.3.2   Establishing and operating emergency shelters/evacuation centres

Brisbane City SES Unit personnel are responsible for establishing and temporarily operating emergency shelters until they are relieved by personnel from other agencies. The procedures for establishing and operating emergency shelters/evacuation centres are in SOP 3.2.

3.3.3   Handing over an emergency shelter/evacuation centre

The aim should be to release SES persons for other priority tasks at the earliest practical opportunity. To achieve this, City Building and Maintenance Service (CBMS) are to provide a facilities manager for each emergency shelter/evacuation centre as soon as possible (but certainly within 12 hours) after its opening. In addition, specialist tasks such as registration, medical support, facilities management, animal management, catering etc. are to be taken over by appropriately trained persons as soon as possible. The procedures for handing over an emergency shelter are in SOP 3.3.

3.3.4   Closing an emergency shelter/evacuation centre

The closure and refurbishment of the emergency shelters/evacuation centres is the responsibility of the facility manager at the time of the declaration, assisted by other agencies and organisations providing services within the shelter. Procedures for closure and refurbishment of an emergency shelter are in SOP 3.4.

3.3.5   Audit/inspection of emergency shelters/evacuation centres

To ensure the appropriateness of a location to serve as a shelter/evacuation centre and to keep abreast of changes, listed emergency shelters/evacuation centres are to be inspected each year to ensure they meet the appropriate legislated standards (including appropriate occupational health and safety measures). See SOP 3.1.

3.4   List of emergency shelters/evacuation centres

The approved list of emergency shelters/evacuation centres is at Appendix 3. It is to be kept current by the Local Controller, Brisbane City SES Unit. The latest copy, including plans and supporting data, is to be provided to BIMAP. A copy is to be held in the Event Operations Centre.

3.5   Alternative emergency shelters/evacuation centres

Emergency shelters/evacuation centres will generally be those facilities that have been inspected and cleared as suitable for the purposes of this plan. However, alternative emergency shelters/evacuation centres may be activated in certain circumstances e.g. to cater for large numbers of evacuees or relocates, or for specialist needs, such as elderly persons, disabled persons or child care requirements.

Emergency shelters/evacuation centres may be community facilities or commercial premises, but priority should be given to State, local government and community facilities. Commercial premises should have a pre-existing contract, service level agreement or purchasing arrangements with the Brisbane City Council or the Queensland Government before being considered as an emergency shelter.

3.6   Emergency animal shelters

Council Animal Management coordinates emergency shelter for animals. Their own holding capacity is limited. The RSPCA has agreed to provide shelter for animals that cannot be accommodated in Council facilities, as well as some of the more uncommon or exotic species. The advice of the RSPCA will be sought for all evacuation events to ensure that adequate and appropriate standards of animal accommodation are provided at all times.

The Queensland Veterinarians Association has also agreed to provide emergency shelter at members' veterinary clinics throughout Brisbane. This is offered as an overflow facility during a large-scale event only.

Procedures for emergency animal shelters are in SOP 3.5.

4.0   Emergency human services

4.1   Purpose

Emergency human services refers to a range of activities undertaken to manage the immediate impacts of a disaster or an emergency event on the people in the community. The functions to be performed may include evacuation, registration, catering, short-term sleeping accommodation and ablutions, personal support, and first aid services.

In the first instance, most of the services are normally provided within an emergency shelter/evacuation centre.

4.2   Scope

The purpose of this section is to outline the range of emergency human service support that is available during an emergency or disaster event and to detail who is responsible for the provision of each aspect.

Note that:
- some personal support services including legal aid, financial assistance, and counselling are the responsibility of Department of Communities
- evacuation and registration are dealt with in Section 2 above.

This Evacuation and Emergency Human Services Plan addresses those aspects along with:
- short-term accommodation
- first aid
- material aid
- catering.

4.3   Concept of operations

The provision of emergency human services support is based on a lead agency concept. Effective implementation relies on partnering and close cooperation among a range of State and local government agencies, philanthopics and community-based organisations.

When this plan is activated, the lead agency may gather all of the support agencies to assist with service provision.

4.4   Division of responsibilities
The division of responsibilities is shown in the table below.

Function	Lead agency	Support	Comments
Evacuate/relocate persons	QPS	Brisbane SES	QPS and QFRS are the only authorities that can order evacuation
Emergency shelters (open, manage, close)	Council	Brisbane SES DDC	Emergency shelter sub-plan maintained by SES
Catering	Council	Salvation Army QANTAS Catering Brisbane SES DDC	
Accommodation	Council	Brisbane City Mission Brisbane SES DDC	Emergency, short term (up to 72 hours)
Material aid	Council	St Vincent de Paul Salvation Army Lifeline Smith Family Church groups DDC	Essential clothing, bedding etc.
Personal support	Council	Lifeline Salvation Army Red Cross Church groups DDC	Exempt aspects allocated to Department of Communities
First aid	Council	St John Ambulance Brisbane SES DDC	
Registration and tracing	QPS	Red Cross Brisbane SES DDC	

Function	Lead agency	Support	Comments
Community recovery functions	Department of Communities	*Note: Requires Disaster District level Community Recovery Plan to be activated* Functions: legal aid, financial support, disaster relief centres, counselling and specialist services, personal support, mid to long-term accommodation, outreach service *Responsibilities specified in Disaster District plan*	

A listing of contact details for the agencies mentioned in this Evacuation and Emergency Human Services Plan is at Appendix 2.

4.5 Standard Operating Procedures

SOPs are developed to guide the implementation of this plan. They are listed below.

- **Provision of Short-Term Accommodation**. The procedures for providing short-term accommodation are in SOP 4.1.
- **Provision of Personal Support Services**. The procedures for the provision of personal support services are in SOP 4.2.
- **Provision of First Aid**. The procedures for providing first aid in support of persons relocated or evacuated during an emergency or disaster event are outlined in SOP 4.3.
- **Provision of Material Aid**. The procedures for the provision of material aid are in SOP 4.4.
- **Provision of Catering**. Catering support is provided as outlined in SOP 4.5.

5.0   Other arrangements

5.1   Purpose
The purpose of this section is to cover important issues that are not covered elsewhere in this Evacuation and Emergency Human Services Plan.

5.2   Scope
This section covers some important miscellaneous issues including communications issues, child safety and media and public information.

5.3   Communications procedures
Communications between agencies with disaster management responsibilities is vital to the management of disaster recovery; and communications between them and the disaster-affected community are crucial to the successful recovery of the community.

The Event Operations Centre is Council's focal point for disaster-related information. It is also the location from which Council's crisis communications plan is implemented on behalf of the organisation.

Channels of communication should be opened between Council, DDC, neighbouring authorities and State agencies as soon as it is realised a disaster is pending or a disaster situation is declared. Similarly, media trained persons should be engaged to assist with the passage of factual disaster-related information and the likely community consequences from the outset.

All Council agencies likely to be engaged in disaster recovery should be aware of the organisation's communications protocols. These are summarised in SOP 5.1.

5.4   Child safety
The safety of all vulnerable groups is crucial in a disaster, including children.

If children are present in an emergency shelter, a Queensland 'Blue Card' accredited person must attend the shelter at all times. Procedures for supporting children in emergency shelters are in SOP 5.2.

5.5   Media and public information

Media interest and the need for an efficient system to provide the public with accurate information in an emergency or disaster situation requires a professional approach to press releases, media briefings and statements released to the public. The procedures for dealing with these issues are in SOP 5.3.

Appendix 1: Key contact list

Agency	Function (lead and support)	Contact details
Brisbane City Council	Emergency shelters (open, manage, close) Catering Accommodation Material aid Personal support First aid Personal support	
Brisbane City Mission	Accommodation	
Brisbane SES	Evacuate/relocate persons Emergency shelters (open, manage, close) Catering Registration and tracing First aid Accommodation	
Church groups	Personal support Material aid	
Brisbane Disaster District Coordinator	Emergency shelters (open, manage, close) Registration and tracing Catering Accommodation Material aid Personal support First aid	
Department of Communities	Community recovery functions	
Lifeline	Personal support Material aid	
QANTAS Catering	Catering support	
QPS	Evacuate/relocate persons Registration and tracing	
Red Cross	Registration and tracing Personal support	
Salvation Army	Catering support Personal support Material aid	
Smith Family	Material aid	
St John's Ambulance	First aid	
St Vincent de Paul	Material aid	

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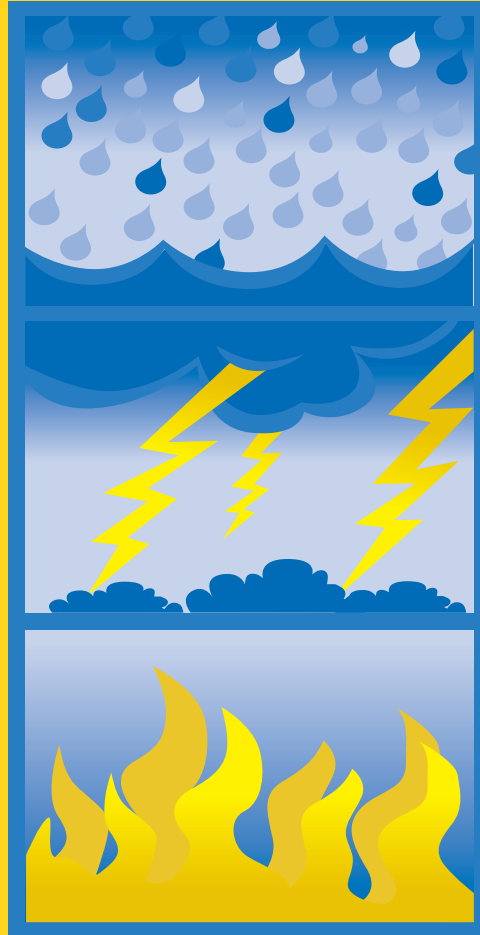
DISASTER
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V.iii) Threat-Specific Plan – Fire

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1.0   Introduction

Council had developed a detailed set of policies, guidelines and procedures, regarding bushland fire management. Despite Council's prescribed burn programs and hazard reduction activities, bush fires do occur.

Local Asset Services (LAS) is responsible for ensuring Council's preparedness for a bushland fire event, and undertaking and coordinating fire mitigation measures in its program planning. This process is described under the Council's Bushland Fire Management Policy and its subordinate Guideline and Procedure.

LAS is responsible, in the first instance, for fire suppression activities on Council land, under the direction of Queensland Fire and Rescue Service (QFRS).
This plan outlines the arrangements to deal with bush fires (hereafter referred to as fires).

1.1   Lead agency - Queensland Fire and Rescue Services

Unlike other natural disasters, local government is not the lead response agency for fire. As legislated by the *Fire and Rescue Service Act 1990*, the Queensland Fire and Rescue Service (QFRS), is the lead response agency for fire events.

QFRS' status as lead agency is reflected throughout this plan.

2.0 Responsibilities

Under the *Disaster Management Act 2003*, Council has the primary responsibility for disaster management within its boundaries. As previously noted, in the event of a fire, QFRS is the lead response agency. Consequently, Council operates to the extent of its capability and core function to support QFRS in response and recovery activities.

Specific Council responsibilities with regard to response to a fire are to:
- be the first responder if on Council land
- assist QFRS with combating the fire if beyond LAS capability
- assist with providing immediate relief for persons affected by the fire
- activate the Event Operations Centre (EOC)
- activate the Brisbane City Council Local Disaster Management Group (BCLDMG)
- maintain liaison and communications with other agencies and local authorities via the Disaster District Coordinator (DDC).

Council's key response units for a fire are LAS and the State Emergency Service (SES). These units operate according to their standard operating procedures, under the strategic direction of the BCLDMG.

Should a fire escalate to the level where Council's resources are fully committed or exhausted, Council will elevate requests for assistance to the DDC. The DDC will then source assistance for Council from other local governments in the Disaster District and from State Government agencies.

2.1 Local Asset Services

LAS is responsible for ensuring Council's preparedness for a fire event, and undertaking and coordinating fire mitigation measures in its program planning. This process is described under the Bushland Fire Management Policy and its subordinate Guideline and Procedure.

LAS provides the incident management team and incident controller responsible for managing Council's operational fire suppression assets.

2.2 Event Operations Centre

The EOC is the focal point for the collection, collation and dissemination of incident-related information to relevant Council officers, and the executive and political arms of Council.

Under direction from the BCLDMG, the EOC coordinates Council operational activities, and maintains liaison with external stakeholders.

Should a fire escalate to a level 2, 3 or 4 event (see Section 3.1), the Disaster Management Coordinator (DMC) is to be notified. At his/her discretion or the direction of Council's Chief Executive Officer (CEO), the EOC may be stood up. The EOC will then be activated as per the EOC Standard Operating Procedures (SOPs).

2.3 Brisbane Metropolitan Traffic Management Centre

The Brisbane Metropolitan Traffic Management Centre (BMTMC) is responsible for advising EOC, QFRS, Queensland Police Service (QPS) and RACQ of road closures. It requires frequent updates from the LAS, QFRS and EOC to provide timely traffic advice and direction.

2.4 SES Unit

The SES Unit provides personnel and support services. A key task in this role is implementing Council's Evacuation and Emergency Human Services Plan (the Evacuation Plan) that requires:
- assisting QFRS and QPS with evacuations, when requested to do so
- opening and staffing emergency shelters.

Should a fire event impact on the community to an extent requiring evacuations, the SES may request the Disaster Management Coordinator activate the Evacuation Plan.

There will be many other support agencies (government and non-government) that provide essential services, personnel or material to support or assist the affected community. Refer to the Evacuation Plan for more details.

3.0 Warnings and activation

3.1 Warnings

Fire warnings are issued by the Bureau of Meteorology, based on the Forest Fire Danger Index. When a code red (very high to extreme fire danger) is issued, LAS places two full teams on stand by, and notifies the DMC.

Although fires are more likely in the hot, dry months, the reality is fires can occur at anytime regardless of weather conditions.

3.2 Activation levels

There are four levels of activation for Council's response to a fire.

3.2.1 Level 1

The fire can be contained by the Council first responder. QFRS is notified of the event as per LAS Standard Operating Procedures (SOPs).

Council's first responder can contain the fire. QFRS is informed of the fire and Council's activities. The Manager LAS is also informed.

3.2.2 Level 2

The event cannot be managed by Council first responder but can be managed with extra Council resources including contractors. The event may be a single fire or multiple fires.

When an event moves to Level 2, the DMC is notified. The DMC and Manager LAS, are provided with regular SITREPs on the status of the event.

LAS will have ongoing communications with QFRS to determine response activity priorities. QFRS will have established an on site *incident control point*. The LAS

incident controller works in tandem with QFRS through a liaison officer located at the incident control point.

The DMC notifies the Lord Mayor's Office, Council Executive, and DDC of the event. The DMC may activate the EOC.

3.2.3   Level 3

The event cannot be managed by Council. Aviation support has been deployed where applicable.

When an event reaches Level 3, the DMC will activate the EOC.

Once activated, the EOC is responsible for the coordination and management of Council's operational resources. The EOC will liaise closely with QFRS to determine appropriate Council response activities in support of QFRS.

The DMC notifies the Lord Mayor's Office, Council Executive, and DDC of the event and provides regular SITREPs as the event progresses. The DMC will develop an initial assessment of the impact of the event on the community. This assessment is then used to feed into prioritising response activity.

3.2.4   Level 4

Council capability overwhelmed. QFRS working with DDC to coordinate resources from State Government and surrounding local authorities. DMG activated.

The EOC continues to liaise with QFRS to determine appropriate response activities. If evacuations are necessary, the EOC shall liaise with the SES Local Controller, QFRS and QPS to ensure Council's Evacuation Plan is implemented appropriately.

The DMC has notified the Council Executive and DDC of the further escalation of the event. If necessary, the DMC requests that the CEO call a meeting of the BCLDMG. The DMC briefs the BCLDMG on the event. The DMC also briefs EOC on the event. The

BCLDMG then provides direction to the EOC and DMC on strategic response and recovery issues.

The DMC also liaises with the DDC, if the requisite response and recovery resources need to be sourced from outside of Council.

3.3 Escalation process

Operational Response & Escalation

Community Consequence Management

Fire Event Escalation Levels
Increasing complexity & number of incidents.

Level 4:
- BCC capability overwhelmed
- QFRS working with DDC to coordinate resources from State & surrounding local authorities

Level 3:
- BCC at full capability deployment
- Aviation support deployed

Level 2:
- Event cannot be managed by BCC first responder but can be managed with BCC resources incl. contractors

- May cover single or multiple fires

Level 1:
- Fire can be contained by BCC first responder

QFRS

Lead Combat Agency

BCC works in support to QFRS

BCC Liaison Officer to Incident Control Centre

- Liaison officers at Incident Control Point (field based) & Incident Control Centre

BCC Liaison Officer to Incident Control Point (field based)

EOC Event Manager

- May deploy to BCC Event Operations Centre

Incident Manager

Incident Controller & Support

Incident Controller & Support

Incident Controller & Support

- Manager LAS notified
- QFRS notified

Disaster Mgt Group

Disaster District Coord

Disaster Mgt Coord

- BCC Executive and DDC notified
- EOC Event Manager notified

- Disaster Management Coordinator notified

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4.0   Coordination

Coordination of operational aspects of Council's response and recovery will normally be delegated to the EOC.

The Council business units that are coordinated by the EOC include:

- LAS, Emergency Response Group (ERG), Vegetation Management Services (VMS) and Brisbane City Works (BCW)
- Brisbane City SES Unit
- Contact Centre
- Brisbane Water Control Centre
- BMTMC

There will usually be a need to coordinate activities with a range of external support agencies, with the DDC, and possibly with neighbouring Councils.

4.1   Requests for support

Requests for Council support will be directed to the EOC. In principle, local resources are to be exhausted before requesting additional resources from outside Brisbane City Council boundaries. When Council resources are fully committed, requests for additional support are directed to the DDC either by the DMC or through the BCLDMG.

4.1.1   Plant, materials and other requirements

Plant, materials and other requirements may be provided through the EOC acting on behalf of the BCLDMG.

4.1.2   Human resources

Human Resources may be obtained through the EOC, again acting on behalf of the BCLDMG.

Refer to the LAS and EOC SOPs for more details on their internal staff management procedures.

4.1.3   Relocation/evacuation procedures

The QPS, in consultation with QFRS, are the agencies responsible for the decision to evacuate residents affected by, or likely to be affected by, a fire. The SES will provide support to the QPS and QFRS in line with the Evacuation Plan.

5.0   Communication

5.1   From/to the public

All communications from the public are directed to the EOC or relevant business units as appropriate via the Contact Centre. Communications to the public will be made from the Lord Mayor's Office. Refer to the Crisis Communications Plan for more details.

The QFRS and emergency services communicate with the public via the established media. The Crisis Communications Plan also details how Council media works with QFRS and other emergency services' media staff.

The Chair, BCLDMG (the Lord Mayor) may also communicate directly with the public via media.

5.2   Inter-organisation

When a fire is discovered, LAS will maintain communications with QFRS. As the event escalates, Council will place liaison officers with QFRS, in both the Incident Control Point (field based) and the QFRS Incident Control Centre. Provision of liaison officers is the responsibility of Manager LAS.

Should an event escalate to Levels 3 or 4, Council's inter-organisation communications will be coordinated through the EOC.
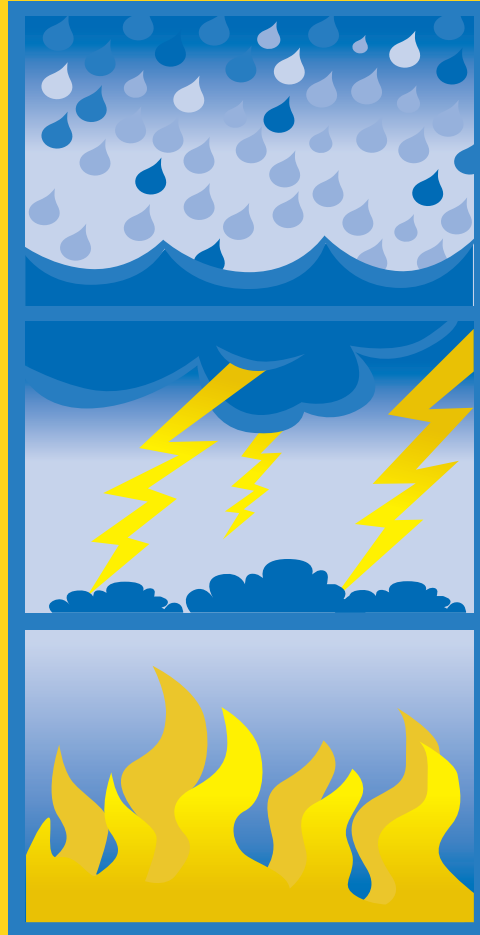
DISASTER MANAGEMENT PLAN

V. Functional and Threat-Specific Plans

BRISBANE CITY COUNCIL
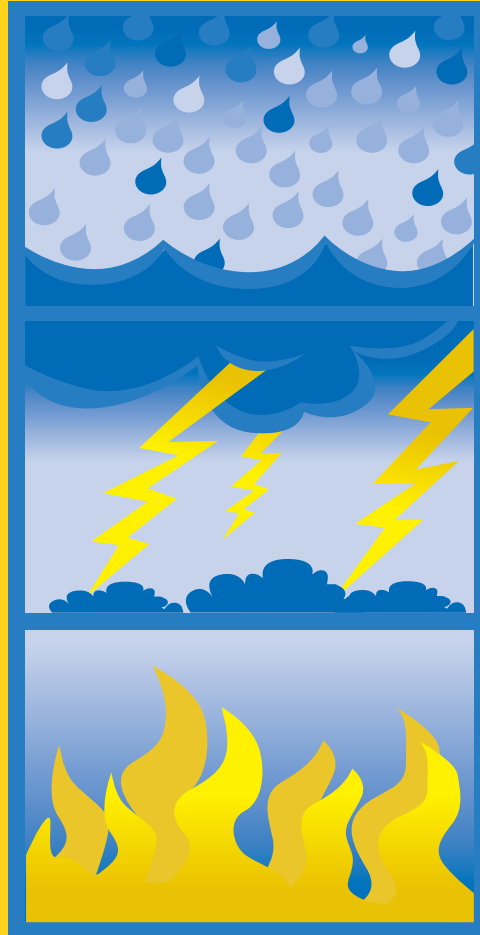
DISASTER MANAGEMENT PLAN

V.iv) Threat-Specific Plan – Pandemic

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CONTENTS

APPENDICES

> *Note: This plan is written to cater for a human influenza pandemic but can be readily adapted to suit any pandemic*.

1.0   Introduction

1.1   Background

Pandemic influenza is a global threat that could feature widespread infection, extreme morbidity and high mortality rates. It could have severe social and economic consequences and cause widespread disruption. Prior planning and properly coordinated response measures can minimise the impacts.

1.2   Context

Internationally, the peak body is the World health Organisation (WHO) of the United Nations. The WHO maintains an extensive global monitoring program for all communicable diseases, including influenza. The organisation developed the Pandemic Influenza Stages of Alert (see **Appendix 1**).

Within **Australia**, *The Quarantine Act 1908* allows the Governor-General to declare an epidemic and provides extensive powers to the Minister (the powers supersede State Government measures). Responsibility for implementing the National Action Plan for Human Influenza Pandemic lies with health services, emergency services and governments at all levels. It requires a whole-of-government response. Australia has adopted the WHO Pandemic Influenza Stages of Alert. The national strategy (echoed in Queensland planning documents) hinges on *Containment* for as long as possible. If this fails, the strategy switches to *Maintenance of Essential Services*.

A human influenza pandemic outbreak **in Queensland** will be a 'controlled notifiable condition' under the Public Health Act 2005. The Chief Executive of Queensland Health is responsible for the overall management and control of the response to any public health emergency. The State Pandemic Plan has a medical focus (health care and health workers). Community consequences will be managed using the disaster

management arrangements as specified in the *Queensland Disaster Management Act 2003.*

1.3 Assumptions

This plan is based on assumptions that:

- there will be some warning of the pandemic
- the Australian Government and/or Queensland Government will identify the triggers for activation and escalation from one alert level to another
- the community consequences will be managed in accordance with the *Disaster Management Act 2003*
- the Queensland Government will provide frameworks to coordinate activities across jurisdictional boundaries, including:
  - containment operations
  - public communication
  - maintenance of essential services
  - social distancing measures.

2.0   Aim and objectives

2.1   Aim

To outline Council's corporate-level response to a human influenza pandemic.

2.2   Objectives

The objectives of this plan are to:
- coordinate Council's actions and activities in response to a pandemic
- specify roles and responsibilities during the pandemic
- ***internally:***
  - specify Council priorities
  - coordinate business continuity across Council businesses
  - provide a framework for Council business unit level response
- ***externally:***
  - synchronise Council actions with those of other agencies and organizations
  - manage the community consequences of a pandemic in a coordinated manner with relevant Australian Government and Queensland Government agencies and other key stakeholders.

3.0 Framework for action

3.1 National arrangements

The peak national planning body is the Influenza Pandemic Planning Committee (IPPC), a subcommittee of the Communicable Diseases Network Australia (CDNA). The peak Australian implementation body is the National Influenza Pandemic Action Committee (NIPAC), which has the role of assisting the further development and implementation of the National Action Plan for Human Influenza Pandemic.

The Australian Government's roles are to:

- implement the national plan
- ensure policies and strategies are developed beforehand to guarantee a quick response
- assume a central coordination role, especially with regard to national surveillance and a national response
- report to jurisdictions on the spread of the virus
- redefine priorities for vaccines and anti-virals
- provide leadership in virus isolation and typing, and molecular work throughout the Asia-Pacific region.

3.2 Queensland arrangements

A State Pandemic Plan, which addresses the medical aspects of the response, has been developed. Implementation will be coordinated by the State Pandemic Task Force, which includes representatives from each of the major State Government departments and the Local Government Association of Queensland (LGAQ).

The community consequences will be managed within the disaster management framework specified in the *Queensland Disaster Management Act 2003.*

The Queensland Government roles (as outlined in the Australian Action Plan) are to:

- protect life and the property of citizens
- develop specific protocols for responding to this threat
- establish an action plan and an action committee

- maintain infrastructure during the pandemic
- identify medical and health care provisions and facilities
- access adequate antibiotics, ancillary drugs and equipment.

As well as provision of health care services and the management of anti-virals, the
National Action Plan for Human Influenza Pandemic says that States are giving
consideration to:

> *" Quarantine functions*
>
>> o *planning for establishment of appropriate quarantine facilities*
>>
>> o *consideration of how and where social distancing measures might be
>> instituted – such as closure of schools and limiting mass gatherings."*

3.3   Levels of alert

Australia has adopted a modified version of the WHO definitions for pandemic
preparedness. The WHO will announce the onset of phase 1 and the progression to
subsequent phases as they occur. Otherwise, the Chief Medical Officer of Australia will
determine each phase. The full chart is at ***Appendix 1***; a synopsis is below.

Phase 0: Interpandemic period

No indications of new virus type reported.
Preparedness level 1 - isolation of new influenza strain in a human case.
Preparedness level 2 - two or more human infections confirmed.
Preparedness level 3 - human transmission confirmed.

Phase 1: Confirmation of onset of pandemic

Several outbreaks involving the novel influenza virus strain in at least one country
with spread to other countries.
(a) excluding Australia
(b) including Australia

Phase 2: Regional and multi-regional epidemics

Outbreaks and epidemics occurring in multiple countries and spreading in regions across the world.

(a) excluding Australia

(b) including Australia

Phase 3: End of first pandemic wave

No increase in countries affected initially but outbreaks occurring elsewhere in the world.

Phase 4: Second or later waves of pandemic

Second severe wave of outbreaks occurring in many countries.

(a) excluding Australia

(b) including Australia

Phase 5: End of pandemic

Influenza activity returned to normal interpandemic levels and immunity to new virus is widespread.

Post pandemic phase

Consultations, assessment of overall impact, evaluation, and update of Pandemic Plan.

3.4   Response phases

The national strategy relies on *Containment* for as long as possible. If this strategy is unsuccessful, the strategy reverts to *Maintenance of Essential Services.*

3.5   Activation and escalation

This plan will be activated on activation of the National Action Plan for Human Influenza Pandemic or the State Pandemic Plan or on direction from the Lord Mayor or the Chief Executive Officer.

Escalation will be conducted to match escalation at national and/or state level.

4.0   Council's role and responsibilities

4.1   Coucnil responsibilities

Council has responsibilities in any major disaster – some with an external focus (managing the community consequences of the event) and some with an internal focus (maintaining the continuity of essential business processes).

- *External focus* – disaster management arrangements

  Council applies its comprehensive disaster management arrangements to manage the community consequences of any event. These will be supplemented with this Pandemic Plan, which is a sub-plan of the Disaster Management Plan.

  During a pandemic, the priorities are to:
  - maintain the essential services that Council provides to the community
  - communicate with the community about Council core business
  - support Queensland and Australian Government initiatives to manage the impacts of the pandemic.

- *Internal focus* – business continuity plans

  Council has a series of business continuity plans (BCPs) covering its essential business services (See *Appendix 2*). Council has directed that each plan be reviewed and amended where necessary to take account of a potential pandemic and that some new plans be written.

  During a pandemic, the priorities are to maintain the core functions of the direct delivery essential services to the public, and the internal services necessary to support the external essential services.

4.2   Council role

Council's role will change as the pandemic progresses. In the initial *Containment* phase, Council will have a narrow but important set of responsibilities, operating primarily in a

support role. This may involve deploying Council officers to assist State agencies and preparing for a possible escalation.

If the containment operations are unsuccessful – which is a strong possibility based on previous pandemics - the strategy switches to *Maintenance of Essential Services*. Then Council has a much more significant role in two respects:

- firstly, with regard to the essential services it provides for the community
- secondly, with regard to managing the community consequences of the event.

In both phases Council has clear responsibilities because of its role as a service provider and as a responsible employer.

Council's tasks during the various stages of the pandemic are below.

4.3   Council tasks

Council tasks are to:

- activate the Local Disaster Management Group (LDMG)
- activate the Event Operations Centre (EOC)
- support Queensland Government agencies in Containment operations
- during the Containment phase review plans for:
  - adopting a graduated response keyed to the pandemic phases
  - maintaining essential services at each stage of the pandemic
  - maintaining core functions of council
- promulgate and manage the human resources policy response for Council staff (synchronised with national and state policies and other major employers)
- manage communication strategies for own staff
- manage public awareness and public communication messages on areas of Council responsibility (synchronised with national and State policies and other lifeline providers)
- maintain liaison with key State Government agencies and other key stakeholders

- ensure Council's response and recovery actions are coordinated and synchronised with those of other key stakeholders.

4.4 Business unit role

Individual Council business units are to:

- identify the minimum operational and staffing levels for their critical business processes
- prepare a business continuity plan for designated essential service/s
- test the business continuity plan/s against a pandemic scenario
- maintain essential service/s throughout the pandemic
- advise Council if it is likely that the minimum numbers or operational levels can not be sustained
- maintain a record of infection and recovery rates for their staff.

4.5 Marketing and Communication

Marketing and Communication tasks are to:

- prepare a communication strategy for keeping Council staff informed
- prepare the communication strategy for the general public
- maintain liaison with State Government counter-parts
- activate the Crisis Communication Team as part of the EOC
- implement the communication and public awareness strategies.

4.6 Human Resources (HR) Services

HR Services tasks are to:

- prepare HR policies and strategies for Council staff
- maintain liaison with State Government counterparts
- provide a liaison officer to the EOC
- assist with implementing the HR policies and strategies.

4.7   Disaster Management

The Disaster Management Coordinator (DMC) is to:

- maintain liaison with District Disaster Coordinator (DDC)
- ensure continuity of staff for the EOC
- provide briefings to the LDMG.

5.0   Key issues

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

- adoption of a graduated response
- maintaining business continuity for essential services
- managing community consequences
- Council as a responsible employer
- communication strategy
- coordinating Council's response with external agencies.

5.1   Adoption of a graduated response

The response measures necessary in a bad pandemic are quite extreme. To the extent that the onset of the pandemic allows, agencies should adopt a graduated response so the public is not unduly alarmed.

5.2   Maintaining business continuity for essential services

Regardless of how bad the pandemic gets, essential services must be maintained to prevent a breakdown of society and to facilitate the recovery phase. Council's list of essential services for a pandemic are at **Appendix 2**.

5.3   Managing community consequences

The social consequences of a pandemic could be very widespread and the economic impacts long lasting. This will pose significant challenges to Council, which has a key role in managing community consequences. This will apply in the response phase and in the recovery phase, both of which will likely be protracted.

5.4   Council as a responsible employer

As one of the larger and one of the leading employers in Queensland, Council will be setting the example for many other organisations in the community. The two key issues will be how HR policies are applied and how the corporation communicates with its staff.

5.5 Communication strategy

Council will need to communicate with two main groups – its own staff and the general public. While other agencies may 'lead' on specific aspects of pandemic communication, people will look to Council for confirmation. The organisation will want its messages to be consistent with those of others.

5.6 Coordinating Council's response with external agencies

Council has various roles: as a responsible employer; as a utility provider; as a regulator; as a regional leader etc. Each role will place different demands on the organisation in a pandemic and, in each case, Council will want its actions and strategies to be coordinated with other like agencies.

6.0   Administration

6.1   Review of plan

Preparation of this plan was coordinated by the Disaster Management Coordinator.

It is to be reviewed

- on activation of the national or State plan
- after a pandemic event
- as part of the rolling program of review for Council's Disaster Management arrangements.

6.2   Testing plan

The plan is to be tested as part of the rolling program of tests and exercises for Council's disaster management arrangements.

Appendix 1: Pandemic influenza stages of alert

Period	Global phase	Australian Phase	Description of phase	Main strategy
Inter-pandemic		Aus 0	No circulating animal influenza subtypes in Australia that have caused human disease.	Contain-ment
	1	Overseas 1	Animal infection overseas: the risk of human infection or disease is considered low.	
		Aus 1	Animal infection in Australia: the risk of human infection or disease is considered low.	
	2	Overseas 2	Animal infection overseas: substantial risk of human disease.	
		Aus 2	Animal infection in Australia: substantial risk of human disease.	
Pandemic alert	3	Overseas 3	Human infection overseas with new subtype(s) but no human to human spread or at most rare instances of spread to a close contact.	
		Aus 3	Human infection in Australia with new subtype(s) but no human to human spread or at most rare instances of spread to a close contact.	
	4	Overseas 4	Human infection overseas: small cluster(s) consistent with limited human to human transmission, spread highly localised, suggesting the virus is not well adapted to humans.	
		Aus 4	Human infection in Australia: small cluster(s) consistent with limited human to human transmission, spread highly localised, suggesting the virus is not well adapted to humans.	
	5	Overseas 5	Human infection overseas: larger cluster(s) but human to human transmission still localised, suggesting the virus is becoming increasingly better adapted to humans, but may not yet be fully adapted (substantial pandemic risk).	
		Aus 5	Human infection in Australia: larger cluster(s) but human to human transmission still localised, suggesting the virus is becoming increasingly better adapted to humans, but may not yet be fully adapted (substantial pandemic risk).	
Pandemic	6	Overseas 6	Pandemic overseas- not in Australia: increased and sustained transmission in general population.	
		Aus 6a	Pandemic in Australia: localised (one area of country).	Maintain essential services
		Aus 6b	Pandemic in Australia: widespread.	
		Aus 6c	Pandemic in Australia: subsided.	
		Aus 6d	Pandemic in Australia: next wave.	

Source: Department of Health and Aging, Australian Management Plan for Pandemic Influenza, June 2005

Appendix 2: Council essential services

Council's Executive Management Team (EMT) distinguished between services provided to the public and internal services necessary to support external service provision. They categorised the services as *direct delivery essential services* and *essential support services.*
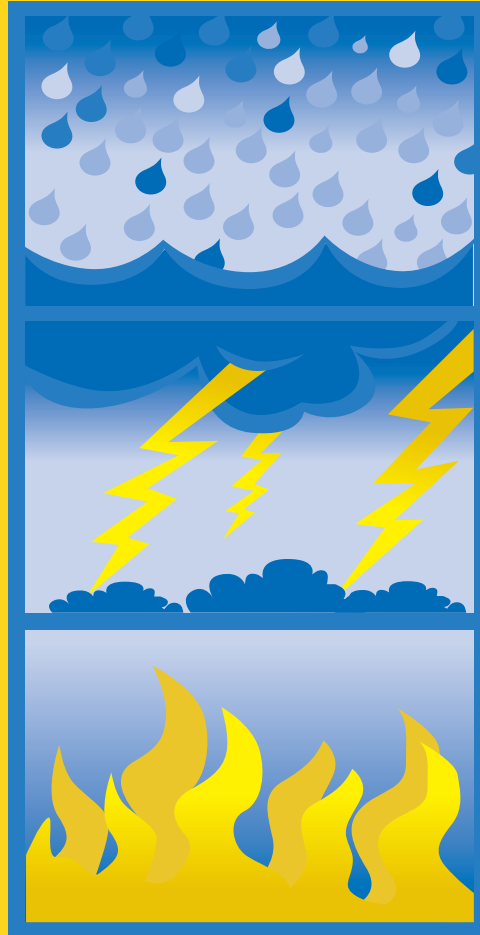
Direct delivery essential services

- water treatment and reticulation
- sewage treatment and transport
- waste management
- Contact Centre operations
- transport
- media and communication
- immunisation services
- traffic management
- traffic control
- cemeteries
- animal management
- LAS Fire Services
- Brisbane City Works (ERG and LAS)

Essential support services

- IT services
- Customer Service Centres
- strategic procurement
- shared services
- transport support (maintenance and network control)
- payroll
- parking
- cash flow management
- emergency management
- disaster management

BRISBANE CITY COUNCIL

DISASTER MANAGEMENT PLAN

V.v.i) Moreton Bay Islands Evacuation Plan

BRISBANE CITY

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FOREWORD

This Evacuation Plan is the product of a collaborative effort between the local authorities responsible for the Moreton Bay Islands (MBIs) i.e. Redland Shire Council (RSC), Gold Coast City Council (GCCC) and Brisbane City Council (Council). Its development was sponsored by RSC.

In the event that evacuation of the MBIs is required, each council's Local Disaster Management Group (LDMG) agrees to consult with the others, and, where appropriate, coordinate their evacuation efforts for the islands.

This Evacuation Plan is included as Volume 8 of the Redland Local Disaster Management Plan and has been endorsed by the Local Disaster Management Group.

It is to be reviewed and updated annually in concert with the other volumes of the Redland Shire Disaster Management Plan.

Brisbane City Council Disaster Management Plan: V.v.i. Moreton Bay Islands Evacuation Plan

CONTENTS

APPENDICES

1.0 Amendment status

This Evacuation Plan will be reviewed annually to ensure that all information, particularly contact details, is current. Between these formal amendments to this Evacuation Plan, a list of changes to contact details must also be maintained by the Senior Advisor Emergency Management.

Amendments to this Evacuation Plan are to be presented annually to the Redland Local Disaster Management Group for endorsement.

Approved amendments are to be listed in the table below once they are incorporated in this document.

Amendment number	Inserted by	Signature	Date

1.1 Abbreviations

The abbreviations listed below are in common use in this Evacuation Plan.

Council	Brisbane City Council
DDC	District Disaster Coordinator
DDMG	District Disaster Management Group
EOC	Event Operations Centre
EMA	Emergency Management Australia
EMQ	Emergency Management Queensland
GCCC	Gold Coast City Council
LDMG	Local Disaster Management Group
LDRC	Local Disaster Recovery Committee
MBIs	Moreton Bay Islands
NRIS	National Registration and Inquiry System
QAS	Queensland Ambulance Service
QFRS	Queensland Fire and Rescue Service
QPS	Queensland Police Service
QPWS	Queensland Parks and Wildlife Service
RSC	Redland Shire Council
SES	State Emergency Service
VMR	Volunteer Marine Rescue

The primary reference for abbreviations used in this Evacuation Plan is the Australian Emergency Manuals Series, Part 1, The Fundamentals, Manual 4 – Australian Emergency Management Terms Thesaurus.

1.2 Definitions

The definitions listed below are for words or phrases that are in common use in this Evacuation Plan. The primary reference for definitions is the Australian Emergency Manuals Series, Part 1, The Fundamentals, Manual 3 – Australian Emergency Management Glossary.

Assembly area	A designated area used for the assembly of emergency-affected persons. The area may also incorporate an emergency shelter.
Evacuation	The planned relocation of persons from dangerous or potentially dangerous areas to safer areas and eventual return.
Evacuation routes	The routes used by evacuees during an evacuation.
Emergency shelter	Group shelter provided for affected persons in a community hall or similar. It is part of emergency relief and is different from temporary accommodation. (Note: In this Evacuation Plan, emergency shelters are primarily for post event shelter; they are not assessed and rated for cyclone, storm, etc.).
Embarkation point	The location where evacuees are collected or embarked on an evacuation vessel.
Disembarkation point	The location where evacuees land or disembark from an evacuation vessel.
Immediate evacuation	An evacuation resulting from a hazard impact that forces immediate action, thereby allowing little time or no warning and limited preparation time.
Lead agency	An organisation which, because of its expertise and resources, is primarily responsible for dealing with a particular hazard.
Mandatory evacuation	A compulsory evacuation resulting from an order by a designated authority under relevant legislation.
Pre-warned evacuation	An evacuation resulting from an event that provides adequate warning and does not unduly limit preparation time.
Self evacuation	Evacuation from an area under a person's own arrangements.
Voluntary evacuation	Evacuation by persons on their own volition, without compulsion.

1.3   References

Australian Emergency Manuals Series, Part 1, The Fundamentals, Manual 4 –

Australian Emergency Management Terms Thesaurus

Australian Emergency Manuals Series, Part 1, The Fundamentals, Manual 3 – Australian Emergency Management Glossary

Australian Emergency Manuals Series, Part III, Emergency Management Practice, Volume 2 – Specific issues. Manual 1 – Evacuation Planning

Brisbane City Council Disaster Management Plan

Gold Coast City Local Disaster Management Plan

Queensland Disaster Management Act 2003

Queensland Disaster Management Planning Guidelines

Queensland Fire and Rescue Act 1990

Queensland Operational Planning Guidelines for Local Disaster Management Groups (Draft)

Queensland Police Powers and Responsibilities Act 2000

Queensland Public Safety Preservation Act 1986

Redland Local Disaster Management Plan, Volumes 1– 9

Redland Local Disaster Management Plan, Directory of Maps and Charts

2.0   Introduction

Redland Shire Council (RSC), Gold Coast City Council (GCCC) and Brisbane City Council (Council) each has a responsibility for the management of disasters on their islands within Moreton Bay. Given that a disaster on one of the Moreton Bay islands (MBIs) may also affect others in Moreton Bay, these local authorities have agreed on this common Evacuation Plan which will be incorporated as part of each local authority's Local Disaster Management Plan.

Generally, information available in other parts of disaster management plans has not been duplicated in this Evacuation Plan.

This Evacuation Plan will be implemented in conjunction with the standard disaster management arrangements and plans for each local authority. RSC will coordinate the review and maintenance of this Evacuation Plan on an annual basis. Each local authority has agreed to consult with the others and, where appropriate, coordinate their evacuation efforts for the islands.

This Evacuation Plan has been developed in consultation with the MBI communities, and with public and private sector service providers.

2.1   Authority

This Evacuation Plan is prepared under the authority of RSC, GCCC and Brisbane City Council as a sub plan of their Local Disaster Management Plan, and in accordance with the *Disaster Management Act 2003*, Section 57.

2.2   Purpose

The purpose of this Evacuation Plan is to detail the arrangements for the evacuation of disaster affected people on the MBIs.

2.3   Community risk assessment

The starting point for considering this Evacuation Plan for the islands is those hazards for which a risk assessment has identified evacuation as a potentially appropriate risk management strategy.

Appendix 1 summarises the risk assessment for the MBIs.

While the most likely hazards are bushfire and storm, an 'all-hazards' approach has been taken in preparation of this Evacuation Plan and it may be applied to any event that warrants evacuation.

3.0   Scope

This Evacuation Plan is for the islands within Moreton Bay including:

- North Stradbroke Island (part of RSC)

- Coochiemudlo Island (RSC)

- Macleay Island (RSC)

- Lamb Island (RSC)

- Karragarra Island (RSC)

- Russell Island (RSC)

- Moreton Island (Brisbane City Council)

- South Stradbroke Island (GCCC)

- Other small islands such as Peel Island (RSC), St Helena Island (Brisbane City Council) and Garden Island (RSC).

Maps of each of the islands referred to in this Evacuation Plan are available in the Redland Shire Local Disaster Management Plan Directory of Maps and Charts, and the Brisbane City Council and GCC disaster management map libraries.

The core elements of this Evacuation Plan are common to all the islands of Moreton Bay, with specific planning details for each island contained in appendices. The three local authority LDMGs have undertaken to consult and cooperate closely during any evacuation of the islands.

This Evacuation Plan is to be read in conjunction with the Recovery and Welfare Plans of the relevant local authority.

4.0   Evacuation process

For each island, evacuation may be either:

- *immediate,* or

- *pre-warned*.

It may involve:

- *internal evacuation* on the island, or

- *external evacuation* from the island.

It may be:

- *voluntary,* or

- *mandatory* in nature.

These combinations or types of evacuation are summarised as follows:

Types of evacuation				
	Voluntary evacuation		Mandatory evacuation	
Pre-earned	**Internal evacuation** (remain on the island)	**External evacuation** (from the island)	**Internal**	**External**
Immediate	**Internal**	**External**	**Internal**	**External**

There are **five stages** in the evacuation process:

1. **Decision to evacuate**
2. **Warning**
3. **Withdrawal**
4. **Shelter**
5. **Return**

The five stages apply to each type of evacuation. Depending on the type of evacuation, the emphasis and timing of each stage may vary.

This Evacuation Plan is flexible and 'scalable' depending on how the hazard develops. Not all stages will necessarily be completed as an emergency may pass before the evacuation process is completed. This Evacuation Plan is also applicable to incidents such as bushfires, which are not declared 'disaster situations'.

A diagram of the *evacuation process* is at Figure 1, followed by a description of each stage of the process.

Brisbane City Council Disaster Management Plan: V.v.i. Moreton Bay Islands Evacuation Plan

Threat or Event

Lead Agency → **Decision to Evacuate**

Return Residents

Warn residents

Order Mandatory Evacuation

Recommend Voluntary Evacuation

Island Assembly Area

Withdrawal from Islands ← **Internal (Island) Emergency Shelter**

Embarkation Point

Residents depart independently

Disembarkation Point

External Emergency Shelter
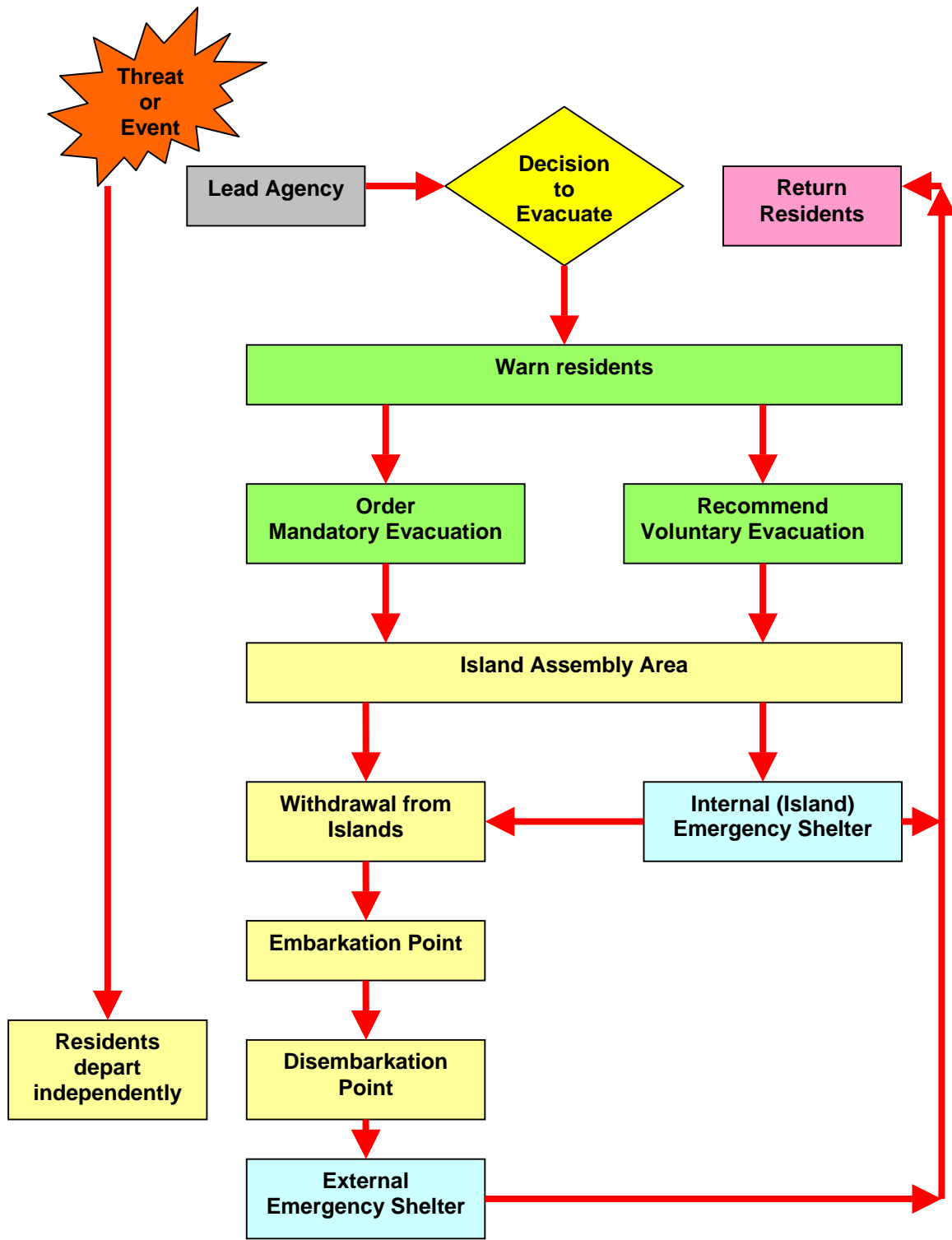
Figure 1: Evacuation Process

Note: Lead agency may be QFRS or QPS.

4.1 Stage 1 – Decision to evacuate

As an event threatens or occurs in the islands, evacuation may be the most appropriate strategy to manage the risk.

A decision to evacuate may be made by:

- a QFRS officer under the *Queensland Fire and Rescue Act 1990*
- a QPS officer under the *Public Safety Preservation Act 1986*
- in consultation with the Local Disaster Management Group (LDMG), a District Disaster Coordinator (DDC) or a *declared disaster officer* under the *Disaster Management Act 2003*.

In some circumstances, **voluntary evacuation** of the MBIs may be recommended by the relevant LDMG. Voluntary evacuation will normally involve persons **self evacuating**, however, some transport assistance may be required for citizens with disabilities, the homeless, disadvantaged and aged members of the community who do not have access to appropriate transport.

In other circumstances, **mandatory evacuation** may be ordered as follows:

- Under the *Disaster Management Act 2003*, by the DDC or a declared disaster officer, if a *disaster situation* has been declared or is imminent.

- Under the *Public Safety Preservation Act 1986,* and if a *disaster situation* has not been declared under the *Disaster Management Act 2003*, a commissioned police officer (the incident coordinator) or his or her delegate, may declare that an *emergency situation* exists in respect of a specified area, and direct the mandatory evacuation of people from the area.

- Under the *Queensland Fire and Rescue Act 1990*, an authorised fire officer may order mandatory evacuation of persons within a specified area in an emergency caused by fire or hazardous materials.

When **mandatory evacuation** is ordered, evacuees may still **self evacuate,** however, transport assistance will also have to be provided for many.

The decision to evacuate should take account of the following factors:

- a vulnerability analysis which considers whether, for the hazard and conditions, sheltering in place may be preferable
- the potential for risk to evacuees during movement from the islands
- available lead time
- the ability to effectively warn affected people
- the time and resources (transport and people) to carry out the evacuation
- access and egress to/from the islands
- availability of assembly areas
- safety of emergency workers
- the potential numbers of evacuees involved
- the requirement to provide temporary accommodation.

4.2   Stage 2 - Warning

Evacuation warning involves the dissemination of clear, unambiguous public information in the form of *advice* or *direction* to all people concerned.

The warning may be for mandatory evacuation or voluntary evacuation.

Evacuation warnings may be authorised by the relevant DDC, after consultation with the relevant LDMGs, or they may be issued locally by a QPS or QFRS officer.

Evacuation warnings will be issued to island communities by a range of methods in accordance with local authority communications strategies. The major means of issuing evacuation warnings to the MBIs include:

- radio, television and website warnings
- word of mouth through Island Evacuation Coordinators, QPS, QFRS and QPWS and island networks
- through Volunteer Marine Rescue (VMR).

Special-needs groups must be considered in warnings for evacuation.

An example of the contents of an evacuation warning message is at Appendix 2.

4.3   Stage 3 – Withdrawal

Withdrawal involves the removal of people from a dangerous or potentially dangerous situation on an island via evacuation routes and assembly areas to a place of relative safety – it will usually be an emergency shelter on the island (internal evacuation), or via embarkation points, disembarkation points and evacuation routes to an emergency shelter on the mainland or another island (external evacuation).

This withdrawal plan involves:

- **Control/coordination.** Normally, a QPS officer will be the *Evacuation Controller* for evacuation on, and from, the MBIs. QPS supported by QFRS and SES will coordinate any evacuation in the field. In this Evacuation Plan, an *Island Evacuation Coordinator* is nominated to work with the QPS to assist with the coordination of people on each island. Island Evacuation Coordinators are listed in the island-specific appendices. For a fire or chemical emergency on an island, a QFRS officer may coordinate a local evacuation.

- **Evacuation priorities.** Lead-time, resources available and the nature and urgency of the hazard will be major factors affecting priorities for evacuation. These should be considered when a decision to evacuate is being made.

- **Resources.** Careful coordination of resources (ferries, buses, taxis, personnel and communications) is required to ensure an efficient withdrawal stage. Key sea transport providers are listed at Appendix 3.

- **Evacuation routes, assembly areas and embarkation points.** These are specified in the island-specific appendices.

- **Internal emergency shelters.** Internal emergency shelters (where applicable are listed in the island-specific appendices).

- **Disembarkation points.** The preferred ferry and boat disembarkation points are nominated in the island-specific appendices.

- **External emergency shelters.** Mainland emergency shelters are nominated in. If evacuees are withdrawn to another island, that island's emergency shelter/s listed in its appendix will be used as the external emergency shelter.

- **Special-needs groups.** Special-needs groups will require particular attention. They will be cared for in accordance with the Recovery and Welfare Plans for each local authority. Special-needs groups are likely to require assistance during the evacuation.

- **Registration.** Registration of evacuees will occur at the earliest practical point in the evacuation chain. This may be at an assembly area, at an embarkation or disembarkation point, during transit on a ferry or barge or at an emergency shelter. Registration will be in accordance with the National Registration and Inquiry System (NRIS) and will be administered by the Red Cross on behalf of the QPS.

- **Security of evacuated islands.** In the first instance, evacuees are responsible for securing their properties prior to evacuation. The community awareness and education strategies emphasise this and property security should be reinforced in public announcements and warning messages. As priorities allow, the QPS will provide security patrols of evacuated areas. Private security firms may also be considered.

- **Security of personnel.** An evacuation will be a stressful time for evacuees and some additional control measures and security may be required. The QPS is responsible for security of personal during an evacuation.

- **Briefing for all organisations involved.** A successful withdrawal will require establishment of good communications and effective liaison and dissemination of relevant information to all stakeholders. This Evacuation Plan provides for detailed briefings of all groups involved in the evacuation. A suggested outline of the contents for a briefing is at Appendix 4. It may have to be modified to suit the hazard conditions at the time.

Island-specific planning details are located in appendices as follows:

- North Stradbroke Island   Appendix 5
- Coochiemudlo Island   Appendix 6
- Macleay Island   Appendix 7
- Lamb Island   Appendix 8
- Karragarra Island   Appendix 9
- Russell Island   Appendix 10
- Moreton Island   Appendix 11
- South Stradbroke Island   Appendix 12
- Other Moreton bay islands   Appendix13

A set of maps of the islands is available in the Redland Shire Local Disaster Management Plan Directory of Maps and Charts, and the Brisbane City Council and GCC disaster management map libraries.

4.4   Stage 4 - Shelter

Emergency shelters for internal evacuation are located on some of the islands, and external emergency shelters are located on the mainland in each local authority area, or on another island.

In a major event, neighbouring local authorities may assist each other in providing emergency shelter, transport and other support.

During the withdrawal stage, evacuees will be relocated to emergency shelters for temporary respite. From these, they may be moved to temporary accommodation, to other places of their choosing or returned to their original residence when it is safe to do so. The considerations for management and service delivery arrangements for these shelters are detailed in local authority Recovery and Welfare Plans.

Internal emergency shelters are listed in island-specific appendices.

External emergency shelters are listed in the relevant Recovery or Welfare Plans, or, if evacuees are disembarked on another island, that island's listed shelter/s is/are to be used.

Note: Emergency shelters are not assessed and rated for cyclones, storms, bushfires and other hazards *so people not evacuated should be encouraged to shelter in their own residence*, if possible.

4.5   Stage 5 – Return

The return stage of the evacuation process is implemented as part of the Recovery and Welfare Plan.

Once the hazard threat has subsided, a detailed assessment of the disaster area will be requested by the relevant LDMG. This assessment will involve a range of State and local authorities, and private contractors, to determine if return of evacuees is possible, and if any special conditions need to be imposed.

The assessment will include consideration of:
- the hazardous nature of each island
- the possibility of the hazard impact recurring
- the safety of structures including accommodation, utilities, and transport facilities
- security
- availability of suitable facilities including accommodation, utilities and hygiene facilities
- the availability of services to support the community.

If the LDMG has activated the Local Disaster Recovery Committee (LDRC), the LDRC will coordinate the return stage of the evacuation. If there has been little or no damage and the LDRC has not been activated, the return of people will be coordinated by the EOC in accordance with LDMG priorities.

5.0 Post-disaster assessment

A post-disaster assessment is conducted to evaluate the operation of the disaster management system as it applied during the event. As soon as practicable after the return of people to their communities, the LDMG should initiate a post-disaster assessment of all the disaster management arrangements.

Many State and local authority agencies, as well as contractors, will be involved in the assessment. Plans and procedures implemented during evacuation should form part of this assessment and adjustments should be made to them where appropriate.

6.0   Training and testing

Disaster managers, including LDMG and EOC members, should be regularly briefed on this Evacuation Plan and trained on how it fits into the wider disaster management arrangements.

This Evacuation Plan should also be reviewed, exercised and tested annually.

Appendix 1: Summary risk assessment for the Moreton Bay islands

(in approximate order of probability in a given year)

Event	Likelihood	Consequence (from MBI-wide perspective)	Overall risk rating
Bushfire	Almost certain	Major	High
Storm	Almost certain	Major	High
Heatwave	Likely	Minor	Low
Local flooding	Likely	Minor	Low
Cyclone/storm surge	Possible	Major	High
Tsunami	Possible	Catastrophic	Extreme
Pandemic	Possible	Catastrophic	Extreme
Earthquake	Unlikely	Catastrophic	Extreme

Keys:

Qualitative scale of likelihood

Descriptor	Description
Almost certain	Is expected to occur regularly
Likely	Will probably occur from time to time
Possible	Might occur at some time
Unlikely	Is not expected to occur; improbable

Qualitative scale of consequences

Descriptor	Description
Insignificant	No fatalities; no injuries; low financial loss; little disruption to community; no measurable impact on environment
Minor	Small number of injuries; no fatalities; first aid treatment

	required; some displacement of people (<24hrs); some personal support required; some damage; some disruption (for short period of time); small impact on environment with no lasting effects; some financial loss
Moderate	Medical treatment and hospitalisation required; no fatalities; displacement of people (short period e.g. <24hrs): personal support satisfied through local arrangements; localised damage to community and environment; community continues to function with some inconvenience; impact on environment but no long-term effect; significant financial loss
Major	Extensive injuries; fatalities; significant hospitalisation; large number displaced (>24hrs); external resources required for personal support; significant damage that requires external resources; community only partially functioning; some services unavailable; some impact on environment with long-term effects; significant financial loss – some support required
Catastrophic	Large numbers of severe injuries; extended and large numbers requiring hospitalisation; general and widespread displacement for extended duration; significant fatalities; extensive personal support; extensive damage; community unable to function without significant support; significant impact on environment and/or permanent damage; huge financial loss – unable to function without significant support

Note: This summary risk assessment is for the MBIs. It was developed by attendees at the Moreton Bay Islands Recovery and Evacuation Plan workshops in September 2006. It should be read in conjunction with the Redlands Shire Council, Natural Disaster Risk Management Study, May 2004 and other local authority risk assessments.

Appendix 2: Contents of warning message

The evacuation warning message is drafted by the LDMG in collaboration with the DDC. It should be in clear and simple language, avoiding ambiguity, jargon and abbreviations. Where applicable, contents should include:

- the issuing authority (the DDC)
- the date and time of issue
- an accurate description of the hazard
- areas that may be affected immediately by the hazard and those that may be subsequently affected
- advice to those receiving the warning, including (where applicable):
  - evacuating (including anticipated duration of absence, if known), or
  - advice to stay indoors
  - risk minimising measures (if staying)
  - what to bring (e.g. medication, single bag of clothes)
  - what not to bring (e.g. pets, if impracticable)
  - listening to a designated radio and/or TV station for further advice
  - securing of premises and personal effects
  - evacuation routes
  - assembly areas
  - assistance available (transport, medical, evacuation centres, counselling)
  - reference to any *emergency guides*
  - minimising use of telephones (except in emergencies)
  - safeguarding domestic pets and other animals
  - interpreting services available
- what is being done to control the hazard (if applicable)
- the time the next warning will be issued, or advice that no further warnings will be issued.

Appendix 3: Key providers of sea transport

Sea Stradbroke - Car and passenger ferries

Contact:

Vessel: ***One 50-metre catamaran***

Diesel powered

Based at Cleveland and refuels there

Communications include UHF, VHF and mobile phone

Licensed for 65 vehicles plus 350 passengers

In emergency could carry 3000 passengers and no vehicles

On call 24/7 – worst-case start up time is 60 minutes

Multiple crews would allow continuous operations

Transit time is 40 minutes @ 18 knots

Would operate in winds up to 35 knots (or 40 knots) depending on wind direction

Standard destination - can land at Dunwich, North Stradbroke Island

Under emergency situations - can land at One Mile Jetty, North Stradbroke Island

Can go to other islands including Moreton Island

Bay Islands Transit System

Contact:

Vessels: ***Four 20-metre ferries***

Diesel powered

Three ferries each licensed for 120 passengers

One ferry licensed for 150 passengers

Two 8-metre power catamarans

Petrol powered

Each ferry licensed for 28 passengers

Based at Russell Island and refuel there

Service Russell Island, Lamb Island, Macleay Island and Karragara Island from Redland Bay

Communications include UHF, VHF and mobile phone

On call 24/7 – via a paging system for after-hours call out

Multiple crews would allow continuous operations

Could also operate to Coochiemudlo Island and Stradbroke Island in an emergency

Would operate in winds up to 45 knots depending on wind direction

Stradbroke Ferries

Contact:

Vessel name	Base	Passengers	Vehicles	Tonnes	Maximum deck passengers
Barges					
Quandamooka	Cleveland	400	53	700	2000
Minjerribah	Cleveland	400	52	700	2000
Venture	Spare (but available)	400	34	450	1500
Lakarma	Redland	200	22	175	960
Moreton Escape	Redland	200	20	120	900
Bay Island	Redland	100	16	130	790
Combi Trader II	Scarborough	200	18		
Water Taxi					
Escape	Cleveland	176			

Notes:

1. The smallest barges can reach Coochiemudlo Island, but only close to high tide.
2. Combi Trader II operates from Scarborough to Moreton Island.
3. As a guide, the round trip for all barges is two hours.
4. All vessels have two crews and can operate for 24 hours per day for limited periods.
5. Maximum deck passengers means the absolute legal maximum and refers to barges with no vehicles on board and standing passengers on open decks. This is dependent on sea state and weather.
6. All barges require beach-side assistance to control embarkation.
7. All barges can embark from ramps or beaches.
8. Vehicle numbers are calculated as standard cars being five metres in length. A standard vehicle with a trailer/caravan equals two standard cars.

Stradbroke Flyer Water Taxi – Gold Cats

Contact:

Vessels: **Three passenger-only high-speed catamarans**

Capacity 90 people

Transit time from Cleveland to North Stradbroke Island One Mile Jetty 21 minutes

One high-speed catamaran

Capacity 18 people

Transit time from Cleveland to North Stradbroke Island One Mile Jetty 6 minutes

Appendix 4: Suggested content of briefing for organisations involved

The content of the briefing for the organisations involved might include:

1.   Details of the decision and reasons for the evacuation, such as:

- the hazard, impact and effects

- area to be evacuated

- current

- predicted conditions.

2.   Allocation of tasks and priorities.

3.   Arrangements for special groups to be evacuated.

4.   Evacuation routes, with radio frequencies, radio and TV stations to be monitored, and any traffic control arrangements.

5.   Location of assembly areas.

6.   Authority to evacuate and any limitations (for example, claims for pecuniary interest), including ability/desirability/authority for forcible removal.

7.   Special instructions to evacuees relating to:

- authority for evacuation

- reasons for evacuation

- anticipated duration

- method of evacuation

- where to go to and how to get there (assembly areas/egress routes)

- requirement to report to designated assembly areas

- personal effects to be or not to be taken (e.g. medications, clothing)

- securing of premises (may include instructions to switch off power, water and extinguish naked flames)

- enquiring about occupation of neighbouring premises

- arrangements that are to apply to domestic animals and livestock (a record of animals left behind is required to allow for arrangements to be made for their care and later removal)

- what to do if residents choose not to evacuate.

8.   Records that are to be made of persons evacuated, remaining and their pets.

9.   Reporting of the completion of evacuation (houses, streets, blocks and the entire island).

10.   How the area is to be secured following evacuation, including road closures and security patrols.

Appendix 5: North Stradbroke Island

Island Evacuation Coordinator

The North Stradbroke Island Evacuation Coordinator is the QPS Officer-in-Charge (OIC) on the island.

Assembly areas

The assembly areas for North Stradbroke Island are:

- the ferry terminal car park, Dunwich
- the boat ramp car park, Amity Point
- the Point Lookout Hotel, at Point Lookout.

Embarkation points (for external evacuation)

Embarkation points on the island are:

- the ferry terminal at Dunwich
- the boat ramp at Amity Point
- the One Mile Jetty.

Evacuation routes

The land evacuation routes on North Stradbroke Island are the main roads from Point Lookout to Dunwich; from Point Lookout to Amity Point; and from Amity Point to Dunwich (depending on which embarkation points are used).

The sea evacuation routes are Dunwich to Cleveland and Amity Point to Cleveland.

Internal emergency shelters

Internal emergency shelters on the island are:

- Public Hall, Dunwich
- Amity Point Community Hall
- Point Lookout Hall.

Disembarkation points

Ferry disembarkation points for evacuees from North Stradbroke Island are at the Cleveland ferry terminals. Other boat disembarkation points are at Raby Bay and William Street ramp.

External emergency shelters

External emergency shelters for evacuees moved to the mainland will be selected from the emergency shelters nominated in the RSC Recovery and Welfare Plan.

Key contacts

Contact	Telephone/fax	Comments
Officer-in-Charge, QPS		
Queensland Ambulance Service (Dunwich)		
QFRS (Rural Fire Brigade)		Contact is via Cleveland Fire Station
Volunteer Marine Rescue		Contact is via QPS Brisbane Water Police
Marie Rose Clinic (Dunwich)		Offshoot of Redland Hospital
Stradbroke Island Medical Centre (Point Lookout)		
Yulu-Burri-Ba		Aboriginal Corporation for Community Health
Consolidated Rutile Limited		Dunwich Office Kounpee Office Murarrie Office

Helipads

Helipads are located at Dunwich, Amity Point and Point Lookout.

Other planning information - North Stradbroke Island

Population[1]

Town	Permanent population	Age breakdown	
		<15 years	**>65 years**
Dunwich	980	278	89
Amity Point	436	99	61
Point Lookout	913	144	100
Total	2329	521	250

Population numbers should be confirmed and updated when the 2006 census figures are available.

There are several indigenous population groups throughout the island.

Visitors

North Stradbroke Island experiences a significant population increase during the holiday season. Population increases by 20-30,000 people during summer and Easter holiday periods, with the bulk of the visitors being located in the holiday houses at Amity Point, the resorts and holiday houses of Point Lookout and at the camping grounds at, Amity Point, Adder Rock, Thankful Rest, Main Beach, Flinders Beach and Cylinder Beach. Communication with this dispersed group will be a major challenge.

---

[1] 2001 Estimate Residential Population - ABS via Planning and Information Forecasting Unit (PIFU) ABS First release data 2003

Special needs groups

Indigenous population, *Minjerribah Respite Centre.*Contact via *Minjerribah Moorgumpin Elders in Council.*

Consolidated Rutile Limited (CRL) and Silica Sand Mines Limited are the two major employers and sand mining operators, and each should be contacted if an evacuation of the island is necessary.

On-island buses and other transport

North Stradbroke Island Bus Service.

- one 53-seat coach
- three 35-seat (+ 14 standing) buses
- two 30-seat buses
- one 23-seat bus

Additional buses are operated by:

- North Stradbroke Island Rugby League and All Sports Club.
- Stradbroke Island Point Lookout Bowls Club.
- Amity Point Community Centre Inc.
- Little Ship Club.
- Yulu-Burri-Ba
- Consolidated Rutile Limited - two buses

Appendix 6: Coochiemudlo Island

Island Evacuation Coordinator

The Coochiemudlo Island Evacuation Coordinator is Michael Reading, a Queensland Ambulance Service (QAS) and QFRS volunteer.

Assembly areas

The assembly area for Coochiemudlo Island is at the Surf Life Saving Club site in Elizabeth Street or the car park near the jetty.

Embarkation points (for external evacuation)

Embarkation points on the island are:

- the jetty at the southern end of Elizabeth Street
- the barge ramp at the southern end of Tageruba Street.

Evacuation routes

The land evacuation routes on Coochiemudlo Island are the most direct safe routes to the assembly area.

The primary sea evacuation route is from the embarkation points to Victoria Point. Alternative routes are from the embarkation point to Redland Bay or Cleveland.

Internal emergency shelters

The internal emergency shelter on the Island is the Community Hall in Victoria Parade.

Disembarkation points

The disembarkation point for evacuees from Coochiemudlo Island is at Victoria Point. Alternate disembarkation points are at Redland Bay or Cleveland.

Other boat disembarkation points are at Victoria Point pontoon near the VMR depot.

External emergency shelters

External emergency shelters for evacuees moved to the mainland will be selected from the emergency shelters nominated in the RSC Recovery and Welfare Plan.

Key contacts

Contact	Telephone/fax	Comments
QFRS Aux QAS		Part time/voluntary positions
Coochiemudlo Island Ferry/Barge Service		
Coochiemudlo Island Surf Lifesaving Club		
Coochiemudlo Lodge for Deaf and Visually Handicapped Children		
Coochie Island Store and Snack Bar		
Coochie Island Resort		

Other planning information – Coochiemudlo Island

Population

Suburb	Total	Age	
		<15 years	>65 years
Coochimudlo Island	545	84	109

Source: Census 2001

Population numbers should be confirmed and updated when the 2006 census figures are available.

Special needs groups

There is a lodge on the Island for deaf and visually handicapped children on the corner of Shirley and Elizabeth Streets. If children are in residence, special assistance may be needed.

On-island buses and other transport

There is no longer an island bus. A volunteer driven ambulance is available. There is a small number of private cars.

Helicopter landing point

A helicopter landing point and wind sock is near the assembly area at the Surf Lifesaving Club.

Appendix 7: Macleay Island

Island Evacuation Coordinator

The Macleay Island Evacuation Coordinator is the QFRS First Officer.

Assembly area

The assembly area for Macleay Island is the Community Hall, corner of High Central Road and South Sea Terrace.

Embarkation point (for external evacuation)

The embarkation point on the island is the ferry terminal at Brighton Terrace.

Evacuation route

The land evacuation route on Macleay Island is generally via High Central Road.

The sea evacuation route is from the embarkation point to Redland Bay. The alternate route is from the embarkation point to Victoria Point.

Internal emergency shelters

Possible internal emergency shelters on the island are:
- Progress Hall
- Community Hall
- Golf Club
- Bowls Club
- State Primary School.

Disembarkation points

The ferry disembarkation point for evacuees from Macleay Island is at Redland Bay. The alternate disembarkation point is at Victoria Point.

External emergency shelters

External emergency shelters for evacuees moved to the mainland will be selected from the emergency shelters nominated in the RSC Recovery and Welfare Plan.

Key contacts

Contact	Telephone/fax	Comments
Ailsa Harding, Bay Islands Community Service		Also services Russell Island and Lamb Island
QAS Paramedic		Station
QFRS First Officer		
Macleay Island Taxi Service		Also hire cars
Macleay Island Village Store		
Macleay Island General Store		
Macleay Island Bowls Club		

Other planning information – Macleay Island

Population

Island	Total	Age	
		<15 years	>65 years
Macleay Island	1135	211	214

Source: Census 2001

Population numbers should be confirmed and updated when the 2006 census figures are available.

On-island buses and other transport

- school bus
- QAS boat
- taxi
- Golf Club bus
- Bowls Club bus.

Helipad locations

- State School oval, Macleay Island
- Golf Club fairway
- Rear of Emergency Service Centre (with wind sock)

Appendix 8: Lamb Island

Island Evacuation Coordinator

The Lamb Island Evacuation Coordinator is the QFRS First Officer.

Assembly area

The assembly areas for Lamb Island are at the Bowls Club and the Fire Shed.

Embarkation point (for external evacuation)

The embarkation point on the island is the ferry terminal at the end of Lucas Drive.

Evacuation route

The land evacuation route on Lamb Island is generally via Lucas Drive.

The sea evacuation route is from the embarkation point to Redland Bay.

Internal emergency shelters

The internal emergency shelters on the Island are the Bowls Club and the Lamb Island Pioneer Hall.

Disembarkation points

Ferry disembarkation points for evacuees from Lamb Island are at Redland Bay, Cleveland or Victoria Point ferry terminals.

Other boat disembarkation points are at Victoria Point or Cleveland.

External emergency shelters

External emergency shelters for evacuees moved to the mainland will be selected from the emergency shelters nominated in the RSC Recovery and Welfare Plan.

Key contacts

Contact	Telephone/fax	Comments
QFRS First Officer		
First Responder Group		Support for QAS (Redland Bay)
Lamb Island Bowls and Recreation Club		
Lamb Island Voluntary First Aid Service		
Bay Islands Community Service		Also services Russell Island and Macleay Island

Other planning information – Lamb Island

Population

Island	Total	Age	
		<15 years	>65 years
Lamb Island	328	48	64

Source: Census 2001

Population numbers should be confirmed and updated when the 2006 census figures are available.

Helipad locations
- Park beside Bowls Club
- High water barge landing area

Appendix 9: Karragarra Island

Island Evacuation Coordinator

The Karragarra Island Evacuation Coordinator is Rick MacKenzie.

Assembly area

The assembly area for Karragarra Island is the QFRS Depot.

Embarkation point (for external evacuation)

The embarkation point on Karragarra Island is the ferry terminal on the northern coast at the western end of the island.

Sandy beaches on the northern coast could be used in an emergency.

Evacuation route

No special land evacuation route is required.

The sea evacuation route is from the embarkation point to Redland Bay.

Internal emergency shelters

The internal emergency shelter on the Island is the QFRS Depot shed.

Disembarkation points

Ferry disembarkation points for evacuees from Karragarra Island are at the Redland Bay, Cleveland or Victoria Point ferry terminals.

Other boat disembarkation points are at Victoria Point or Cleveland.

External emergency shelters

External emergency shelters for evacuees moved to the mainland will be selected from the emergency shelters nominated in the RSC Recovery and Welfare Plan.

Key contacts

Contact	Telephone/fax	Comments
First Responder Group		Support for QAS

Other planning information – Karragarra Island

Population

Island	Total	Age	
		<15 years	>65 years
Karragarra Island	103	6	33

Source: Census 2001

Population numbers should be confirmed and updated when the 2006 census figures are available.

Visitors

Karragarra Island is a residential-only island. There may be small numbers of visitors (but not tourists) at any given time.

Helipad locations

The helipad is beside the Rural Fire Service Depot.

Appendix 10: Russell Island

Island Evacuation Coordinator

The Russell Island Evacuation Coordinator is the QFRS First Officer.

Assembly areas

The assembly areas for Russell Island are:

- Barge ramp and Jetty (north) – barge or boats
- Yacht Club (north east) – ferry or small boats
- Barcelona boat ramp (east) – small barge or boats
- Sandy Beach (south east) – small barge or boats
- Rocky Point (south west) – small boats only

Embarkation point (for external evacuation)

The main embarkation point on Russell Island is the ferry terminal at High Street, but barges can operate from all assembly areas except Rocky Point.

Evacuation route

The land evacuation route is along High Street and Centre Road.

The sea evacuation route is from the embarkation point to Cleveland or Redland Bay.

Internal emergency shelters

The primary internal emergency shelters on the Island are:

- Recreational Hall
- Community Centre
- Fire Station
- Church Hall

Commercial operations such as the RSL Club and the Bowls Club may be considered as well.

Disembarkation points

Ferry disembarkation points for evacuees from Russell Island are at the Cleveland, Redland Bay or Victoria Point ferry terminals.

Other boat disembarkation points are at Victoria Point or Cleveland.

External emergency shelters

External emergency shelters for evacuees moved to the mainland will be selected from the emergency shelters nominated in the RSC Recovery and Welfare Plan.

Key contacts

Contact	Telephone/fax	Comments
QFRS Station		
QFRS First Officer		
Bay Islands Community Service		Also services Lamb Island and Macleay Island

Other planning information – Russell Island

Population

Island	Total	Age	
		<15 years	>65 years
Russell Island	1309	204	262

Source: Census 2001

Note: Locals estimate (based on delivery of 1300 census forms to dwellings on island) that the permanent population is closer to 3000 persons and the 'floating' population, a further 1500 persons in peak holiday times. Population numbers should be confirmed and updated when the 2006 census figures are available.

On-island buses and other transport

- school bus
- RSL courtesy bus
- Bowls Club courtesy bus
- taxi

Helipad locations

- Jackson Oval
- QFRS Depot
- school Oval

Appendix 11: Moreton Island

Island Evacuation Coordinators

The Moreton Island Evacuation Coordinator is Greg Scroope, the Disaster Management Coordinator for Brisbane City Council.

Assembly areas

The assembly areas for Moreton Island are:

- Fire Station at Bulwer
- Fire Station at Cowan
- Tangalooma Resort at Tangalooma
- Fire Station at Kooringal.

Embarkation points (for external evacuation)

The embarkation points on the island are:

- the Tangalooma jetty
- the barge landing area at the Wrecks, Tangalooma
- the barge landing area at Bulwer
- the barge landing area at Kooringal.

Evacuation routes

The land evacuation routes are the most direct safe routes to the assembly areas.

The sea evacuation route is from the embarkation points to Scarborough, Amity Point or the Brisbane River.

Internal emergency shelters

The internal emergency shelters on the Island are:

- Tangalooma Resort at Tangalooma

- Fire Station at Bulwer
- Fire Station at Cowan
- Fire Station at Kooringal.

Disembarkation points

Ferry disembarkation points for evacuees from Moreton Island are:

- Scarborough (Combie Trader ferry terminal)
- Whyte Island (MiCat)
- Amity Point (Kooringal Trader)
- Pinkemba (Tangalooma Flyer) - passengers only).

There are numerous other boat disembarkation points at Scarborough, Redcliffe Pier, Brisbane River, Manly and Cleveland.

External emergency shelters

External emergency shelters for evacuees moved to the mainland will be selected from the emergency shelters nominated in the Brisbane City Council Disaster Management Plan.

Key contacts

Contact	Telephone/fax	Comments
Disaster Management Coordinator		
Council SES Unit		
SES Group Leader		
QFRS First Response Officer		
Ranger-in-Charge QPWS		Can be contacted after-hours

Other planning information – Moreton Island

Population

Island	Total	Age	
		<15 years	>65 years
Moreton Island	431	30	48

Source: Census 2001

Population numbers should be confirmed and updated when the 2006 census figures are available.

Visitors

At peak periods in summer, the Island can have up to 10,000 visitors, most are organised day-trippers or at the resort, however, many are family and other groups at camping sites throughout the island.

On-island buses and other transport

There is no public transport on the Island. Most residents and visitors operate four-wheel drive vehicles.

Helipad locations

Emergency helipad locations are available at Cape Moreton, Bulwer, Cowan, Tangalooma and Kooringal.

Airstrips

Private airstrips are located at Cowan Point (Tangalooma lease) and Kooringal (Oyster Farm lease).

Appendix 12: South Stradbroke Island

Island Evacuation Coordinator

The South Stradbroke Island Evacuation Coordinator is John Traill, Operations Manager Stradbroke Island, Gold Coast City Council.

Assembly areas

The assembly areas are:

- Couran Cove Resort
- Couran Point Resort
- Tipplers Campground
- Currigee Campground
- North Currigee Campground.

Embarkation point (for external evacuation)

The embarkation points on the island are the ferry terminals at Couran Cove, Couran Point, Tipplers, The Bedrooms and Currigee North Campgrounds or the Beach Protection Authority (BPA) Jetty (which is fitted out with emergency service radios including Fire Service and VMR).

Evacuation routes

The land evacuation routes on South Stradbroke Island are along the most direct safe tracks or the beach to the embarkation point.

The sea evacuation routes are from the embarkation point to:

- Runaway Bay Marina
- Southport Yacht Club
- Jabiru Island.

Internal emergency shelters

The internal emergency shelters on the island are at Couran Cove Resort and BPA shed.

Disembarkation points

Ferry disembarkation points for evacuees from South Stradbroke Island are at:

- Runaway Bay Marina
- Southport Yacht Club
- Jabiru Island.

Other boat disembarkation points are along Runaway Bay Esplanade and numerous other small boat ramps on the mainland.

External emergency shelters

External emergency shelters for evacuees moved to the mainland will be selected from the emergency shelters (evacuation centres) nominated in the GCC Disaster Management Plan.

Key contacts

Contact	Telephone/fax	Comments
Island Evacuation Coordinator		
Couran Cove Resort		
Couran Point Resort		
Tipplers and The Bedrooms Campgrounds		
Currigee and North Currigee Campgrounds		
Wasp Creek Rural Fire Service		Responsible for fire management on the island but located on the mainland

Volunteer Marine Rescue Jacobs Well and Southport		

Other planning information – South Stradbroke Island

Population

Island	Total	Age	
		<15 years	**>65 years**
South Stradbroke Island	285	4	71

Source: Census 2001

Population numbers should be confirmed and updated when the 2006 census figures are available.

Visitors (maximum numbers)

Currigee North and South (cabins)	185 per day
Campers Currigee North and South	360 per day
Campers Tipplers (including The Bedrooms)	425 per day
Couran Cove	1200 per day
(occupancy averages 46%, approx 550 persons per day)	
Couran Point	120 per day
(occupancy averages 46%, approx 55 persons per day)	
TOTAL (MAXIMUM) visitors	2290 per day

Helipad locations

- Entrance to Couran Cove (suitable for turbo helicopter)
- Couran Point
- BPA shed (suitable for turbo helicopter)
- Tall Ships

Appendix 13: Other Moreton Bay islands

Other Moreton Bay islands with very small populations such as Peel Island (RSC), St Helena (Council), Tabby Tabby and Garden Island (RSC) are also covered by this Evacuation Plan.

Peel Island

- Peel Island is located towards the northern end of the MBIs in a Marine Conservation Park and is managed by a QWPS caretaker who lives on the island.
- Evacuate through Dunwich on North Stradbroke Island to Cleveland.
- Greg Carter, the Senior Ranger, is the point of contact.

St Helena

- St Helena Island is a National Park four kilometres to the east of the mouth of the Brisbane River.
- It has day and night guided tours of the ruins but no permanent residents.
- Greg Carter, the Senior Ranger, is the point of contact.

Tabby Tabby

- One caretaker (private) is on site.
- Half the island is under water at high tide - no fire threat, but cyclone/storm surge threat applicable.
- Resident is self-sufficient.
- Evacuate to Cabbage Tree Point if required.

Garden Island

- Garden Island, near Macleay Island, is a small island occupied by one family who service themselves via their own boat.

- There is no water taxi, ferry or barge service to Garden Island.

- Evacuate to Macleay Island and then with their evacuees if required.

- Owners of this property are:

BRISBANE CITY COUNCIL
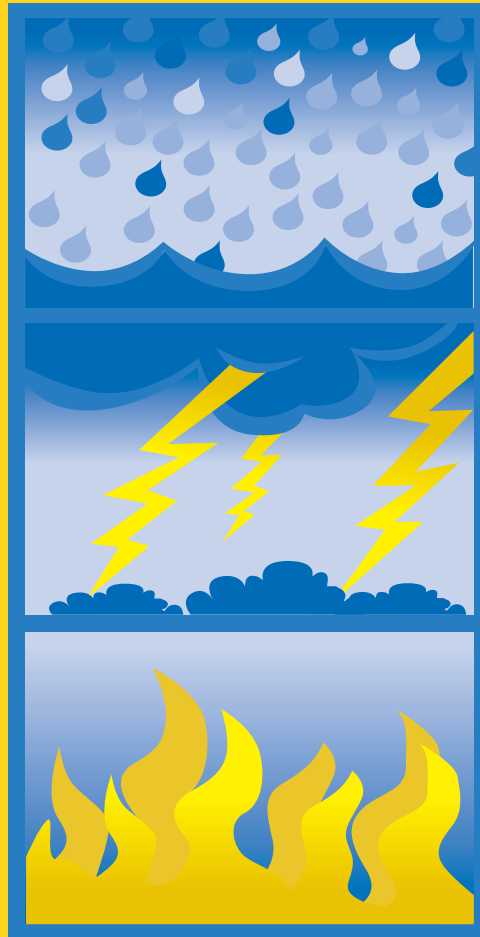
DISASTER MANAGEMENT PLAN

V.v.ii) Moreton Bay Islands Recovery and Welfare Plan

BRISBANE CITY

Dedicated to a better Brisbane

FOREWORD

This Recovery and Welfare Plan is a collaborative plan developed by the local authorities responsible for the Moreton Bay islands: Redland Shire Council (RSC), Gold Coast City Council (GCCC) and Brisbane City Council (Council).

This Recovery and Welfare Plan is presented as a sub-plan of the Local Disaster Management Plan for RSC and has been endorsed by the Local Disaster Management Group.

In the event that recovery and welfare planning of the MBIs is required, each local authority Local Disaster Management Group (LDMG) agrees to consult with the others, and, where appropriate, coordinate their efforts for the islands.

This Recovery and Welfare Plan is to be reviewed and updated annually in concert with the other volumes of the Redland Shire Disaster Management Plan.

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APPENDICES

1.0   Amendment status

This Recovery and Welfare Plan will be reviewed annually to ensure that all information is current. Between these formal amendments, a list of changes to contact details must also be maintained by Senior Advisor Emergency Management.

The Executive Officer of the LDMG may approve minor/inconsequential amendments to this document. Any changes to the intent of this document must be endorsed by the LDMG and approved by Council.

Approved amendments are to be listed in the table below once they are incorporated in this document.

Amendment number	Inserted by	Signature	Date

1.1 Abbreviations

BCLDMG	Brisbane City Council Disaster Management Group
Council	Brisbane City Council
CRC	Community Recovery Centre
DDC	District Disaster Coordinator
DDMG	Disaster District Management Group
DOCs	Department of Communities
DRF	Disaster Relief Funding
EOC	Event Operations Centre
GCCC	Gold Coast City Council
LDMG	Local Disaster Management Group
LDRC	Local Disaster Recovery Committee
MBIs	Moreton Bay Islands
NDRA	Natural Disaster Relief Assistance
QFRS	Queensland Fire and Rescue Service
QPS	Queensland Police Service
RSC	Redland Shire Council

1.2 Definitions

The following definitions are particular to this Recovery and Welfare Plan and are taken from Australian Emergency Management Series, Part 1, Manual 3 – Australian Emergency Management Glossary, and the Department of Community Services' Operations Manual.

Emergency shelter	Group shelter provided for affected persons in a community hall or similar. It is part of emergency relief and is different from temporary accommodation.
Lead agency	An organisation that, because of its expertise and resources, is primarily responsible for dealing with a particular hazard.
Recovery	The coordinated process of supporting emergency-affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, and physical well-being.

Welfare	The provision of immediate and continuing care of emergency affected persons who may be threatened, distressed, disadvantaged, homeless or evacuated; and, the maintenance of health, well-being and prosperity of such persons with all available community resources until their rehabilitation is achieved.
Community recovery	Community recovery is the coordinated process of supporting disaster-affected individuals, families and communities towards the restoration of emotional, social, economic and physical well-being following a disaster. The services typically include provision of information, payment of financial support, and provision of personal and psychological support.
Community recovery centre	A centre established by the Department of Communities (DOCs) to facilitate the delivery of disaster recovery services to the disaster-affected community by multiple agencies from a single location. (The community recovery centre is sometimes referred to as a *one-stop shop* or a *one-stop recovery centre.*)
Outreach team	An outreach team is a team (usually two persons) deployed to assess the needs of disaster-affected individuals and families and to advise them on the information, resources and services available.

1.3   References

Queensland Government, Disaster Management Act 2003

Queensland Government, Disaster Management Planning Guidelines

Queensland Government, Operational Planning Guidelines for Local Disaster Management Groups (Draft)

Department of Community Services, Operations Manual

Australian Emergency Management Series, Manual 10 – Recovery

Redland Local Disaster Management Plans Volumes 1-9

Redland Local Disaster Management Plan Volume 3 – Community Recovery

Gold Coast City Disaster Management Plan, 2006

Brisbane City Natural Disaster Risk Management Study

Brisbane City Council Disaster Management Plan
II. Committees and Disaster Management Group Standard Operating Procedures

Brisbane City Council Disaster Management Plan
IV. Crisis Communications Manual

Gold Coast Disaster District Community Recovery Plan (Revised 1 September 2005)

Gold Coast City Disaster Management Welfare Sub-Plan

Gold Coast City Council Disaster Communication Plan

2.0 Introduction

This Recovery and Welfare Plan covers all of the Moreton Bay islands (MBIs) and has been developed cooperatively between Redland Shire Council (RSC) Brisbane City Council (Council) and the Gold Coast City Council (GCCC). This Recovery and Welfare Plan supplements existing Community Recovery and Welfare Disaster Management Plans, by dealing with recovery issues specific to Moreton Bay islands.

The purpose of providing recovery services is to assist the affected community towards management of its own recovery. The role of local authorities is to participate in the recovery of the community in partnership with State and Commonwealth agencies. As the concerned local authorities, RSC, GCCC and Brisbane City Council each have responsibility for the management of disasters on their islands within Moreton Bay. Given that a disaster on one of the Moreton Bay islands may also affect others in Moreton Bay, and in the spirit of regional collaboration, the local authorities have agreed on this common Recovery and Welfare Plan for the islands, which will form part of the Local Disaster Management Plan for each local authority.

Generally, information available in other parts of Disaster Management Plans has not been duplicated in this Recovery and Welfare Plan.

This Recovery and Welfare Plan has been developed in consultation with the MBI communities, and with public and private sector service providers.

This plan is based on an 'all-hazards approach'.

2.1 Authority

This Recovery and Welfare Plan is prepared under the authority of RSC, GCCC and Council as a sub-plan of the Local Disaster Management Plans for those authorities, and in accordance with the *Disaster Management Act 2003*.

2.2 Purpose

The purpose of this Recovery and Welfare Plan is to detail the arrangements for multi-agency community recovery and welfare services to assist individuals and communities to manage their recovery following a disaster.

2.3   Scope

This Recovery and Welfare Plan is for the islands within Moreton Bay including:

- North Stradbroke Island (part of RSC)
- Coochiemudlo Island (RSC)
- Macleay Island (RSC)
- Lamb Island (RSC)
- Karragarra Island (RSC)
- Russell Island (RSC)
- Moreton Island (Brisbane City Council)
- South Stradbroke Island (GCCC)
- Other small islands including Peel Island (RSC), St Helena Island (BCC), Tabby Tabby Island (GCCC), and Garden Island (RSC)

This Recovery and Welfare Plan identifies agreed arrangements to coordinate the delivery of community recovery and welfare services.

2.4 Principles

In 1986 the Standing Committee of Social Welfare Administrators (now the Community Services' Ministers' Advisory Council) endorsed principles of disaster recovery management, which have provided a successful management context for recovery managers.

These principles are at Appendix 1.

3.0 Activation of this Recovery and Welfare Plan

Within Redland Shire, the LDMG may activate the Local Disaster Recovery Committee (LDRC) to coordinate recovery and welfare arrangements for the MBIs.

Within Brisbane City Council, the LDRC is known as the Community Recovery Committee. The Community Recovery Committee reports to the Council LDMG GCCC has both a Welfare Sub-Committee, which responds to the GCC LDMG, and a Recovery Committee, which reports to the DDMG.

The activation of State and Commonwealth recovery and welfare agencies to support this Recovery and Welfare Plan is done through the Disaster District structure and the District Disaster Coordinator (DDC).

4.0   Local Disaster Recovery and Welfare Committees

The LDRC's broad role is to coordinate local response to the event and to work with each of the participating recovery and welfare agencies that are delivering community recovery services to the disaster-affected community. Because recovery planning commences as soon as it is obvious that an event or disaster is imminent, the LDRC's initial meeting may occur before the event.

The LDRC reports to the LDMG. The LDRC coordinates information, resources and services in support of an affected community and recovery agencies.

4.1   Redland Shire Council

The responsibilities of the RSC LDRC are at Appendix 2.

The membership of the RSC LDRC is at Appendix 3.

4.2   Brisbane City Council

The role of the Council Community Recovery Committee is at Appendix 4.

The membership of the Council Community Recovery Committee is at Appendix 5.

4.3   Gold Coast City Council

The purpose, scope of, and agency representation on the Gold Coast City Disaster Management Welfare Sub-Committee is at Appendix 6.

The responsibilities and membership of the Gold Coast Disaster District Community Recovery Committee is at Appendix 7.

A suggested Agenda for the initial meeting is at Appendix 8.

5.0   Recovery elements

The four elements of recovery are:

- community recovery (including psychosocial recovery)
- infrastructure recovery (services and lifelines)
- economic recovery (including financial and political considerations, and business continuity)
- environmental recovery.

This Recovery and Welfare Plan is based around the four recovery elements. The plan is flexible and 'scalable' depending on the severity and duration of the event. While planning needs to be thorough, not all elements of the plan may need to be implemented for every disaster.

A diagram of the recovery and welfare process is at Appendix 9.

6.0   Community recovery

Community recovery is the coordinated process of supporting disaster-affected individuals, families and communities towards the restoration of emotional, social, economic and physical well-being following a disaster. The services typically include provision of information, payment of financial support, and provision of personal and psychological support.

Implicit is the requirement to take account of the specific needs of the community. This includes the culture, traditions, ethnicity and demographics of the island communities.

To begin the process of community recovery, the LDRC activates the community recovery and welfare services.

Note that Council has a separate Community Recovery Committee and GCCC has a Welfare Sub-Committee.

7.0 Community recovery and welfare services

Community recovery and welfare services aim to assist communities to recover from the effects of disasters. Such services are delivered by a selection of Commonwealth, State and local government agencies together with a broad range of not-for-profit, community-based and commercial welfare and support agencies.

The services required, and the duration of the operation, will be dictated by the nature, severity and effect of the particular disaster.

The LDRC, in conjunction with the DDC and the Department of Communities (DOCs), will activate the community recovery and welfare services and will coordinate their services with the recovery and welfare objectives and priorities set by the LDMG. It is important that feedback from the community recovery and welfare services is regularly provided to the LDRC and LDMG so that priorities and programs can be adjusted as necessary.

Details of the community recovery and welfare services, including the extent of services, lead agencies and a brief description of each service as applicable for RSC, are at Appendix 10.

Community recovery and welfare services will usually be associated with, and may operate from, community recovery centres.

8.0 Community recovery centres (CRCs)

A CRC is a centre established by DOCs to facilitate the delivery of disaster recovery services to the disaster-affected community by multiple agencies from a single location. All three tiers of government as well as non-government welfare and support agencies may be represented. (The CRC is sometimes referred to as a *one-stop shop* or a *one-stop recovery centre.*)

The centre would normally be located in a large community building in close proximity to the disaster area.

The decision as to whether to establish a CRC in any disaster would be made by the LDRC in consultation with the DDC, DOCs and the LDMG. When deciding to establish a CRC, some of the factors to be considered include:

- perceived need by the LDRC, the DDC and the local authorities affected
- accessibility of normal services
- isolation of the disaster affected community
- preparedness of community recovery agencies to be represented
- availability of a suitable location.

For the majority of the MBIs, the normal method of operation will be the establishment of CRCs on the mainland and perhaps on one of the larger islands, supplemented by the deployment of small outreach teams for limited periods. An outreach team is deployed to assess the needs of disaster affected individuals and families and to advise them on the information, resources and services available.

As the lead agency, DOCs will coordinate with district DOCs offices to ensure that CRC support is timely and proportionate for all of the Moreton Bay islands.

Possible staffing, methods of operation and locations are at Appendix 11.

Recovery workers of all types need to be aware of the potential impacts and likely reactions that may be experienced by individuals affected by emergencies or disasters. In particular, they need to be aware of the ways in which individuals may react to the

event to ensure that services are delivered in the most supportive and effective ways possible.

DOCs are best placed to offer broad advice to the LDRC, and then to recovery workers, on the psychological well being of particular communities or groups.

9.0　　Infrastructure recovery

Infrastructure is broadly defined as anything that contributes to the normal function of a community and includes things, people and organisations. With the relatively high dependence of modern-day communities on physical infrastructure, large-scale disruption to these lifelines may cause severe hardships for the community. The loss of infrastructure may also significantly affect the management and delivery of a broad range of recovery services.

This Welfare and Recovery Plan has identified the following broad priorities for restoration of essential services:

- restoration of living conditions and housing security
- community infrastructure (whether publicly or privately owned), including wharves and jetties, dry storage, roads, public transport, fuel, gas, water, electricity, telecommunications, garbage and sewerage, waterways, parks, flora and fauna.

The LDMG will use the existing communications strategies to engage the community to assist with setting specific priorities for communities, localities and islands.

Acknowledging that regulations change over time and it is important that buildings being rebuilt or repaired conform to existing standards, the LDRC will ensure that local regulations are readily available, particularly to contractors and tradesmen who may not be from the local area.

The LDMG will maintain oversight of the LDRC to ensure that recovery and welfare plans are adequately integrated with plans of other relevant services such as health, energy and telecommunications.

Brisbane City Council may establish a separate Infrastructure Recovery Committee.

10.0   Economic recovery

While local authorities have limited existing capacity to assist with economic recovery, the immediate priorities will be focused on restoration of common services necessary for a viable community, e.g. food outlets, banks and fuel.

While community recovery and welfare services provide immediate relief and support, it is important that a comprehensive assessment of the economic impacts of the disaster begin as soon as possible so that long-term economic viability is restored.

Longer-term economic recovery may involve specific programs and support beyond those available from local authorities. The LDMG, in conjunction with other regional local authorities, State and Commonwealth agencies together with local business groups will assess the following:

- What impact will disasters have on job security in the community?
- What mechanisms and resources will be required to assist and ensure the economic recovery of the community?
- Who needs to be involved in re-establishing economic viability in the community?

This assessment is the first step in developing longer-term economic recovery plans.

Brisbane City Council may establish a separate Economic Recovery Committee.

11.0   Environmental recovery

This Welfare and Recovery Plan has determined the major environmental considerations resulting from a disaster to include:

- the unique environment of Moreton Bay and islands
- community involvement in the restoration process
- a process for determining environmental restoration priorities.

At the earliest possible time, consistent with safety and the availability of suitable personnel, the LDMG will arrange for an environmental review. This review will form the basis for development of environmental restoration priorities.

Where possible, environmental restoration will be conducted under LDMG arrangements. Where there has been widespread or long-term environmental damage, the LDMG, through the Disaster District structure, may seek the support of appropriate State and Commonwealth agencies.

Brisbane City Council may establish a separate Environmental Recovery Committee.

12.0 Planned and timely withdrawal

A critical aspect of the recovery management process is the phased withdrawal of outside services. If this aspect of the process is not managed carefully, the positive effect of all previous efforts may be undone. Not all services can or should be withdrawn at the same time. A planned withdrawal ensures community involvement ensuring a void will not be left. The timing of the withdrawal of services needs to be constantly monitored by the LDRC, in conjunction with the LDMG, DDC and DOCs.

13.0 Post-disaster assessment

Post-disaster assessment evaluates the disaster management system as it applied during the event. As soon as practicable, the LDMG will begin the process by seeking a post-disaster assessment report from the LDRC. There is no set format for such a report.

14.0   Training and testing

Disaster managers, including LDMG and Event Operations Centre (EOC) members, should be regularly briefed on this Welfare and Recovery Plan and trained on how it fits into the wider disaster management arrangements.

This Welfare and Recovery Plan should also be reviewed, exercised and tested annually.

Appendix 1: Principles of disaster recovery management

In 1986 the Standing Committee of Social Welfare Administrators (now the Community Services' Ministers' Advisory Council) endorsed principles of disaster recovery management, which have provided a successful management context for recovery managers.

In summary, the principles indicate that recovery is most successful:

- when management arrangements recognise that recovery from disaster is a complex, dynamic and protracted process
- when agreed plans and management arrangements are well understood by the community and all disaster management agencies
- when recovery agencies are properly integrated into disaster management arrangements
- when community service and reconstruction agencies have input to key decision-making
- when conducted with the active participation of the affected community
- when recovery managers are involved from initial briefings onwards
- when recovery services are provided in a timely, fair, equitable and flexible manner
- when supported by training programs and exercises.

Appendix 2: Role of the Redland Local Disaster Recovery Committee

The role of the Redland Local Disaster Recovery Committee is as follows:

- develop, maintain and regularly review the Redland Local Recovery plan

- provide an annual report to the LDMG

- coordinate training on disaster recovery

- plan for the establishment and support of community recovery sub-committees when required

- provide a local forum to ensure that the plans of local agencies complement each other

- coordinate the resources and services of member organisations and participating agencies in providing community recovery services

- liaise, consult and negotiate on behalf of the community with recovery agencies, government departments and Council

- undertake specific recovery activities as required

- monitor and review recovery operations and the effectiveness of local recovery plan

- advise the LDMG on matters of planning and policy

- review the recovery component of the Local Disaster Management Plan as requested.

Appendix 3: RSC LDRC membership

It is intended that although there will be a number of core members on the committee, membership will be flexible and have the capacity to co-opt additional members with relevant specialised knowledge and skills once an event occurs. This will enable the committee to adapt to the changing needs of the community as the recovery process progresses.

Core membership is made up of:

- Chairperson – Group Manager Customer and Community Services, Redland Shire Council

- Deputy Chair - Human Services Manager Redland Shire Council

- Redland Shire Council – Manager Environmental Health Services

- Redland Shire Council – Manager, Marketing and Communications

- Department of Communities - Manager, Mt Gravatt Service Centre

- Department of Housing - Area Manager, Bayside Office

- Centrelink - Customer Service Centre Manager, Capalaba Office

- Lifeline - Manager, Lifeline Southern Counseling Services

- St Vincent De Paul - Diocesan Manager

- Salvation Army- Deputy Divisional Coordinator, Emergency Services

- Redland Community Centre- Manager

- Disaster Recovery Manager - Senior Advisor, Emergency Management, Redland Shire Council.

Appendix 4: Role of Brisbane City Council's Community Recovery Committee

The committee's role is to ensure Council's community recovery arrangements are prepared and tested to comply with the responsibilities of the Brisbane City Council Disaster Management Group (BCLDMG) as set out in the *Disaster Management Act 2003*.

Plans and arrangements for dealing with specific aspects of community recovery (e.g. emergency shelters) have been prepared by SES and other business units. The committee can request that those who are responsible for those arrangements will report to the committee to ensure that the committee is satisfied with Council's level of preparedness for any event.

During an event, the committee's role is to provide the BCLDMG with the necessary strategic, forward-looking overview of the situation and by recommending priorities and resources to ensure the efficient and effective recovery of the disaster-affected community.

A key aspect of the committee's role is to also liaise with stakeholders regarding the effectiveness of the delivery of recovery activities with services being delivered by State agencies via the Disaster District structure, and with private enterprise organisations.

The committee makes recommendations for community recovery to the BCLDMG. The committee is to ensure that it does not override or make decisions to commit resources that might be the normal role of the EOC or any other command structure.

Reporting

The committee reports to the BCLDMG.

Appendix 5: Membership of the Community Recovery Committee

Membership may include representatives from all levels of government and community agencies with the capability of contributing to community recovery. Any persons/organisations may be co-opted depending on the circumstances.

Members should have sufficient authority to commit resources, and communications to their parent organisation. The person is expected to provide a briefing/SITREP summarising the information available to their own organisation about the nature and extent of the disaster, and its impacts on the community.

Title

Chair

Community Recovery Committee
Executive Officer

Divisional Manager, Customer and Community Service
Representative of Lord Mayor's Office

Disaster Management Coordinator

Manager, City Life

Manager, Marketing and Communications

Manager, Natural Environment and Sustainability

Manager, Local Asset Services

State Government

Regional Director, Emergency Management Queensland

Department of Communities Representative
Local government

Others co-opted as necessary
External agencies
Brisbane City Mission

Red Cross

Salvation Army

Others invited as necessary

Table 2: Membership of the Community Recovery Committee

Appendix 6: Purpose, scope and agency representation - Gold Coast City Disaster Management Welfare Sub-Committee

Purpose

This sub-plan has been prepared by and under the authority of the Gold Coast City Disaster Management Welfare Sub-Committee (the Welfare Sub-Committee) for the Gold Coast City Local Disaster Management Group in support of the Gold Coast City Disaster Management Plan.

The purpose of the sub-plan is to provide and coordinate disaster welfare response services at a local level to support the immediate welfare needs of disaster-affected persons within the Gold Coast community as a first stage towards the management of its own recovery in the local government area of the Gold Coast City.

Scope

The sub-plan provides a structured system for the coordination of:

- *welfare response actions necessary to provide emergency welfare needs of disaster-affected persons immediately after the impact of a disaster event or their displacement, through acquisition and mobilisation of local resources*
- member agencies providing specific welfare response services for initial assembly areas and disaster evacuation centres.

The sub-plan is designed on the basis that each agency will establish their networks and alliances to maximise their capacity to implement their functional roles through their own initiative.

It is acknowledged that the sub-plan provides the underlying framework for coordinating the disaster management welfare response, while respecting the autonomy of each agency to develop its own internal arrangements (plans) in achieving the objectives of the sub-plan.

Representation

The following agencies are represented on the Welfare Sub-Committee.

- Gold Coast City Council

- State Emergency Services

- Department of Families

- Australian Red Cross

- Salvation Army

- St Vincent De Paul

- Queensland Health

- Queensland Ambulance Service

- Queensland Police Service

- St John's Ambulance

- The Church of Jesus Christ of the Latter Day Saints

Appendix 7: Gold Coast Disaster District Community Recovery Committee - responsibilities and membership

Responsibilities

The Gold Coast Disaster District Community Recovery Committee was formed at the request of the Gold Coast District Disaster Management Group.

The authority for the Gold Coast Disaster District Community Recovery Committee therefore stems from the authority of the *Disaster Management Act 2003 (Queensland)* and the State Counter Disaster Plan 2001.

The responsibilities assigned to the Gold Coast Disaster District Community Recovery Committee are to:

- develop and maintain a Community Recovery Plan to delivery community recovery services to the Gold Coast Disaster District in the event of a disaster
- coordinate the resources and services of member organisations and participating agencies in providing community recovery services
- activate the Gold Coast Disaster District Community Recovery Plan on the authority of the Gold Coast District Disaster Coordinator.

Membership

- **Chairperson - Department of Communities** – Regional Director
- **Centrelink** – Customer Service Centre Manager - Gold Coast
- **Department of Housing** – Area Manager
- **Mental Health Service Gold Coast** – Snr Social Worker
- **Lifeline** – General Manager
- **Gold Coast City Council**
- **QBuild (referral agency)**

Appendix 8: Suggested agenda for the initial meeting

The initial committee meeting agenda may include the following issues:

- briefing of the disaster event from all agencies

- consideration of the level of response required

- specialist services required

- establishment and location of emergency shelters and other issues

- need for and location of community recovery centres and outreach teams

- resource commitment by each organisation

- cost capture, funding and budgeting issues

- matters referred by the LDMG or DDC

- location and timing of subsequent meetings.

Appendix 9: Recovery and welfare process

RECOVERY & WELFARE PROCESS

Threat or Event

LDMG meets

Decision to Activate LDRC

Activate Four Elements of Recovery

Community Recovery → *Activate Community Recovery and Welfare Services* → *Establish CRCs* → *Establish Outreach Teams*

Infrastructure Recovery → *Immediate Priorities* → *Housing* / *Community Infrastructure*
→ *Long Term Priorities*

Economic Recovery → *Short Term* / *Long Term*

Environmental Recovery → *Environmental Priorities*

Appendix 10: Community recovery and welfare services

Financial assistance

Lead agencies - Department of Communities and Centrelink

Contributing agencies - Redland Community Centre; Maybanke Accommodation and Crisis Support Service

Once a Declaration of Disaster has been approved, the following grant assistance can be accessed by eligible recipients under the Natural Disaster Relief Assistance (NDRA) or Disaster Relief Funding Schemes:

This includes:

- Emergency Payments
- Household Contents Assistance Grant
- Structural Assistance Grant
- Sporting Associations and Community Groups Relief

NDRA and Disaster Relief Funding is administered by the Department of Communities.

Commonwealth Government assistance may be provided to recipients who meet eligibility requirements in regards to:

- Disaster Relief Payments
- Special Benefit
- Crisis Payment

Commonwealth Government assistance is administered by Centrelink.

Material aid

Lead agency - St Vincent de Paul

Contributing agencies - Lions Club of Redland, New Life Fellowship, Birkdale Baptist Church, Redland Sunrise Rotary Club

Material aid involves the provision of basic personal and household items where such items have been lost or made inaccessible as a result of a disaster or emergency. Typically there is a need for clothing, bedding, toiletries, basic furniture, cooking equipment, toys and specialised goods for the care of infants and the aged.

There is a need for organisations to be involved in the collection, transportation, storage and distribution of material aid.

Food and meals

Lead agency - Salvation Army
Contributing agencies - Meals on Wheels groups, local church organisations, Lions Club of Redland

Meals and refreshments will need to be provided to people impacted by the disaster, in addition to staff and volunteers involved in the community recovery effort.

The LDRC will assist with arranging additional catering resources as required.

Personal Support Services

Lead agency - Redland Community Centre
Contributing agencies - Disability Services Queensland, New Life Fellowship, Redland District Special School, Redlands Bayside Disability Services, Bayside Health Service, St Luke's Nursing Service, Blue Care, Moreton Institute of TAFE, Bay Care, Birkdale Baptist Church; Redland Sunrise Rotary Club

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. The range of services that might be provided at evacuation and recovery centres include:
- child/aged care
- transportation
- practical assistance

- tracing relatives and friends.

Transport

Lead agency - Redland Shire Council

Contributing agencies - Lions Club of Redlands, New Life Fellowship, Redlands District Special School, Redland Sunrise Rotary Club, Redland Respite Care Committee Inc, STAR Community Transport, Aeolia Transport

Transportation will be required for the community recovery process. This will involve transporting people to evacuation and community recovery centres.

Crisis counselling and support

Lead agency - Department of Communities

Contributing agencies - Centrelink, Department of Child Safety, Lifeline, mental health services, Relationships Australia, St Luke's Nursing Service, Disability Services Queensland

Crisis counselling and support services are aimed at all community members suffering emotional reactions to the effects of disaster. These services will be delivered by a counselling team co-coordinated by the Department of Communities, and will comprise counsellors from Centrelink, Lifeline, mental health services and local community agencies, religious organisations.

Members of the counselling team may be deployed at evacuation centres, and community recovery centres. They may also be deployed to assist support groups and as trainees, supervisors or participants in visiting programs.

Critical incident stress management (CISM)

Lead agency - Lifeline

Contributing agencies - private practitioners

CISM aims at relieving immediate stress and/or minimising the long-term effect of disasters. In the event of a disaster it is expected that the reactions of people will need to be managed including the need to counsel and support emergency service workers. Effective management and coordination of recovery teams will be essential to maximise availability of counsellors to the disaster site or area.

Actioning of recovery teams will be as follows:
- Lifeline, as the lead agency, will develop and maintain a register of persons trained in CISM.
- Lifeline will have a fully developed plan for contacting, mobilising and transporting counsellors to a disaster site.
- The Lifeline committee member responding to the request from the Chair of the LDRC will:
    - o immediately assemble a Disaster Recovery Team
    - o liaise with the Coordinator, Lifeline Community Care Disaster Recovery programs

    act in liaison with other members of the Redland Local Community Recovery Committee, especially the mental health services representative, to clarify areas of operation
    - o coordinate and support the members of the recovery team as they work in the disaster area at all times under the direction of the Chair of the LDRC.

Information services

Lead agency - Redland Shire Council
Contributing agency - Department of Communities (1800 Information Line)

Recovery information management requires timely, effective communication channels together, with a process to prepare and disseminate information relevant to the recovery of the affected community.

Information provided should advise:
- the support, development and resource services available
- where, when and how to access those services

- the psychological reactions commonly experienced by disaster-affected people.

The information should be available as early as possible and provided and repeated through a range of information means such as leaflets, posters, newsletters, information centers, recovery centres, community agencies, radio, television, print media (newspapers), outreach visitation and public meetings.

RSC will coordinate the distribution of information through activation of their communications strategy. The Department of Communities will provide assistance through the activation of a 1800 help line service.

Outreach services (visiting programs)

Lead agency - Department of Communities
Contributing agencies - Lifeline, Department of Housing, Department of Health, Centrelink, mental health services, Department of Child Safety, Lions Club of Redlands (provision of volunteers)

An outreach service is one in which a team of interviewers or visitors call on residences in the disaster-affected area. 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 those residents in need of additional services.

The outreach team does not take on the responsibility of delivering the needed services but rather makes existing service providers aware of residents' needs.

In situations where the size of the disaster does not require additional volunteer input, the Department of Communities will coordinate the involvement of employees from various agencies to undertake the outreach work.

Where the scale of the disaster requires volunteer input from the community, Lifeline will coordinate the selection, training and supervision of volunteer visitors.

Emergency and longer-term accommodation

Lead agency - Department of Communities

Contributing agencies - Department of Communities and Members of the Bayside Housing Network

Assistance provided will include:

- emergency and medium to long-term housing to address the immediate and longer-term accommodation needs of disaster-affected persons
- bond loan assistance
- negotiations/assistance with rental moratoriums.

Appendix 11: Community recovery centres (crcs) & outreach teams

Staffing

DOCs, as the lead agency, provide the Community Recovery Centre Manager and departmental operations and administrative staff.

Organisations that might be represented at a CRC include:
- Department of Housing
- QBuild
- local authorities
- mental health services
- Centrelink
- Insurance Council of Australia
- Lifeline counselling services
- philanthropic and community-based organisations with the capacity to support the recovery effort.

Functions

The primary function of the CRC is the delivery of services by individual agencies. The secondary function is the coordination of recovery services across agencies and organisations. The services provided may include:
- registration
- information and referral service
- financial assistance
- Commonwealth pensions and benefits
- crisis and personal counselling services
- mental health services
- housing and accommodation – medium and long term
- insurance advice and services
- legal services
- building repairs

o physical assistance with clean up and debris and rubbish removal

o employment advice and referral

o interpreter services

o housekeeper services, referral staff/volunteer help including child care services

o transport.

Location for a CRC

In establishing a CRC, the committee will ensure the centre is:

- well advertised
- accessible
- well equipped with communication equipment
- sufficiently large
- well serviced with toilet and catering facilities
- properly staffed.

Appendixes to Local Disaster Management Plans contain lists of possible CRC sites.

Method of operation

CRCs can be run on the *one-stop shop principle*, where all recovery agencies are represented at the one location. It is normal for this to happen in larger disasters or in isolated locations where not all agencies are permanently located. There are, however, advantages in this approach for smaller disasters, even if not all agencies are represented.

The benefits of the one-stop shop principle are that it:

- minimises inconvenience to people requiring assistance
- maximises the opportunities for coordination between recovery agencies as well as between recovery and response agencies.

The only disadvantage is that it may cause convergence of disaster-affected persons. The convergence of people can also be used positively to distribute information and to organise community activities.

Alternatively, each agency may operate from its normal location with disaster-affected persons visiting those locations.

Outreach teams

An outreach team is a minimum of two persons who are deployed to assess the needs of disaster-affected individuals and families and to advise them on the information, resources and services available. The team is based on DOCs staff, but in some circumstances, staff from other supporting organizations (e.g. QBuild) may be part of the outreach team.

The teams are particularly useful for smaller, isolated communities for limited time frames. When visited by an outreach team, disaster-affected persons are assessed, their entitlements explained and they are referred to the nearest 'one-stop shop' or agency offices.

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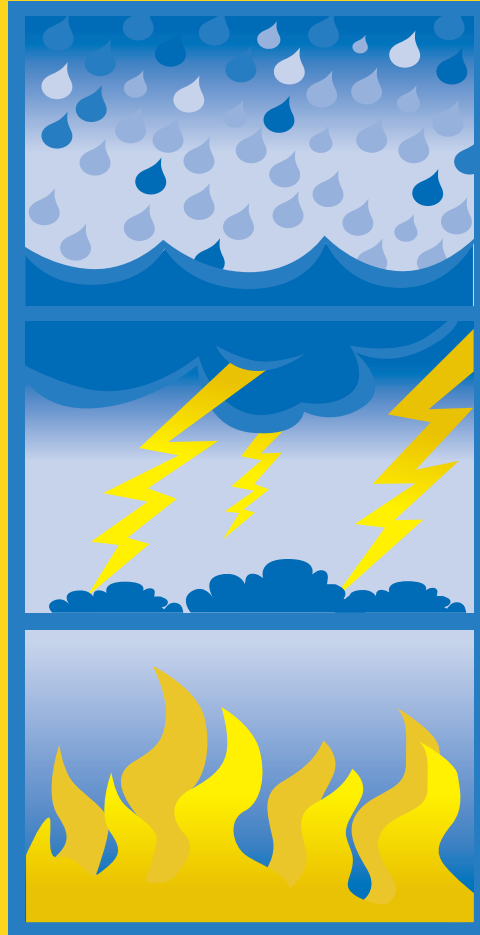
DISASTER MANAGEMENT PLAN

VI. Support Materials

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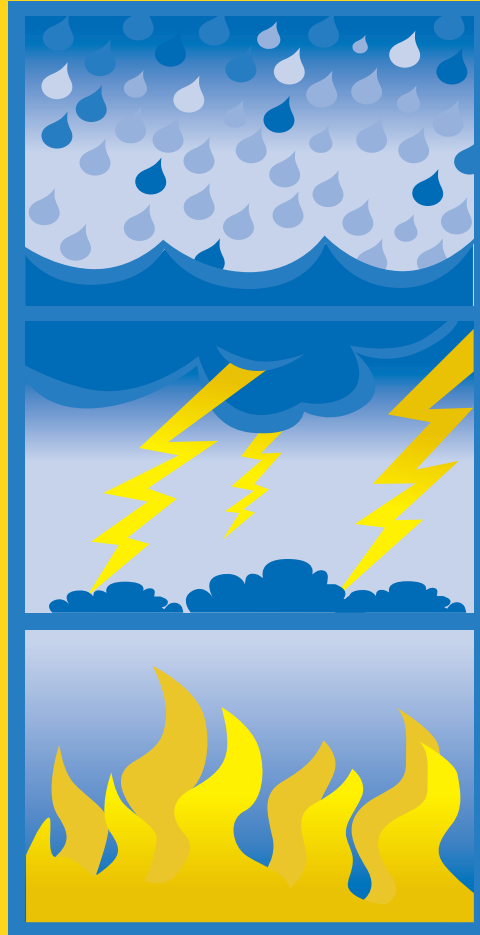
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VI.i) Support Material – Agency Roles and Responsibilities

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1.0 Roles and responsibilities by agency

Agency	Responsibility	Phone/fax
Council Contact Centre	▪ Receives and addresses all Council in-coming calls ▪ Assigns and issues jobs to ERG, SES and VPS ▪ Provides situation briefings to the DMC or EOC on request	
Council Development and Regulatory services	▪ Initial assessment - HAZMAT	
Council EOC	▪ Focal point for incident-related information ▪ Coordinates Council operational activities ▪ Liaison with other agencies	
Council ERG	▪ Emergency response 24 hours/day ▪ On-site Council coordination	
Council iDivision -IBiMAP/GIS	▪ Access to more than 200 mapped asset layers including critical infrastructure (Council and non-Council owned), surrounding land use, services etc. and some tenancy information (maybe) ▪ Support provided through GIS operators, work-stations and plotters	
Council Local Asset Services (LAS)	▪ Emergency response for roads and drainage and parks matters ▪ Drainage technical advice ▪ Materials for clean up ▪ Provide barricades and equipment	
Council Local Laws	▪ Compliance with local laws ▪ Assist Energex as per Energex-Local Government MOU ▪ Fault inspections and guarding wires down	

Agency	Responsibility	Phone/fax
Brisbane Metropolitan Transport Management Centre	<u>Brisbane Traffic Centre:</u> Total Road Network - 6,500km (BCC 5,500 and MR 1,000) Total Intersected Lights - 1,450 (BCC BLISS 800 and MR STREAMS 650) Centre managed 24/7. Total CCTVs – 180 (BCC 100 and MR 80) Help Phones – 340 (BCC 24 on ICB and MR 326 on fwy/mwy) Variable Messaging Signs (VMS) – 75 (BCC 45 and MR 30) Traffic Response Unit Resources – 4 vehicles 3 x towing contractors In house broadcasting providing traffic updates to motorists through peak periods at 15minute intervals, incident dependent. Web-Site traffic Information (BCC Our Brisbane and MR 131940) providing traffic updates through peak periods at 15minute intervals and hourly at other times. <u>Busways Operations Centre (Translink):</u> South East Busway – 21.4 km (16.6 Km and Inner Northern Busway - 4.8km) Busway Stations - 15 Park and Rides - 8 Interchanges – 4 Centre managed 24/7. Total 280 cameras on a dedicated optic fibre network. Cameras are also soon to be installed into bus interchanges. On road patrols provided 24/7hour response. Centre managed: 0400 to 0200 Monday to Thursday 0400 Friday to 0100 Monday continuous. Staffing at both BMTMC and Queen Street Station.	
Council VAPS	▪ Vegetation management on public property ▪ Removal of vegetation waste following severe weather events	
Brisbane Disaster District Coordinator (DDC)	▪ Superintendent of Communications ▪ Coordinates State Government response and disaster operations in the disaster district to support local government ▪ Council contact to State disaster management arrangements	

Brisbane City Council Disaster Management Plan: VI.i) Support Materials - Agency Roles and Responsibilities

Agency	Responsibility	Phone/fax
Brisbane SES Unit	▪ Personnel and support services ▪ Assist QPS with relocation ▪ Tarping roofs	
Brisbane Transport	▪ Council public transport management ▪ Network Coordination Centre directs operation of more than 750 buses	
Brisbane Water	▪ Controls and coordinates water supply, and sewerage treatment ▪ Scientific analysis of HAZMAT material ▪ Pipe survey for cameras (including pencil cameras) and for confined space entry ▪ Monitoring/shutdown/divert Council underground assets - sewers and water mains	
Bureau of Meteorology	▪ Weather, storm and wind information ▪ Weather warnings ▪ Flood warnings and information	
Centrelink	▪ Assists with issuing emergency payments during recovery through the Department of Communities	

Department of Communities	▪ Community recovery functions:
	  ▪ legal aid, financial support, disaster relief centres, counselling and specialist services, personal support
	  ▪ mid to long-term accommodation, outreach service
	▪ Responsibilities specified in Disaster District Plan
	▪ Activated through the Disaster District Coordinator	

Disaster Management Coordinator (DMC)	▪ Liaison between Council and external stakeholders – especially DDC	
Emergency Management Queensland	▪ Assists with the coordination of disaster operations at disaster district and state level ▪ Provides operational and planning support to the DDC	
Energex	▪ Electricity isolation and supply ▪ Gas isolation and supply Southside	
EPA	▪ Advice on off-site environmental impacts, responsibility for on-going management of environmental impact	
Lifeline	▪ Counselling and social support ▪ Use outreach and volunteer teams to deliver services ▪ As delegated by the Department of Communities	
Maritime Safety QLD	▪ Oil pollution response within Port of Brisbane limits	
Origin Energy	▪ Electricity isolation and supply Northside	

Brisbane City Council Disaster Management Plan: VI.i) Support Materials - Agency Roles and Responsibilities

Agency	Responsibility	Phone/fax
Port of Brisbane Corporation	▪ Oil spills in the Port of Brisbane up to Breakfast Creek	
Queensland Ambulance Service (QAS)	▪ Casualty assessment, treatment and transport	
Queensland Fire and Rescue Service (QFRS)	▪ Lead agency: 　▪ bushfire 　▪ HAZMAT 　▪ urban search and rescue	
Queensland Police Service (QPS)	▪ On-site coordination, security, crowd and traffic control, evacuation and registration, investigation	
Queensland Health	▪ Provision of site medical teams, public health and treatment, pathology advice, medical information	
Queensland Transport (Roads Division)	▪ Control of major roads and bridges	
RACQ	▪ Traffic management ▪ Roadside/breakdown assistance	
Red Cross	▪ Provide support to QPS for initial registration of evacuees ▪ Operationalise inquiry centres and register evacuees ▪ Can provide care and comfort, however, this is an adjunct capability at specific branch level (may not apply to all branches)	
Salvation Army	▪ Catering for displaced persons ▪ Emergency assistance to people in need ▪ Personal support services	
SEQWater	▪ Raw water management – management of Wivenhoe dam	
Service club contacts: Lions (North)	▪ Personal and community support north of the Brisbane River	
Service club contacts: Lions (South)	▪ Personal and community support south of the Brisbane River	
St John Ambulance	▪ First aid	
St Vincent de Paul	▪ Material aid	
Telstra	▪ Management of telecommunications network	

2.0   Roles and responsibilities by function

Function	Coordinator of the function	Contact details	Comments
Advise on disaster management issues	Dept of Emergency Services – Counter Disaster and Rescue Services		
Building and engineering services State assets	Dept of Public Works (QBuild)		
Bushfire management and response	Queensland Fire and Rescue Service		
Catering for displaced persons	Salvation Army		Supported by QANTAS Catering and Brisbane SES
Communications	Telstra		
Community recovery	Department of Communities		
Coordinate disaster management issues at district level	Brisbane Disaster District Coordinator		
Coordinate medical resources including medical personnel	Department of Health		
Economic recovery	State Development		
Electricity isolation and supply, Southside	Energex		
Environmental incidents	EPA		
Environmental spill management and response	Queensland Fire and Rescue Service		
Evacuate persons	QPS		Supported by Brisbane SES QPS is the only authority that can order evacuation
Evacuate persons and rescue	Brisbane SES		Evacuation activity under the direction of QPS
Evacuee registration	Red Cross		Supported by Brisbane SES
Exotic diseases - animals	Department of Primary Industries		
First aid	QAS		
First aid	St John Ambulance		Supported by Brisbane SES
Gas isolation and supply, Northside	Origin Energy		

Brisbane City Council Disaster Management Plan: VI.i) Support Materials - Agency Roles and Responsibilities

Function	Coordinator of the function	Contact details	Comments
Gas isolation and supply, Southside	Energex		
HAZMAT Pollution	Queensland Fire and Rescue Services		
HAZMAT coordination	Queensland Fire and Rescue Services		
Material aid e.g. essential clothing, bedding etc.	St Vincent de Paul		Supported by Salvation Army, Lifeline, Smith Family and church groups
Oil spills in sea region (to low tide mark)	Maritime Safety Queensland (Department of Transport)		
Oil spills in the Port of Brisbane up to Breakfast Creek	Port of Brisbane Corporation		
Personal support Phone counselling and crisis-care line	Lifeline		Supported by Salvation Army, Red Cross and church groups
Registration and tracing of displaced persons	Red Cross		Operationalise inquiry centres for QPS
Emergency/relocation centres: • open • manage • close	Brisbane SES and Council City Building and Maintenance		Relocation sub-plan maintained by SES
Southside gas	Energex Gas		
Spatial data provision	Council iDivision - IBiMAP		
State information management	Department of Innovation, Information Economy, Sport and Recreation		
Traffic management and incident tracking	Brisbane Metropolitan Transport Management Centre		
Transport and transport engineering	Department of Transport		
Waste vegetation management and removal	Council Local Asset Services		
Weather warning authority and weather updates	Bureau of Meteorology		
Welfare payments	Centrelink		Through Department of Communities

3.0   Agency capabilities and resources

Agency	Function	Capabilities and resources
Australian Defence Forces	Defence aid to the civil community (when requested through formal channels)	• Command, communications and control • Aviation assets, both fixed wing and rotary • Civil engineering, planning, design and construction, both horizontal and vertical • Transport, including high clearance vehicles, which are not suitable as passenger vehicles, but could be used for such in an emergency • Provision of emergency accommodation (tented), field catering, and field preventive health (hygiene) • Water purification and field water holding tanks • Organised manpower
BCC iDivision - IBiMAP	Spatial data provision	• GIS - including access to more than 200 mapped asset layers including critical infrastructure (Council and non-Council owned), surrounding land use, services etc. and some tenancy information (maybe) • GIS operators, work-stations and plotters
Council Event Operations Centre (EOC)	Coordinate Council response to major events	• Media relations support for the Lord Mayor • Scaleable in size and resources • Coordinate information dissemination to response agencies • Corporate website, ourbrisbane.com and a community-focused disaster website
Council Local Asset Services (LAS)	Waste vegetation management and removal	• Council's Emergency Response Group (also acts as Council coordination at the forward command) • Management of pedestrian traffic from vehicular traffic • Waste management – removal and storage of the debris including location of a secure site for the sorting of debris
Council Licensing and Compliance	Contribute to recovery activities as required	• Regulatory services including local laws, licensing and compliance • Public health experts – to support Queensland Health
Council Brisbane Metropolitan Transport Management Centre	Traffic management and incident tracking	• Brisbane Metropolitan Transport Management Centre Brisbane Traffic Centre: Total Road Network - 6,500km (BCC 5,500 and MR 1,000) Total Intersected Lights - 1,450 (BCC BLISS 800 and MR STREAMS 650) Centre managed 24/7.

| Agency	Function	Capabilities and resources
		Total CCTVs – 180 (BCC 100 and MR 80) Help Phones – 340 (BCC 24 on ICB and MR 326 on fwy/mwy) Variable Messaging Signs (VMS) – 75 (BCC 45 and MR 30) Traffic Response Unit Resources – 4 vehicles 3 x towing contractors In house broadcasting providing traffic updates to motorists through peak periods at 15minute intervals, incident dependent. Web-Site traffic Information (BCC Our Brisbane and MR 131940) providing traffic updates through peak periods at 15minute intervals and hourly at other times. Busways Operations Centre (Translink): South East Busway – 21.4 km (16.6 Km and Inner Northern Busway - 4.8km) Busway Stations - 15 Park and Rides - 8 Interchanges – 4 Centre managed 24/7. Total 280 cameras on a dedicated optic fibre network. Cameras are also soon to be installed into bus interchanges. On road patrols provided 24/7hour response. Centre managed: 0400 to 0200 Monday to Thursday 0400 Friday to 0100 Monday continuous. • Staffing at both BMTMC and Queen Street Station.
Brisbane Disaster District Coordinator	Coordinate disaster management issues at district level	• Council's Disaster Management Group working with the DDC dealing with the community consequence issues • Access to surrounding local authorities resources through the DDC
Brisbane SES	Evacuate persons and rescue	• 10 active SES groups, with 400 members • 14 four-wheel drive vehicles • One truck with crane • Seven boats, six quad bikes, one argo and two transit vans • Emergency contamination caravan and oil and pollution pumps
Brisbane SES and Council City Building and Maintenance	Emergency/relocation centres: • open • manage	See above

Brisbane City Council Disaster Management Plan: VI.i) Support Materials - Agency Roles and Responsibilities

Agency	Function	Capabilities and resources
	• close	
Brisbane Water		• Water supply and management • Pipe survey for cameras (including pencil cameras) and for confined space entry • Monitoring/shutdown/divert Council underground assets - stormwater drains, sewers and water mains
Bureau of Meteorology	Weather warning authority and weather updates	• Registered user's page for SEQ local governments • SMS warnings of weather events
Centrelink	Welfare payments	• Coordinated through the Department of Communities
Department of Health	Coordinate medical resources including medical personnel	
Department of Communities	Community recovery	
Department of Emergency Services – Counter Disaster and Rescue Services	Advise on disaster management issues	• Staff who understand disaster management • Knowledge of resources • Access to commonwealth resources • Access to NDRA and SDRA funding application
Department of Innovation, Information Economy, Sport and Recreation	State information management	
Department of Primary Industries	Exotic diseases - animals	
Department of Public Works (QBuild)	Building and engineering services State assets	
Department of Transport	Transport and transport engineering	• Transport of disaster supplies as requested • Movement of persons as a result of a mass evacuation of a disaster affected community • Transport of disaster related equipment and personnel • Maintenance of road, rail and maritime infrastructure • Supply of information on road, rail, maritime and air services closures and/or restrictions • Support capability for static/mobile interception points in the event of an exotic animal disease outbreak
Energex	Electricity isolation and supply, Southside	
Environmental Protection	Environmental incidents	

Brisbane City Council Disaster Management Plan: VI.i) Support Materials - Agency Roles and Responsibilities

Agency	Function	Capabilities and resources
Agency (EPA)		
Maritime Safety Queensland (Department of Transport)	Oil spills in sea region (to low tide mark)	
Origin Energy	Gas isolation and supply, Northside	
Port of Brisbane Corporation	Oil spills in the Port of Brisbane up to Breakfast Creek	
Queensland Ambulance Service	First aid	
Queensland Police Service	Evacuate persons	
Queensland Fire and Rescue Service	HAZMAT coordination Environmental spill management and response Bushfire management and response	
Red Cross	Evacuee registration	
Salvation Army	Catering for displaced persons Material aid	
St John Ambulance	First aid	
St Vincent de Paul	Material aid e.g. essential clothing, bedding	
State Development	Economic recovery	
Telstra	Communications	

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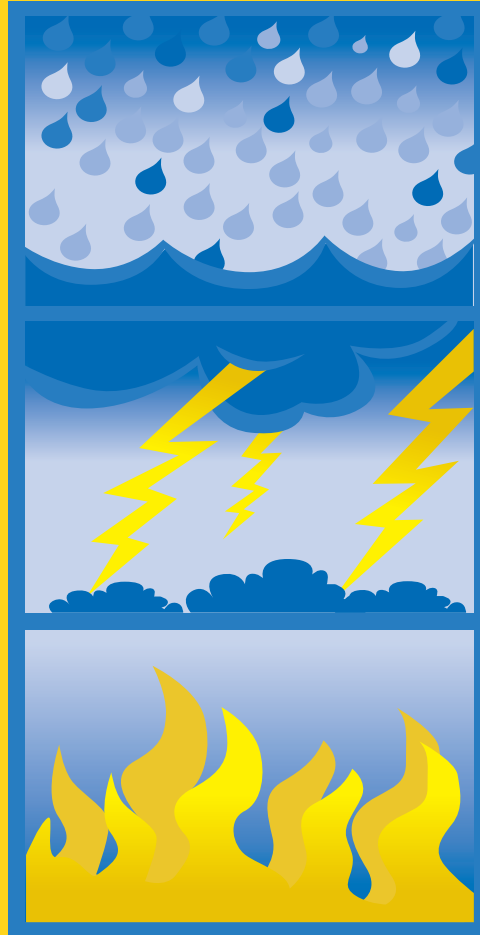
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VI.ii) Support Material – Glossary of Terms and Abbreviations

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1.0   Definitions

Assessment: (State Counter Disaster Plan) Survey of a real or potential disaster, to estimate actual or expected damages, and to recommend prevention, preparedness and response measures.

Body: (State Counter Disaster Plan) A corporate or unincorporated body, including a Government Department, Instrumentality, Agency, Public or Local Authority.

Command: (State Counter Disaster Plan) The direction of agency members and resources in the performance of the agency's roles and tasks. Authority to command is established by legislation or by agreement with the agency. Command relates to agencies only, and operates vertically within the agency.

Community recovery: Focuses on those 'people issues' by which individuals, families and whole communities are assisted to regain an acceptable level of functioning after the disaster. It is usually divided into two phases: initial and longer-term recovery.

Community recovery services: Services by which individuals, families and communities are assisted to regain an acceptable level of functioning following a disaster through the provision of information, personal support, resources, specialist counselling, mental health and community services. The contributing agencies may include local government, state government, volunteer/community-based organisations, and private enterprise companies.

Control: (State Counter Disaster Plan) The overall direction of the activities, agencies or individuals concerned. Control operates horizontally across all agencies, functions and individuals. Situations are controlled.

Coordination: (State Counter Disaster Plan) The bringing together of agencies and individuals to ensure effective disaster management, but does not include the control of agencies and individuals by direction.

Coordination centre: (State Counter Disaster Plan) A centre established at State, Disaster District or Local level as a centre of communication and coordination during response and recovery operations. (For Council this is the Event Operations Centre.)

Declaration of disaster: (State Counter Disaster Plan) Issuance of a declaration of a state of disaster by designated authorities in the wake of a potential or actual disaster whose magnitude or threatened magnitude is or is likely to be so great in extent or severity that the (disaster management) measures will be beyond the capability of the statutory services.

Disaster: (Disaster Management Act) A serious disruption in a community, caused by the impact of an event, that requires a significant coordinated response by the State and other entities to help the community recover from the disruption. 'Serious disruption' means any of the following:
- loss of human life, or illness or injury to humans
- widespread or severe property loss or damage
- widespread or severe damage to the environment.

Disaster District: (Disaster Management Act) A part of the state prescribed under a regulation as a Disaster District. (Brisbane Disaster District comprises Brisbane City Council, Redland Shire Council and Pine Rivers Shire Council.)

Disaster Management: (Disaster Management Act) Means arrangements about managing the potential adverse effects of an event, including, for example,

arrangements for mitigating, preventing, preparing for, responding to and recovering from a disaster.

Disaster Management Plan: (Disaster Management Act) Under section 57 of the Act a local disaster management plan must be prepared.

"The plan must include provision for the following:

(a) the State group's strategic policy framework for disaster management for the State, and the local government's policies for disaster management

(b) the roles and responsibilities of entities involved in disaster operations and disaster management in the area

(c) the coordination of disaster operations and activities relating to disaster management performed by the entities mentioned in paragraph (b)

(d) events that are likely to happen in the area

(e) strategies and priorities for disaster management for the area

(f) the matters stated in the disaster management guidelines as matters to be included in the plan

(g) other matters about disaster management in the area the local government considers appropriate."

Disaster operations (Disaster Management Act) Activities undertaken before, during or after an event happens to reduce the loss of human life, illness or injury to humans, property loss or damage, or damage to the environment, including, for example, activities to mitigate the adverse effects of the event.

Disaster relief centre: A location from which a selection of services is provided to disaster-affected persons. The centres are established and operated by the Queensland Government. The centre may also be referred to as a *one-stop shop*.

Disaster response capability: (Disaster Management Act) For a local government, means the ability to provide equipment and a suitable number of

persons, using the resources available to the local government, to effectively deal with, or help another entity to deal with, an emergency situation or a disaster in the local government's area.

District Disaster Coordinator: (Disaster Management Act) A person appointed as a District Disaster Coordinator under Section 25 of the Act. (The Brisbane District Disaster Coordinator is the Superintendent Communications, Queensland Police Service.)

Economic recovery: The processes and activities that are put in place following a disaster to encourage the resumption of normal levels of economic activity within the disaster-affected community. The contributing agencies may include all levels of government, industry-based organisations, and private enterprise companies.

Evaluation: (State Counter Disaster Plan) Post-disaster appraisal of all aspects of the disaster and its effects.

Event: (Disaster Management Act) Any of the following:
- a cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening
- an explosion or fire, a chemical, fuel or oil spill or a gas leak
- an infestation, plague or epidemic
- a failure of, or disruption to, an essential service or infrastructure
- an attack against the State
- another event similar to (those listed above).

An event may be natural or caused by human acts or omissions.

Event Operations Centre (Council EOC): The focal point for implementing BCLDMG priorities and for coordinating Council's response and recovery in the

event of a disaster. The EOC is located on Level 1 George St Podium, Brisbane Square, 266 George Street Brisbane.

Emergency human services: A range of activities undertaken to manage the immediate impacts of a disaster or an emergency event on the people in the community. The functions to be performed may include: evacuation, registration, catering, short-term sleeping accommodation and ablutions, personal support, and first aid services.

Emergency shelter: A facility established to meet the immediate and short-term needs of disaster-affected persons who have been displaced from their normal place of residence. The local authority establishes emergency shelters.

Evacuation centre: A facility operated by the Queensland Department of Communities to cater for the medium or longer-term accommodation needs of relocatees.

Flooding levels:

Minor flooding
This causes inconvenience such as closing of minor roads the submergence of low-level bridges. Some urban properties are affected.

Moderate flooding
This causes inundation of low-lying areas and may require the evacuation of some houses and/or business premises. Traffic bridges may be closed.

Major flooding
This causes flooding or appreciable urban areas. Properties may become isolated. Major disruption occurs to traffic. Evacuation of many houses and business premises may be required.

Functional areas: (State Counter Disaster Plan) A functional area of response and recovery activities established to facilitate the delivery of assistance required during the response and recovery phase of a disaster, to save lives, protect property and public health, and to maintain public safety. Functional support represents those types of assistance that the communities will most likely need because of the overwhelming impact of a disaster on its own resources and response capabilities, or because of the specialised or unique nature of the assistance required.

Hazard: (State Counter Disaster Plan) A potential or existing condition that may cause harm to people or damage to property or the environment.

Incident: (State Counter Disaster Plan) Day-to-day occurrences, which are responded to by a single response agency by itself or in cooperation with other response agencies.

Infrastructure recovery: Focuses on the facilities, installations and utilities necessary for the proper functioning of the community. These include power, water supply, transport systems and communications.

Initial recovery: Concerned with the immediate short-term emergency support. The aim is to satisfy personal and community needs and to restore services to the level where they can be managed by local government and the normally responsible agencies.

Local Controller: (Disaster Management Act) Of an SES unit means the person appointed as the Local Controller under section 85 (1) of the Act. (The Local Controller is nominated by the local government.)

Long-term recovery: Long-term recovery, reconstruction and rehabilitation measures are treated separately. If required, they will be planned while the initial recovery activities are underway.

Mitigation: (State Counter Disaster Plan) Measures taken in advance of an event aimed at decreasing or eliminating its impact on society and environment.

Planning: (State Counter Disaster Plan) Process of developing a system for coordinating disaster response and establishing priorities, duties roles and responsibilities of different individuals and organisations, including actual state of preparedness.

Preparedness: (State Counter Disaster Plan) Action designed to minimise loss of life and damage, and to organise and facilitate timely and effective rescue, relief and rehabilitation in case of disaster. Preparedness is concerned with:
- understanding the threat
- forecasting and warning
- educating and training officials and the population
- establishing organisations for the management of disaster situations including preparation of operational plans, training relief groups, stockpiling supplies, and earmarking necessary funds.

Prevention: (State Counter Disaster Plan) In relation to a disaster, includes the identification of hazards, the assessment of threats to life and property and the taking of measures to reduce or eliminate potential loss to life or property and protect economic development.

Recovery: (State Counter Disaster Plan) In relation to a disaster, includes the process of returning an affected community to its proper level of functioning after a disaster. This process is divided into initial recovery and long-term recovery/reconstruction.

- **Initial recovery** - The aim of initial recovery operations is to satisfy personal and community needs, and to restore services to the level where the continuing process can be managed by local government and the normal responsible agencies.
- **Long-term recovery** - Long-term recovery, reconstruction or rehabilitation measures are the subject of separate arrangements.

Relief: (State Counter Disaster Plan) Assistance and/or intervention during or after disaster to meet life preservation and basic subsistence needs. It can be of short or protracted duration.

Resources: (State Counter Disaster Plan) Includes food, human resources, any horse or other animal, vehicle, vessel, aircraft, plant, apparatus, implement, earthmoving equipment, construction equipment or other equipment of any kind or any means of supplying want or need.

Response: (State Counter Disaster Plan) In relation to a disaster, includes the process of combating a disaster and of providing immediate relief for persons affected by a disaster.

Risk: (State Counter Disaster Plan) Expected losses (of lives, persons injured, property damaged, and economic activity disrupted) due to a particular hazard for a given area and reference period. Based on mathematical calculations, risk is the product of hazard and vulnerability.

Statutory services: (State Counter Disaster Plan) A body that is constituted by or under an Act of the State or of the Commonwealth and whose role usually includes counter disaster operations.

Voluntary organisation: (State Counter Disaster Plan) Non-governmental organisations or agencies, some possessing personnel trained to assist when

disaster strikes. Some have capabilities extending from local to national and
international levels.

Vulnerability:

1. (State Counter Disaster Plan) Degree of loss that could result from a
   potentially damaging phenomenon, or the extent to which a country, area,
   community, or structure risks being damaged by a disaster.
2. (Zamecka and Buchanan) The susceptibility and resilience of the community
   and environment to hazards.

Warning: (State Counter Disaster Plan) The dissemination of messages
signalling imminent hazard, which may include advice on protective measures.

2.0   Abbreviations
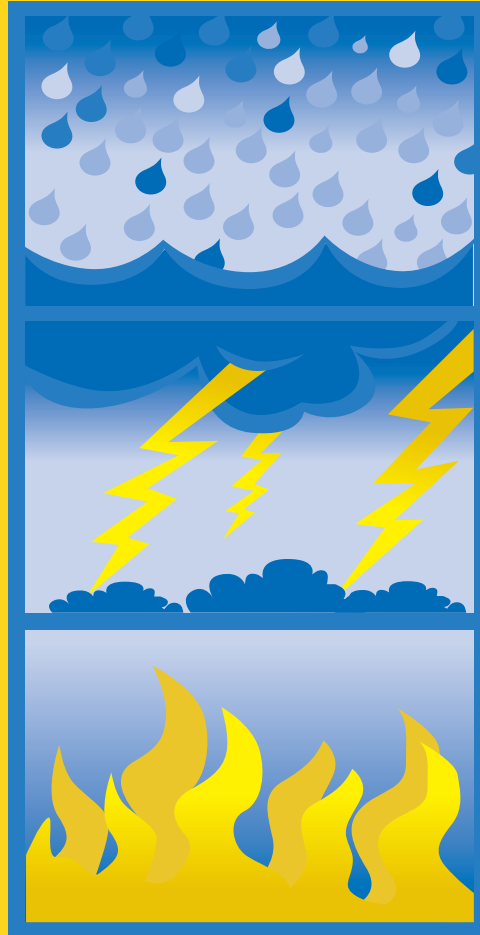
AFFAVETPLAN	Arrangements whereby the Commonwealth will provide support to States for combating exotic animal disease emergencies
AUSVET PLAN	Principles and procedures to be adopted to control or eradicate certain exotic diseases
BCLDMG	Brisbane City Council Disaster Management Group
BMTMC	Brisbane Metropolitan Traffic Management Centre
BOM	Bureau of Meteorology
CDRS	Counter Disaster and Rescue Services (of Department of Emergency Services)
Council	Brisbane City Council
DDC	District Disaster Coordinator
DDCC	District Disaster Coordination Centre
DDCG	Disaster District Control Group
DDMP	District Disaster Management Plan
DDMG	District Disaster Management Group
DMC	Disaster Management Coordinator
DES	Department of Emergency Services
DPI	Department of Primary Industries
ECC	(Queensland) Earthquake Coordination Committee
EMA	Emergency Management Australia
EOC	Event Operations Centre (Brisbane City Council)
GCCC	Gold Coast City Council
LAS	Local Asset Services (Brisbane City Council)
LDMG	Local Disaster Management Group
LDRC	Local Disaster Recovery Committee
LMO	Lord Mayor's Office
MBIs	Moreton Bay Islands

NATPLAN	National Plan to Combat Pollution of the Sea by Oil and Other Noxious and Hazardous Substances
NEMCC	National Emergency Management Coordination Centre
NDRA	Natural Disaster Relief Arrangements
NRIS	National Registration and Inquiry System
QAS	Queensland Ambulance Service
QCCAP	Queensland Coastal Contingency Action Plan
QFCC	Queensland Flood Coordination Committee
QFRS	Queensland Fire and Rescue Service
QLDVETPLAN	Queensland Veterinary Emergency Plan
QPS	Queensland Police Service
QT	Queensland Transport
QTCCC	Queensland Tropical Cyclone Coordination Committee
RSC	Redland Shire Council
SCDO	State Counter Disaster Organisation
SCDP	State Counter Disaster Plan
SDMC	State Disaster Mitigation Committee
SEQWATER	South East Queensland Water
SES	State Emergency Service
SITREP	Situation Report
SOC	State Operations Coordinator
SOP	Standing Operating Procedures
SOSCC	State Oil Spill Control Centre
VMR	Volunteer Marine Rescue
XO	Executive Officer

BRISBANE CITY COUNCIL

DISASTER MANAGEMENT PLAN

VI.iii) Support Material – Recovery Aide Memoir

CONTENTS

**The following document comprises
selected sections from the Emergency
Management Australia text 'Recovery'
(2004)**

1.0   Introduction

The prevailing disaster recovery environment is one of intense media activity, visits by very important persons (VIPs), claims on insurance policies, applications for financial assistance and the needs, desires and demands of the affected community and, in particular, special needs groups.

The purpose of providing recovery services is to assist the affected community towards management of its own recovery. When a community experiences a significant emergency or disaster there is a need to supplement the personal, family and community structures that have been disrupted by the event.

The objective of recovery management is to provide effective and efficient coordination and delivery of programs and services to assist and hasten the recovery of affected communities.

1.1   Key recovery management tasks

1.1.1   Needs assessment
Initial needs assessments look at effects, community demography, available resources and the pre-existing psychological state of the community.

1.1.2   Resources management
This includes the resources management of locations, equipment, vehicles, records, finance, staff, agency personnel and volunteers.

1.1.3   Physical resources
Management of these resources involves their continuing availability and accountability for their purchase, hire, maintenance and return.

1.1.4   Human resource management
Recovery management is human resource intensive over an extended period and workers are engaged in stressful duties in disrupted circumstances. It is

therefore necessary that staff, agency personnel and volunteers are provided with high levels of care and support

1.1.5 Information and communication management

Information management is not only concerned with disseminating information, but also with gathering information from authorities and emergency management agencies as well as from the affected community. The effective management of information following an emergency or disaster can be utilised to promote and hasten community recovery.

1.2 Communication management

1.2.1 Information management principles

1. Information is the right of an affected community.
2. Information enhances the capacity of an affected community to manage its own recovery.
3. Information should be timely, factual and disseminated through a range of communication channels.

The management task is to identify what needs to be communicated, to whom and when, and to develop information gathering, processing and dissemination channels. The information that needs to be communicated in the recovery process depends upon the characteristics of the event in terms of type, location, severity and effects on the community.

1.2.2 Community

The affected community following an emergency or disaster comprises various individuals, groups and organisations with differing needs. There are also those individuals, groups and organisations who suffer the secondary effects of an event whose information needs may be as great as those directly affected.

Those working towards recovery of the community also have the need for current, accurate information about the environment in which they are

working. These information needs exist across the range of recovery workers whether they are involved in clean-up, rehabilitation, medicine, environmental health, physical restoration or community recovery.

1.2.3 Elected representatives

Elected representatives can play an important part in assisting the recovery of the community. The information needs of elected representatives cover all aspects of recovery. Well-informed elected representatives can assure the success of public meetings and media briefings.

1.2.4 Media

If media access to accurate information is unduly restricted, rumour and speculation may be substituted for fact. Consequently, there is nothing to be gained by attempting to restrict media access.

It is important that the media be provided with full, accurate information in time to meet their deadlines.

1.2.5 Means of communication

Channels include:

- radio - newscasts, community service announcements and talk-back programs
- newspapers
- television
- public meetings
- information centres - one-stop centre for affected people to gather information about the whole range of services established to assist recovery.

2.0   Recovery Committee's role

The role of the Recovery Committee includes to:

- ensure that appropriate strategies are put in place
- facilitate the acquisition and appropriate application of material, staff and financial resources necessary to ensure an effective response
- contribute to the resolution of community and political problems that emerge during the recovery process
- ensure the maximum community involvement in the recovery process
- ensure that both immediate and long-term individual and community needs are met in the recovery process
- consider the overall recovery process in establishing priorities and anticipating future requirements.

2.1   Operational checklist

Detailed below is a checklist of the key issues that will need to be addressed throughout the recovery process.

- Liaise with relevant response agencies regarding location, size, type and potential impact of event.
- Determine likely human effects.
- Determine immediate short-term needs (e.g. accommodation, financial assistance and personal support).
- Manage restoration of essential infrastructure/utilities.
- Review resources and services on an ongoing basis.
- Determine longer-term recovery measures.
- Continue to monitor agency activities and reduce/withdraw services when appropriate.

3.0   Physical effects

3.1   Critical infrastructure

3.1.1   Electricity supply

The consequences of loss of power include:

- food spoils in fridges and freezers
- water supplies may fail as pumps stop
- sewerage systems may back-up as sewer pumps fail
- computers will not work
- communication systems (e.g. public media) will be less effective as people will not be able to view television
- commercial sales may be impossible without working scanners and merchandise databases
- fuel cannot be pumped in service stations
- a high demand will be placed on portable generators
- preparation of food may be affected where machinery or ovens are powered with electricity
- industrial processes (e.g. electric arc smelting) may be compromised
- lack of lighting may contribute to security concerns
- loss of traffic lights and rail signals, which will compromise transportation and lead to higher community risks
- loss of heating and cooling in homes and commercial establishments.

3.1.2   Recovery of power

Restoration of reticulated power is quite complex and involves a number of steps including:

- generation
- transmission
- distribution
- consumer safety.

Assigning priority for restoration of the distribution network can be very sensitive. The process of restoring power to the grid is a significant commercial undertaking, but will not necessarily lead to community satisfaction.

Timely restoration of power is important in the recovery of:
- water
- sewerage systems
- commercial activity
- normal accommodation functions.

3.1.3 Gas

Loss of gas supply will affect a number of commercial and private operations. This may have consequences including:
- In some circumstances, gas pressure remains in the lines, which can lead to continuing supplies. However, where the gas pressure falls to atmospheric pressure, damage to valves, lines and control systems may make restoration of supply a very complex operation.
- Domestic and industrial consumers may need to be told to shut off their gas equipment to preserve the line pressure and to enable an ordered resumption of supply.

3.1.4 Water

Supply of potable water is essential to human survival. Impacts of loss of water include:
- drinking water may have to be imported
- loss of water for washing may contribute to sanitation problems
- water is needed for many commercial and industrial applications
- firefighting may be compromised
- toilets will not flush without a water supply, so this may create health problems
- if the water quality is reduced, public health may be compromised and there may be fears of disease outbreak.

3.1.5   Communications systems

Communications systems can be vulnerable after a major hazard due to the following:

- Disruption to power can affect handsets and mobile phone batteries will eventually need to be recharged.
- Partially damaged systems may be overloaded by traffic during response.
- Cabling may have been damaged by some hazards.
- Computer networks that require larger bandwidth may be among the last services to be restored. Computer systems may have to operate independently of networks for part of the recovery process.
- Without access to mass media, other communication systems must be established to provide community-focused information.

3.1.6   Sewerage

There are many hazards that can affect the operation of a sewerage system:

- Power is required for the operation of sewerage pump stations and treatment plants.
- Inoperative sewers may cause sewage to back-up into houses or to spill into open spaces or waterways.

3.1.7   Stormwater

Impacts of stormwater failure include:

- Overflows, caused by blockages and local flooding as the overflowing water finds its own path, can lead to water ingress to homes and businesses.
- Where sewers have ruptured or overflowed, sewage may find its way into storm water systems and pose health and environmental threats.

3.2   Support infrastructure

3.2.1   Fuel outlets

When disrupted, the inconvenience can be significant.

- Power failure can prevent supply of fuel, even if there are available stocks.
- Transportation disruption can limit availability of fuel. News of low stocks can cause panic-buying and lead to ill-feeling in the community.
- Portable generators use fuel and there can be stress if shortages occur.
- Flooding can contaminate fuel by introducing water. This may prove very frustrating to the community, as precious fuel stocks must be wasted. Conversely, where fuel escapes into water bodies, there is potential for ecological damage.
- Fuel outlets present higher risks of fire.
- Fuel supplies are necessary for vehicle-based evacuation.

3.2.2   Transport networks

Disruption can be a complete stoppage of transport, introduction of load limits, detours or delays, and can lead to the following consequences:

- Any loss of transportation capacity causes higher traffic densities, with a general increase in level of risk, stress and community disruption.
- Where transport links are broken, it will prove very difficult to get essential supplies and help to communities that may need them. Evacuation of people will also be hampered.

3.2.3   Health services

The aftermath of a hazard may lead to an increase, or a perception that there will be an increase, in disease. Hazards and associated risks include:

- Primary health-care services must be maintained while the stress levels associated with an emergency or disaster may actually increase normal rates of heart attacks, strokes, childbirths, psychological effects etc. immediately after the event.

- Lack of power may increase loads on health systems through the:
  - use of naked flames for heating or lighting
  - use of generators with inadequate ventilation
  - handling of generator fuel (increased fire risks)
  - eating of contaminated foods or out-of-date foods
  - lack of power for in-home care of disabled or ill people.

As well as increased loading on the health system, the hazard itself may have reduced the capacity of the system to provide its service.

- Staff shortages can sometimes follow hazards.
- Some equipment may have been affected by the hazard itself.
- Many of these effects have the added complication that the staff and patients of these facilities must be evacuated, placing extra load on surrounding facilities.

3.2.4 *Sanitary facilities*

Disposal of waste is an important activity after many hazards and includes disposal of:

- food waste and wasted food
- building waste
- water, ponded effluent and backed-up storm water
- human bodies
- dead animals.

(Bodies rarely pose a health threat.)

3.3 Residential and commercial infrastructure

3.3.1 *Residential*

Residential losses after hazards can contribute significantly to community disruption. Residential damage affects:

- provision of shelter for the community
- accommodation for a community or a workforce
- protection of household contents

- the feeling of belonging that is 'home'
- the tourism industry
- vulnerable sectors of the community (while people reside in their normal accommodation they are easier to contact)
- coordination of recovery and reconstruction operations.

- In each case, the damage may be a combination of:
  - structural damage that may render the residence dangerous for entry
  - structural damage that may allow entry, but prevent occupation of the building
  - structural damage that can be repaired
  - non-structural damage that will require building repairs
  - non-structural damage that can be fixed by minor work
  - damage to contents.

3.3.2   *Other community services and facilities*

Damaged facilities can include:
- community/neighbourhood centres
- schools
- kindergartens
- churches
- sporting clubs
- cultural centres
- entertainment venues
- restaurants and cafes.

Each of these facilities has the potential to help considerably during the recovery phase but, if damaged, would be unable to perform their community functions.

3.3.3   Commercial activities

A number of essential services are provided by commercial entities. These may include:

- security services
- transport including buses, trains, taxis
- utilities (where these are operated by commercial entities, the rebuilding may require prior approval by an insurer, and this may delay recovery).

3.3.4   Commercial facilities

Our communities function with the aid of a large range of commercial facilities. Much community employment is in the private sector: if it is not functioning, there will be problems with unemployment. Much of the recovery and reconstruction will be undertaken by the commercial sector. Affected commercial facilities after a hazard may include the following.

3.3.5   Banks and financial institutions

Without operational banks and teller machines, there may be a currency shortage after an emergency or disaster. In some cases, the reconstruction expenses will lead to increased applications for credit.

3.3.6   Supermarkets, warehousing and transportation offices

Where any of these facilities are not operating as normal, food supplies can be in short supply.

- A major problem for supermarkets is loss of power. It also means that the normal databases to support sales processes are not operational.
- The community may demand a high priority on the reconstruction so that normal trading can resume as soon as possible. Insurance disputes may further delay reconstruction.
- Pricing policies can cause significant feeling in the community.

- The distribution of food aid needs to be handled with some sensitivity for the local food distributors.

3.3.7   Hardware and building supply outlets

- A number of building products may be adversely affected by inundation.
- Fire in the premises will certainly cause loss of stock.
- Power failure can prevent sales, even if there is available, undamaged stock.
- Building supply stockists are commercially vulnerable where freely available aid is delivered to the community.

3.3.8   Chemists and suppliers of other controlled substances

Prescription medicines may be required to service the community during the recovery phase. However, damage may prevent the normal operation of the facility.

- Stock could be damaged.
- Equipment necessary to link into the appropriate databases may have been damaged or communication lines may be down. Without power, none of the modern records systems will be operational.
- Damage to the building may compromise the security of the building.
- Damaged stock cannot be disposed of in the normal manner.

3.3.9   Other commercial and retail outlets

Other commercial and retail outlets include department stores, clothing stores, newsagencies and other specialist stores. All of these may lose business due to damage to stock, staff not being available due to their own personal losses, power failure, and damage to the premises.

3.4 Environment

Emergencies and disasters can have serious effects on the environment. The affected systems can include:

- air quality
- water quality
- soil contamination
- general amenity (pleasantness) of an environment
- aesthetics, which are difficult to measure.

4.0 Community effects

4.1 Introduction

In all phases, the planning, management and delivery of emergency services have the potential for serious psychological consequences for individuals and affected communities as a whole. Positive consequences can be enhanced and negative ones avoided, or at least alleviated, by managers being informed by specialist psychological consultancy of the psychological consequences of their decisions.

4.2 Myths and reality

Myth	Reality
People panic.	People behave quite rationally and responsibly except where there is a threat to life and no escape, no information or no leadership.
People cannot look after themselves.	People generally care for each other, helping those in need where possible.
Too much information is bad.	People respond appropriately to sound information from a reliable source. They may try to check it with those they consider credible before acting.
Children are too young to be affected.	After the immediate responses, children may hold back needs until after the crisis. Children often require special attention and counselling.
If people don't 'crack up', they are not affected.	Few people 'crack up' but everyone is affected and suffers stress in varying degrees.
Communities never recover.	Communities may undergo trauma and permanent change may result, but they can recover. This can be a positive development if improvement desired by the community is recognised and facilitated in the post-event period.
Emergency workers are not affected.	Emergency workers are also victims of disaster-related stress in varying degrees

Most often people affected need concrete help such as information about available services, how to get insurance, benefits or loans, assistance with completion of applications to government agencies, health care, babysitting and transportation.

5.0 Economic effects

Economic impacts are typically divided into two categories: tangible (those impacts to which we can assign a dollar value) and intangible (impacts which are not easily expressed in monetary terms). These impacts are then further subdivided into direct and indirect impacts. Direct impacts are those that result from the physical destruction or damage to buildings, infrastructure, vehicles and crops etc. Indirect impacts are due to the consequences of the damage or destruction.

5.1 Tangible direct economic impacts

5.1.1 Residential and business enterprises

Impact on residential accommodation and businesses can be viewed as falling into three main areas.

- structural damage to buildings
- contents damage to fixtures and fittings
- external damage, for example to motor vehicles and fences.

5.1.2 Public infrastructure and community facilities

- Life lines - Direct damage to life line infrastructure includes the immediate physical damage and the damage that may take some time before becoming visible (e.g. accelerated road deterioration due to the effect of water intrusion under road pavements).
- Public buildings - Direct damage to public buildings can also be thought of using the break-up into structural, contents, and external damage.

5.2 Tangible indirect economic impacts

Sector/area of impact	Disruption examples
Business	- Lost or deferred production (e.g. manufacturing, agriculture, services) - Lost or deferred income/trade/sales/value added (e.g. tourism operators, retail traders) - Increased costs (e.g. freight, inputs, agistment)
Public services and	Transport (e.g. traffic delays, extra operating

Sector/area of impact	Disruption examples
networks	costs) ▪ Loss of computer-controlled systems ▪ Loss of other lifelines (e.g. electricity) ▪ Government services (e.g. education)
Households	▪ Additional costs (e.g. alternative accommodation and transport, heating, drying-out costs, medical costs)
Clean-up	▪ Obvious area of indirect impact
Response	▪ The time and effort of emergency services and volunteers in responding to disasters are other forms of indirect impact.

5.3 Intangible economic impacts

Intangible impacts are often described as a 'catch all' that includes all those costs that are very difficult to estimate, for which there is no agreed method of estimation and for which there is no market to provide a benchmark.

Sector/area of impact	Intangible impact examples
Business	▪ Loss of confidence ▪ Loss of future contracts ▪ Loss of experienced staff
Public/ community	▪ Health impacts (deferral of procedures, reduced quality of care etc.) ▪ Death and injury ▪ Loss of items of cultural significance ▪ Environmental impacts ▪ Heritage losses ▪ Lack of access to education, health, defence, art galleries and museums etc.
Residents and households	▪ Loss of personal memorabilia ▪ Inconvenience and disruption, especially to schooling and social life ▪ Stress-induced ill-health and mortality

6.0   Recovery process

Recovery involves a number of identifiable processes. These are generic processes and apply to a greater or lesser extent to all aspects of physical recovery and to most other recovery tasks.

- **Investigation** - This is the task of establishing the starting point for recovery. This involves surveying the damage and determining the extent to which normal operations have been compromised.
- **Design** -This is the task of devising changes required to bring the system back to full functionality. Frequently, a staged restoration is planned. It must be well thought through so that the adopted solutions meet both the short-term needs and the longer-term objectives for the community.
- **Resourcing** - This is an important function involving the sourcing of funding, equipment, supplies, personnel and back-up or support to enable the subsequent stages of recovery to take place. Frequently, the damage to infrastructure in the affected community will make this task quite difficult. Where possible, resources should be drawn from the community itself.
- **Installation** - This is the implementation of the designs. It may include construction, rebuilding or re-establishment of systems.
- **Monitoring and review** - This is the process of ensuring that the modified system is able to continue to meet its objectives. If, over time, the system is not performing satisfactorily, then necessary adjustments or changes to meet demands on the system must be made.

6.1   Dynamics of recovery

The following are some aspects of the environment in which recovery takes place that makes it different to similar operations in a normal environment.

6.1.1   *Compromised infrastructure*

The infrastructure we take for granted in performing our normal work functions may not be in place to assist us in the recovery process. Part of the

mobilisation process will be the establishment of the parts of infrastructure that are essential to our recovery functions.

6.1.2 Standards of recovery work

All recovery should be performed in such a way that it delivers appropriate levels of safety and reliability to the community for its longer-term safety and security.

- Early in the recovery phase, the restoration of basic services is a high priority, and 'quick fix' solutions may be adopted for the short-term. The temporary measures must be clearly identified and plans put in place to upgrade to a permanent solution. This will ensure that the systems in place are able to deliver a reliable and durable service for the community.
- Planning approvals - concessions given in the rush to restore a community often do not work in the long-term interest of the community. It is important that proper processes are followed during the recovery process.

6.1.3 Resolution of planning issues

Invariably, a number of land-use planning issues that will require resolution are highlighted. Appropriate standards for reconstruction may not always be clear.

In addition, the supervision of the reconstruction may bring other problems.

- The staff required to approve and inspect building construction will be swamped with work.
- Many people may not be aware of the need to apply for building approval for major repairs.
- Some repairs may be seen as temporary, but become incorporated into the final structure without approval.
- Insurance companies may insist that the reconstruction only replaces what was damaged with similar construction.

6.2　　　Financial and economic recovery

6.2.1　　　Economic services

Economic recovery from emergencies and disaster is most effective when:

- business and/or industry representatives participate in economic recovery decision-making
- business and industry is returned to activity as early as possible
- economic recovery strategies are an integral part of the overall recovery management process
- measures are taken to mitigate the impacts of future disaster on business continuity
- there is coordination of all recovery programs to support and enhance the economic structure.

6.2.2　　　Conceptual recovery strategies

Conceptual recovery strategies include to:

- resettle evacuees into the affected area as soon as possible
- encourage emergency service agencies to implement procedures to support economic recovery (e.g. assistance with clean-up)
- support and promote the economic viability of the affected community
- purchase replacement goods and services locally via local businesses and tradespeople wherever practical
- build on existing organisations and networks through activation of available systems within the community
- encourage support of local trade and commerce
- encourage agencies to employ local residents and to purchase resources and services locally
- provide government grants, appeal distribution and charitable payments as financial, rather than material, assistance in support of economic and local business recovery.

6.2.3   *Management recovery strategies*

Management recovery strategies include to:

- identify all segments of the business community that may be affected
- establish dialogue between business, industry and government representatives in the community
- establish a reference group that is representative of business, industry and employee groups
- provide the business community with information about the recovery process and resources available through the reference group and other appropriate mechanisms
- ensure business community participation in the community recovery committee
- conduct inter-agency briefings and feedback sessions on the effectiveness and progress of the economic recovery program.

6.2.4   *Service delivery recovery strategies*

Service delivery recovery strategies:

- provide financial assistance measures in a timely, fair, equitable and flexible manner
- ensure financial support is needs-based and timely
- provide financial counselling and management services
- advocate with financial institutions on behalf of affected residents
- ensure services and/or information is coordinated and provided by a variety of means
- ensure availability and accessibility of economic recovery information and services.

6.3   Financial services

The recovery of communities from the effects of emergencies and disasters is assisted by a range of financial measures, which provide a source of funds to business, government, householders and the community to effect recovery.

6.3.1   Insurance

The major types of insurance cover that are available to policy holders to recover from emergencies and disasters are home and contents, property and business interruption policies.

The Insurance Disaster Relief Organisation (IDRO), with the assistance of the insurance industry, provides a unified presence and coordinated response to disasters.

Together, IDRO and the insurance industry will help to provide:
- One central contact point for insurance information
- A faster, more informed assessment of disasters
- Support in resolving claims, assessing damage and rebuilding
- Post-disaster reviews to help evaluate costs and recovery times;

6.4   Natural Disaster Relief Arrangements

The primary objectives of the Natural Disaster Relief Arrangements (NDRA) are to relieve the financial burden on states and territories of natural disaster relief and recovery efforts and to facilitate the early provision of a comprehensive range of relief and recovery measures to disaster affected communities.

6.4.1   Eligible Disaster Relief Measures

The following disaster relief measures are eligible for NDRA funding. It should be noted that not all relief measures are activated with respect to each disaster.

- **Personal hardship and distress**: this measure includes emergency payments, or payments in kind, to individuals for accommodation and food, as well as disaster relief assistance for the replacement of essential household contents and the repair of dwellings.

- **Restoration of public assets**: this measure covers state expenditure on the restoration of essential public assets, such as roads and government buildings.

- **Concessional loans to primary producers**: this measure provides for concessional rate loans to primary producers for carry-on needs, stock replacement and restoration of fixed assets.

- **Concessional loans to small businesses**: this measure provides for concessional rate loans to small business operators for reestablishment of business operations following physical loss.

- **Concessional loans/grants to non-profit organisations**: this measure provides for concessional rate loans and accompanying grants to non-profit organisations for the restoration of assets.

- **Psychological counselling**: this measure covers psychological counselling adopted to alleviate distress that is a direct result of an eligible disaster.

- **Other acts of relief and recovery**: other expenditures have been accepted as NDRA eligible under this provision, including some costs associated with disaster suppression, such as extraordinary fire fighting costs (ie normal operating costs are not claimable), and freight subsidies to primary producers.

Brisbane City Council (BCC)

Inundation Plan v0.2

Foreword

This Brisbane City Council (BCC) Inundation Plan has been prepared as the parent document under which will sit up to four threat specific sub-plans:

- River Flood,
- Storm Surge,
- Creek Flooding, and
- Local Flooding.

This inundation plan will become a sub-plan of the Brisbane City Disaster Management Plan and has been endorsed by the Local Disaster Management Group (LDMG).

This inundation plan will be reviewed, practiced and updated annually in accordance with the procedures mandated by the LDMG.

1 Amendment and References

1.1 Status

This inundation plan will be reviewed, practiced and updated annually in accordance with the procedures mandated by the Local Disaster Management Group (LDMG).

Contact details will be reviewed and updated regularly by the Disaster Management Coordinator (DMC).

The Executive Officer of the LDMG (BCC Chief Executive Officer) may approve minor amendments to this plan. This type of amendment is referred to as a minor amendment.

Proposed amendments that affect the intent of this plan, roles and responsibilities or external agencies must be endorsed by the LDMG and approved by Council. This type of amendment is referred to as a major amendment.

Approved amendments are to be listed in the tabled below. The DMC is to ensure that all copies of this plan are accurately amended.

Regular audits are to be conducted.

Version	Date	Approving Authority	Amendment Number
0.1			Initial Draft

1.2 Amendment Process

Figure 1 describes the amendment process. Proposed amendments may be submitted to the DMC on an as necessary basis.
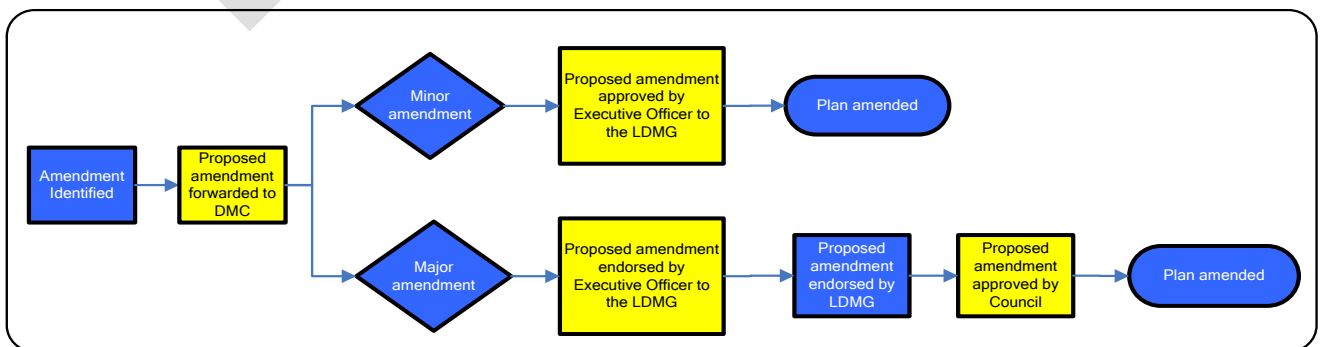
Figure 1 Amendment Process

1.3   References

Reference
A. Disaster Management Act 2003
B. Brisbane City Council – Disaster Management Plan
C. Disaster Management Planning Guidelines
D. Australian Emergency Manuals Series – Manual 20: Flood Preparedness
E. Australian Emergency Manuals Series – Manual 22: Flood Response
F. Australian Emergency Manuals Series – Manual 11: Evacuation Planning
G. Australian Emergency Manuals Series – Manual 19: Managing the Floodplain
H. State Planning Policy 1/03 – Mitigating the Adverse Impacts of Flood, Bushfire and Landslide
I. State Planning Policy 1/03 Guideline – Mitigating the Adverse Impacts of Flood, Bushfire and Landslide June 2003
J. Report on Brisbane City Natural Disaster Risk Management Study: River Flood Phase
K. Report on Brisbane City Natural Disaster Risk Management Study: Other Water-based Hazards Phase (Severe Storm, Cyclone, Storm Surge)
L. Brisbane City Council Disaster Management Resources Compendium
M. Lord Mayor's Taskforce on Suburban Flooding

2   Introduction

The Brisbane River floodplain has an extensive history of flooding and being exposed to severe weather events resulting in river flood, storm surge, creek flooding and local flooding (collectively referred to as inundation events). The Preliminaries to Reference B contain a risk assessment of event types, including inundation, and an order of probability as to their annual likelihood.

There is an extensive amount of general and technical reference material available on inundation events that have affected the Brisbane region. The Bureau of Meteorology (BoM) has chronicled the major flood events to affect the region since 1824, while Reference J and K contain a detailed list of references that form a flood knowledge base.

Information, procedures, and other plans contained in Reference B will not be duplicated in this plan or the subordinate threat-specific plans.

2.1   Audience

This plan has been prepared for Brisbane City Council (BCC), the Lord Mayor, the Brisbane City LDMG, BCC Business Units, and key external stakeholders.

2.2   Approval Date

 This published Inundation Plan was approved by the LDMG on xxx 2007.

2.3   Custodian

The DMC, on behalf of BCC, is the custodian of this plan. The custodian has the responsibility for implementing, evaluating, testing, reviewing and updating this plan. The custodian is also to ensure proper quality, security, integrity, consistency, privacy, confidentiality and accessibility of the plan.

The Custodian's contact details are:

Title: Disaster Management Coordinator
Contact: +61 7 34038888

2.4   Abbreviations

Abbreviation	Meaning
BCC	Brisbane City Council
BCLDMG	Brisbane City Local Disaster Management Group
BTMC	Brisbane Traffic Management Centre
BoM	Bureau of Meteorology
DDC	District Disaster Coordinator
DDCC	District Disaster Coordination Centre
DDMG	District Disaster Management Group
DDMP	District Disaster Management Plan
DDO	Declared disaster officer
DES	Department of Emergency Services
DNR&W	Department of Natural Resources and Water

Abbreviation	Meaning
DOC	Department of Communities
DRF	Disaster Relief Fund
EMA	Emergency Management Australia
EMQ	Emergency Management Queensland
EOC	Event Operations Centre
FCC	Flood Control Centre
FIC	Flood Information Centre
MIG	Major Incident Group
NCC	Network Coordination Centre
NEMCC	National Emergency Management Coordination Centre
NDRA	Natural Disaster Relief Arrangements
OIC	Officer-in-Charge
QCCAP	Queensland Coastal Contingency Action Plan
QFCC	Queensland Flood Coordination Committee
Qld Health	Queensland Health
QAS	Queensland Ambulance Service
QFRS	Queensland Fire and Rescue Service
QPS	Queensland Police Service
QT	Queensland Transport
SCDP	State Counter Disaster Plan
SDMG	State Disaster Management Group
SEQWATER	South East Queensland Water
SES	State Emergency Service
SOC	State Operations Coordinator
The Act	Disaster Management Act 2003

3 Scope

3.1 Overview

This inundation plan covers the preparation, response and recovery actions associated with inundation events. For the purpose of this plan inundation events include:

- River Flood,
- Storm Surge,
- Local Flood, and
- Creek Flood.

Threat specific sub-plans (to be developed) will address each of the specific type of inundation events.

It has been assessed that prevention measures, in particular flood mitigation preventative measures (such as critical infrastructure works or amendment to City Plan development guidelines) are outside the scope of this plan. Preparation, response and recovery will be the focus of this inundation plan.

It is acknowledged that preparation, response and recovery are integrated aspects for the management of inundation events. While not separate or discreet phases in themselves they do assist in articulating a logical event management construct that forms the basis for planning. Importantly, preparation – response – recovery actions are overlapping. These phases and BCC's key role's during each phase are illustrated in Figure 2.
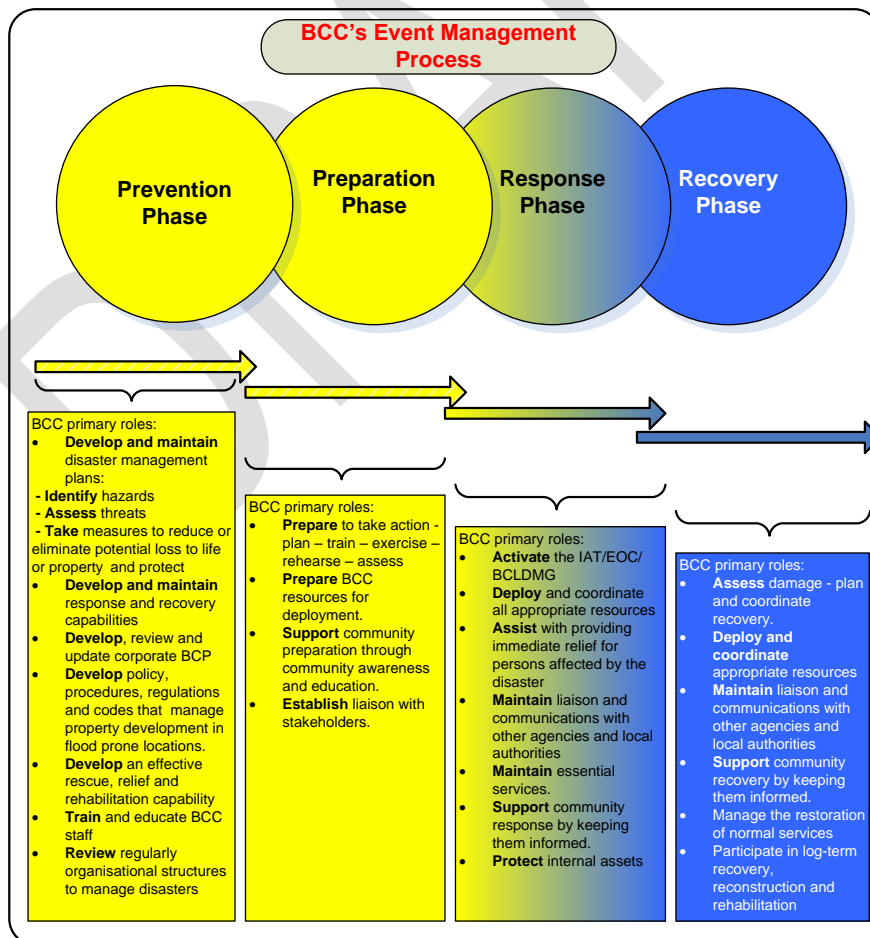
Figure 2: Disaster Event Phases

3.2   Inundation Events

BCC's response to inundation events will vary depending on the type and level of event. Table 1 defines the context within which this plan has been developed and aligns event to the level of response as detailed in Reference B (BCC Disaster Management Plan). Table 1 also briefly describes the characteristics of the event and the effect on the community and BCC.

Level	Level Definition	Event	Event Characteristics	Effect
2	Multiple incidents/events that require the response of individual Council organisations unit/s	Local Flooding and overland flow	• Limited warning • Short duration • Natural flow and run-off of water across land • Response managed by DMC/EOC • ERG, LAS, VPS, Contractor and possibly SES involvement • Recovery managed at the local government level	Community: • Local water damage to property • Possible isolation • Environmental impact • Reduction in services BCC: • Increased demand on specific business units • Possible interruption to service delivery • Possible minor disruption to the transport network
2	Multiple incidents/events that require the response of individual Council organisations unit/s	Creek Flooding	• Limited warning • Short duration • Rapid rise and fall in creek levels • Response managed by DMC/EOC • Recovery managed at the local government level with possible support from State Government agencies	Community: • Water damage to property • Road closures • Service disruption • Property isolation • Environmental impact • Possible evacuation BCC: • Disruption to service delivery • Minor disruption to transport network • Possible local impact on corporate image

Level	Level Definition	Event	Event Characteristics	Effect
4	Severe or multiple incidents / events that require the coordinated response of a number of Council organisational units and support units from external agencies and that requires a number of resources being coordinated in the recovery from the event.	Storm Surge	• BoM warning – limited by time • Medium duration • Flooding of coastal and low-lying property resulting in road closures, service disruption, property isolation and extensive evacuation • Response managed by DMC/EOC/LDMG • Recovery managed at the local and State Government level – possible support from the Australian Government	Community: • Significant threat to life • Significant threat to property • Significant economic disruption – including impact on the Airport and Port • Extensive road closures • Service disruption • Property isolation • Evacuation • Possible public health issues/threats • Significant environmental impact • Long-term recovery BCC: • Likely disruption to available workforce • Potential erosion of capability through loss of major equipment or facilities • Disruption to service delivery • Extensive disruption to transport network • Support required from contractors and other levels of government • Possible adverse impact on corporate image

Level	Level Definition	Event	Event Characteristics	Effect
4	Severe or multiple incidents / events that require the coordinated response of a number of Council organisational units and support units from external agencies and that requires a number of resources being coordinated in the recovery from the event, including State agencies through the DDC.	River Flood	• BoM warning • Longer duration • Severe flooding of low-lying property resulting in extensive road closures, service disruption, property isolation and extensive evacuation • Severe threat to life • Severe threat to property • Response managed by DMC/EOC/LDMG/SDMG with Australian Government support • Recovery managed at the local and State Government level –significant support from the Australian Government – long term	Community: • Severe threat to life • Severe threat to property • Extensive and prolonged economic disruption – including impact on the Port and Airport • Extensive road closures • Extensive disruption to basic and essential services • Property isolation • Large scale evacuation • Likely public health issues/threats • Extensive environmental impact • Prolonged recovery BCC: • Disruption to available workforce • Potential erosion of capability through loss of major equipment, facilities or communication and information technology networks • Prolonged disruption to service delivery • Substantial disruption to the transport network • Extensive support required from contractors and other levels of government • Probable adverse impact on corporate image

Table 1 Event Levels

3.3 Key Assumptions

The key assumptions associated with this plan are contained in Table 2 below.

Assumptions
Level 4 of the Disaster Management System will be declared in accordance with the Disaster Management Act 2003
BoM will provide a timely and accurate inundation warning
The ARI Q100 (6,800 cumecs) mapping data is accurate
All stakeholder agencies and BCC business units have in place effective operational plans, business continuity plans, redundancy plans and standard operating procedures that enable them to effectively respond in support of this plan and the threat specific sub-plans
All stakeholder agencies and BCC business units have sufficient trained, equipped and available personnel to perform the roles and responsibilities identified in the plan and threat specific sub-plans
The following have been activated: BCLDMG, DDCG, SDCG, SDMG, State recovery arrangements (including the establishment of a 'taskforce' approach)
This Inundation Plan is applicable to Brisbane's existing flood risk and residual (continuing) flood risk. It does not consider future flood risk.
Existing BCC resources and key infrastructure will be maintained and working to their maximum efficiency
A comprehensive flood awareness community education program is implemented

Table 2 Assumptions

3.4 Planning Principles

The key principles for inundation event management include:

- **Decentralised control**. The responsibility for initial response and recovery actions rests at the local level until 'overwhelmed'.

- **Centralised coordination**. The deployment and coordination of resources to ensure that the right resources are at the right place at the right time is most effectively undertaken centrally through the Event Operations Centre (EOC).

- **Business continuity**. Business units should maintain their 'normal' functions during an inundation event. They should protect their staff/assets/systems/ – maintain 'normal' services – repair services – recover to 'normal' levels of services.

- **Information**. Timely and accurate information is critical in preparing and responding to inundation events. This includes warnings and information from the BoM and FIC, as well as the provision of information and warnings to the public.

- **Self Help**. The community and businesses must assume responsibility to help themselves in order to be able to prepare, respond and recover from an inundation event.

4 Mission

BCC's mission during an inundation event is to coordinate the deployment of internal and external resources to reduce or eliminate potential loss of life or property and restore pre-inundation services as quickly as possible.

BCC will achieve this outcome by working closely with other agencies (such as State) to maintain critical services and effective communication while simultaneously deploying and coordinating appropriate resources to assist the community with combating the event.

4.1 Effects

BCC will strive to achieve the following desired effects during an inundation event:

- Enhance community and corporate resilience. Support the community and business sector 'bounce back' from the event.

- Maintain BCC business continuity. Maintain and / or restore BCC services as quickly as possible to pre-event levels.

4.2 Critical Vulnerabilities

The critical vulnerabilities during an induction event include:

- **Isolation**. It is anticipated that during an inundation event people and assets will be isolated for a period of time. During a river flood it is likely that cross river movement will be limited and restricted to existing major crossing points – such as the Gateway, Story and Walter Taylor bridges. At the local level, some areas of the community will be isolated and 'cut off' from support resources.

- **Access routes**. It is anticipated that vehicle access to isolated areas and evacuation centres will be limited. This will impact the provision of support to the community, BCC core functions and the community's ability to help themselves.

- **Water transport**. BCC does not have a dedicated fleet of suitable water craft to support water transport during a significant inundation event.

4.3 Critical 'Success' Components

The critical components of 'success' during an inundation event are:

- **Preparation**. Thorough preparation – inform, educate, plan, train, exercise, rehearse and assess.

- **Information**. Timely and accurate information to the public. Support community and corporate resilience.

- **Coordination**. Coordinated response and recovery actions.

- **Communication and Liaison**. Communication and liaison and between and within support agencies at all levels.

4.4 Critical Information Requirements

The critical information requirements to support the effective management of an inundation event include the following:

- Event focus:

  - When and where will inundation occur?

  - When and where will the inundation affect critical infrastructure?

- Resource focus:

  - What resources are available to manage the inundation?

- Type
- Location
- Capacity
- Time required to respond
- What resources will be required to be relocated?
  - Type
  - Location
  - Time required to relocated
  - Support required to relocated
- What resources will be required to support evacuation?
  - Type
  - Location
  - Capacity
  - Time required to respond

5   General Outline

5.1   General

Brisbane's inundation events will be combated through a coordinated approach leveraging BCC's FloodWise Campaign to prepare the community, the Flood Information Centre (FIC) to provide detailed real-time event data, and BCC's disaster management structure to coordinate the deployment of internal assets and resources.

This plan integrates all aspects of its current preventative and preparation measures with planned response and recovery actions. The critical capabilities that BCC will leverage to manage inundation events are its preparation of the community, the provision of timely and accurate information, and the coordination of support agencies through the BCLDMG, the Community Recovery Committee, the Infrastructure Recovery Committee and the Event Operations Centre (EOC). Details of BCC's key activities during each aspect of an inundation event are below.

5.1.1   Roles and Responsibilities

BCC's key roles during an inundation event are:

- Coordination of resources. The preparation, deployment and coordination of internal and external resources.

- Provision of accurate and timely information. Receiving timely and accurate warnings from the BoM and FIC. Providing timely and accurate warnings and updates to the public.

Details of the roles and responsibilities for key stakeholders during an inundation event are detailed in Annex A. These roles and responsibilities are above induction event specific and in addition to maintaining business continuity.

5.1.2   Preparation

BCC will prepare for inundation events through a combination of the following key activities:

- Implementation of the recommendations from the Lord Mayor's Taskforce on Suburban Flooding.

- Community engagement, education and awareness programs such as the FloodWise Campaign.

- The development and maintenance of detailed inundation threat specific plans that are supported by Standard Operation Procedures and Business Continuity Plans.

- The development of detailed river flood models including supporting GIS and the FIC. Products.

- The development of web-based real time inundation information.

- Monitoring of warnings from the BoM.

- Maintenance and monitoring of river and creek telemetry gauges.

- The design, development and conduct of individual training, collective inter agency exercises and rehearsals for combating inundation events. This will include an assessment regime to test and improve BCC's capacity to manage inundation events.

5.1.3   Response

BCC's response to an inundation event will depend on the type and level of event. In general the key activities will include:

- Initial response actions rest at the local level until 'overwhelmed'.

- The centralisation of control measures to ensure that the right resources are at the right place at the right time.

- BCC Business units maintain their 'normal' functions by protecting their staff/assets/systems, repair services as required and recover to 'normal' levels of services as quickly as possible.

- The provision of timely and accurate information including warnings and information **from** the BoM and FIC as well as the provision of information and warnings **to** the public.

- The development of community and business resilience through accepting the responsibility to help themselves respond to an inundation event.

5.1.4 Recovery

BCC's support of recovery from an inundation event will depend on the type and level of event. The key aspects of recovery activities include:

- Initial recovery actions rest at the local level until 'overwhelmed'.

- If required recovery will be coordinated through BCC's Community Recovery Committee and Infrastructure Recovery Committee.

- Recovery actions are outlined in BCC's Disaster Management Plan VI.iii) Support Material – Recovery Aide Memoir.

- BCC's key control coordination communication and information (C3I) roles during the recovery from an inundation event will include:

  - A needs assessment

  - Resources management

    - Physical resource management

    - Human resource management

  - Information and communications management.

5.2 Objectives

BCC's objectives, with the support of key stakeholders, during an inundation event are to:

- Reduce or eliminate potential loss of life

  - Effective Warnings

  - Timely and efficient evacuation

- Care and comfort of evacuated, hurt, homeless people

  - Rescue trapped people (SES, QLD Fire and Rescue, QLD Ambulance Services)

  - Protection of emergency personnel

- Reduce or eliminate potential loss of property / critical infrastructure

  - Protection, minimise loss / damage to critical infrastructure – utilities

  - Minimise loss of community property

- Maintain critical services

  - Restore essential services full capacity

    o   Health (State – hospitals, ambulance)

    o   Water

    o   Electricity

    o   Gas

    o   Telecommunications

- o Transport
- Establish and maintain effective communications
  - Maximise community confidence – shape the community expectations of self help, reduce personal exposure to risk ie prepare for the worst, stay at home, don't sight see, help your neighbours.
  - Community self help of those able (majority of the community)
- Restore pre-inundation services as quickly as possible
  - Restore access to essential services (road, telecommunications)
  - Minimise time for recovery – return to the provision of 'normal' services
  - Minimise time to restore BCC services
  - Minimise long term economic and environmental impact

5.3   Priorities

BCC's priorities during an inundation event are:

1.   Protect life and minimise injury

2.   Protect property and assets

3.   Provide accurate and timely public information

4.   Restore pre-inundation services as quickly as possible

5.4   Key Decision Points

A number of key decisions will be required to be made during an inundation event. Foresting and preparing for these decision points supports effective decision making during the time of the disaster. The key decision points for an inundation event are detailed in Annex B.

5.5   Evacuation Process

The decision by the LDMG to request the District Disaster Coordinator (DDC) / District Disaster Management Group (DDMG) to authorise an evacuation is a key decision point for BCC's inundation planning.

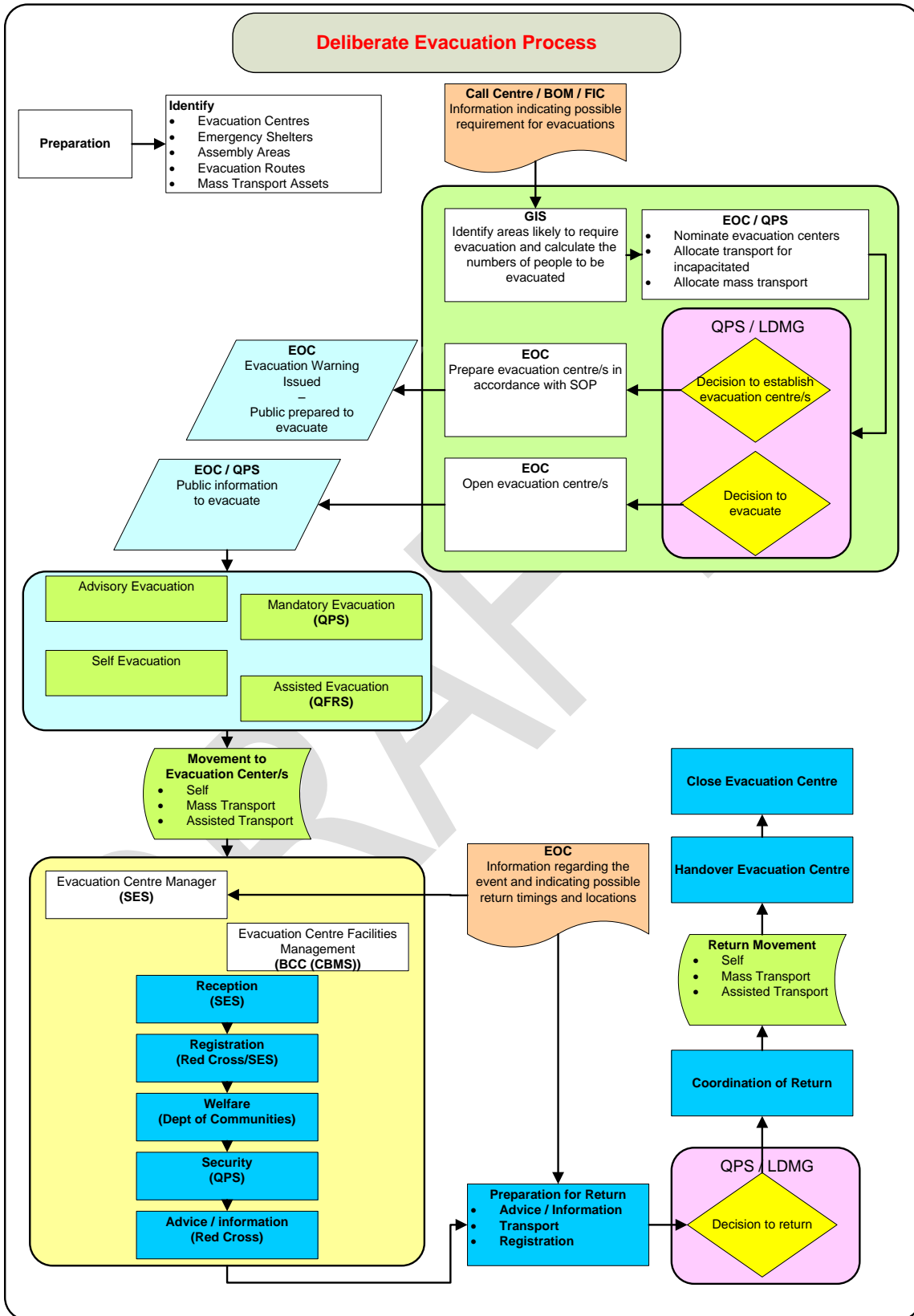The process for a deliberate evacuation is illustrated in Figure 3 below.

Figure 3 Deliberate Evacuation Process

6 Management

6.1 General

The management of an inundation event (control, coordination and the passage of information) will not be dissimilar to the management of other disaster events. The critical difference is the scale of impact, the need for timely evacuation planning, the need to pre-position critical resources (for protection and future utilisation), the impact on service delivery and the longer period for economic recovery.

Figure 4 illustrates the key control, coordination and flow of information requirements during a significant inundation event. Clearly, not all agencies and response elements will be 'stood up' during local or creek flooding. Figure 4 also generically describes the sequence of warning, disaster management activation and event timelines.

In simple terms the LDMG provides direction, the EOC coordinates the deployment of resources and business units and external agencies undertake actions. This construct is illustrated in Figure 5.
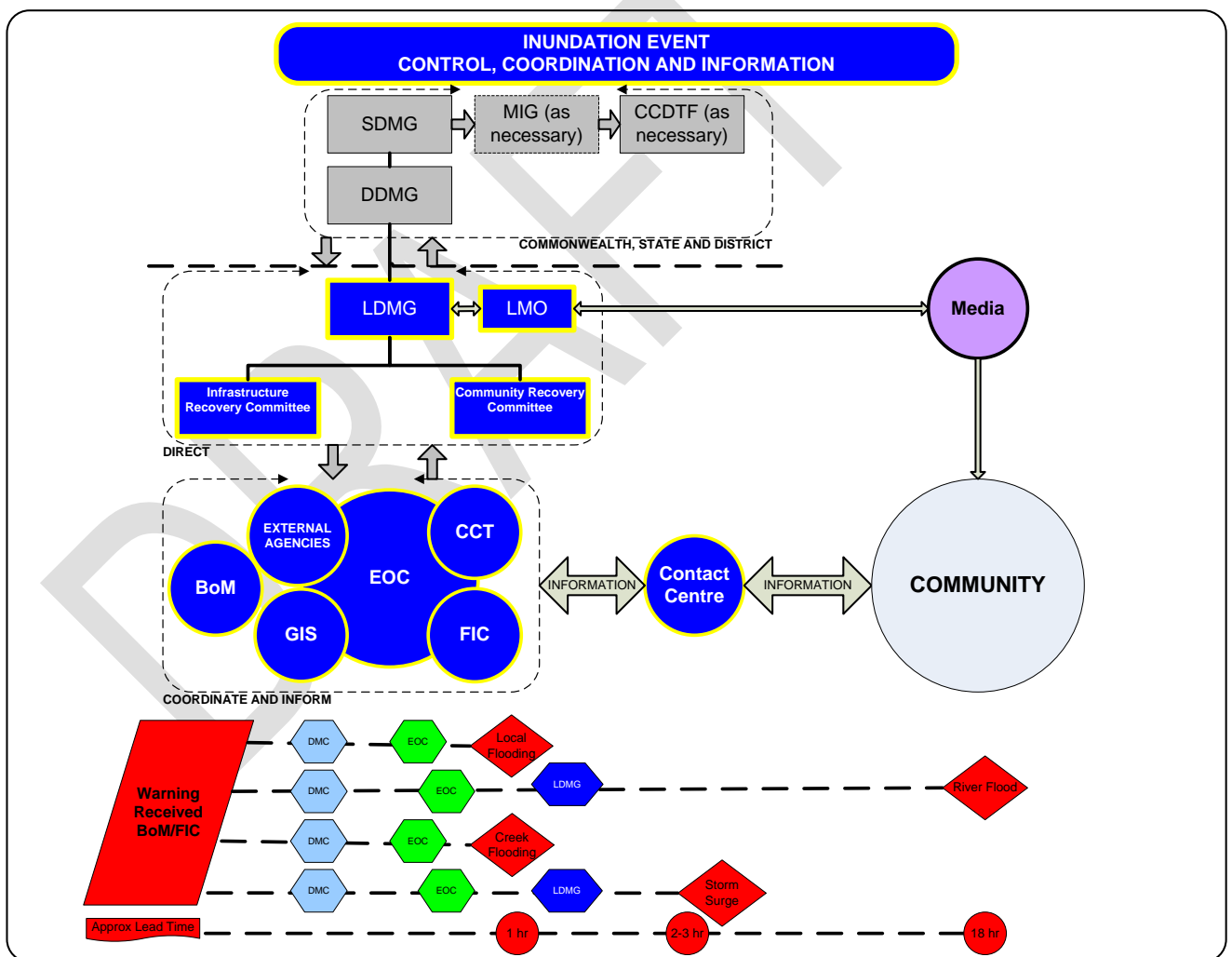

Figure 4 Control, Coordination and Information

6.2 Control

6.2.1 Brisbane City Local Disaster Management Group (BCLDMG)

The control of an inundation event will be exercised through the BCLDMG who will manage disaster operations. The LDMG will be supported by the Infrastructure Recovery Committee and the Community Recovery Committee and other committees as necessary. The LDMG will set policy and priorities and provide direction to BCC to manage inundation events. The specific roles of the BCLDMG are in references A and B.

6.3 Coordination

6.3.1 Event Operations Centre (EOC)

The EOC is the focal point for coordinating the deployment of resources to manage an inundation event. Critical to EOC functions is the information provided by the FIC, GIS, NCC, BMTMC and the contact centre. The EOC will fuse information from different sources to plan and execute the timely and coordinated deployment of resources to achieve the LDMGs direction. The EOC will also be the focal point for communication with BCC business units, the community and external agencies and will develop messages for release to the media through the LMO.

6.3.2 Business Units and External Agencies

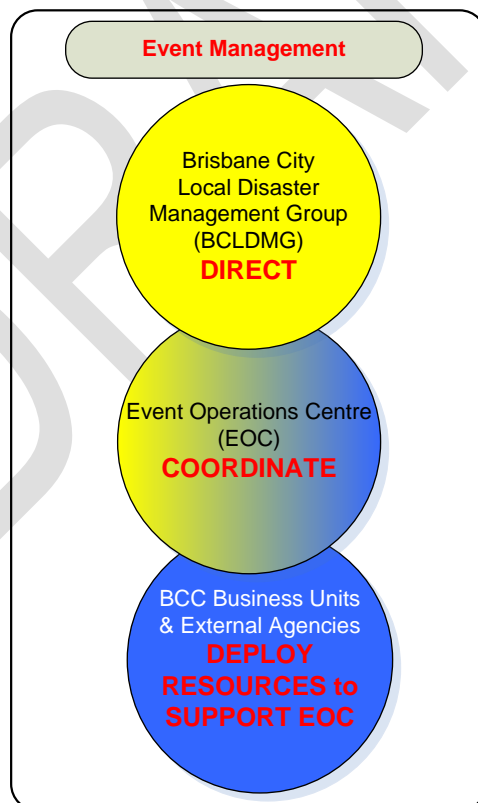Business Units and external agencies will deploy resources coordinated through the EOC.

Figure 5 Event Management

6.4 Communications

6.4.1 General

Communications include:

- Public information,

- Communication with BCC staff and external stakeholders to support response actions, and

- Media.

Timely and accurate Information is a critical success component during an inundation event. A detailed communication plan is required to support community and corporate resilience through consistent and well thought through messages as well as accurate and timely information.

6.4.2 Public Information

The key messages for an inundation event will vary between phases. Key messages for each phase are outlined below.

- **Preparation**

  - A key tool in preparing the Brisbane community is the BCC FloodWise Campaign. This Campaign includes public awareness, education and extensive engagement. The Campaign public awareness and education emphasises that minimising flood damage is a community-wide responsibility. The four steps to be flood wise are:

    - Step 1: Understand your flood risk

    - Step 2: Prepare your home – people and property

    - Step 3: Responding when the water comes

    - Step 4: Recovering after the flood

  - The key messages to be communicated to the public when preparing for an inundation event may include:

    - *Know if you are at risk and the possible level of inundation*

    - *Listen to warnings and be prepared to evacuate*

    - *Prepare your home and yard. Secure your valuables and important information, and remove any potential hazards.*

    - *Don't drive – be FloodWise - turn around*

- **Response**

  - The key messages to be communicated to the public during an inundation event may include:

    - *What.* What actions to take during the event including – protection of life and property and possible evacuation. What impact the event will have on BCC services eg buses and ferrys. Details of evacuations. Endeavour to engender a sense of community self help.

    - *When.* The likely timeframe of the inundation event.

    - *Where.* Areas likely to be impacted (residential, commercial, roads, crossings, bridges). Where to find support.

    - *How.* How to find out more information.

- **Recovery**

  - The key messages to be communicated to the public following an event may include:

    - *What.* What impact the event has had on the city. What actions to take during the recover. What actions BCC (and other agencies are taking)

- *When.* The likely timeframe for the recovery of BCC services. Endeavour to engender a sense of community patience.

- *Where.* Areas that have been impacted (residential, commercial, roads, crossings, bridges) and 'no go' areas. Where to find support.

- *How.* How to find out more information.

6.4.3   BCC Staff and External Stakeholders

Crisis Communications Team (CCT). During an inundation event the CCT will be activated by the DMC or EOC Manager. The CCT is managed by the CCT and staffed with Crisis Communications Officers. Details of the crisis communication plan are in Section IV) of the BCC Disaster Management Plan - Crisis Communications Manual.

The role of the CCT is to assist the EOC to source and distribute information. The CCT will also confirm and clarify information. The CCT will also assist the EOC/LDMG to communicate quickly, consistently, honestly and clearly with Council's key stakeholders in order to:

- Protect life and property through the provision of timely information

- Ensure all parties have the information they require in order to respond appropriately to the crisis situation,

- Ensure an ongoing flow of up-to-date information to stakeholders throughout the initial response period of the crisis, and

- Safeguard Council's relationships with key stakeholders by managing the messages and perceptions surrounding the crisis situation.

The CCT is responsible for communication with the following stakeholders:

- Primary stakeholders:

  - EOC, LDMG, LMO and CEO

  - Evacuees (main communication for this audience will be given by DES with Council reiterating key messages as necessary)

  - Residents in affected areas and neighbouring areas

  - Business owners and employees in affected areas

  - Commuters

  - Brisbane residents

  - Council employees

- Secondary stakeholders (can be used to convey information to primary stakeholders):

  - Evacuation Centre Coordinators

  - Contact Centre consultants

  - Traffic Management Centre staff

  - Flood Information Centre staff.

Event Operations Centre. The EOC and DDC are responsible for communication with other stakeholders, who include, but are not limited to:

- BCC Business Units

- LMO

- SES

- Power generators, regulators and providers (if applicable) including:

  - Energex and Origin

- Local governments in adjacent areas (if likely to be affected)

- Telstra and Optus

- Schools and universities

- Hospitals

- Health care professionals

- SEQWater

- Stae Agencies, including EMQ.

6.4.4 Media

The Lord Mayor's Office (LMO) is responsible for all communication with the media. The LMO will:

- Maintain close contact with the Event Manager and CCT throughout the crisis

- Keep an up-to-date log of all media enquiries received, responses provided and all contact initiated with the media

- Advise relevant councillors and chairpersons of developments

7   Resource Management

7.1   General

A detailed list of BCC resources available to support an inundation event is located in the BCC Disaster Management Compendium.

7.2   Critical infrastructure

BCC and key external stakeholders will maintain, protect, repair and recover (within its means) infrastructure that is critical to the City. This critical infrastructure is outlined in Table 3Table 3 Critical Infrastructure

.

Infrastructure	Source / Responsibility
Lifelines	
Electricity	Energex Powerlink
Household and industry water network and treatment facilities	BCC
Fuel (petrol, oil, lubricants)	BP and Caltex
Telecommunications	Telstra Australian Communications Authority
Sewerage network and treatment facilities	BCC
Gas	Origin Energy
Storm Water Systems	BCC
Road Network	Department of Main Roads Queensland Transport BCC
Rail Network	Queensland Rail Queensland Transport
Shipping facilities	Queensland Transport Port of Brisbane Corporation
Air Transport Network	Brisbane Airports Corporation Department of Transport and Regional Services (DOTARS)
Public Transport Network	Translink, QR, BCC – Traffic management, rail, bus, river city cats/ferries

Infrastructure	Source / Responsibility
Logistics and Service Support	
Food and Water	BCC – water Private sector suppliers
Mass Communications (Media)	Newspapers, Radio, Television, Internet
Medical and Public Health	Queensland Health
Large Capacity Venues	Federal – Defence Facilities State – sporting stadiums BCC and private sector – entertainment facilities and community halls
Accommodation Facilities	Private sector
Key Government Installation / Services	
Other Non-Government Installations	
Education	State Government
Hazardous Storage Sites Landfill	Federal Government State Government BCC Commercial contractors/providers
Administration / Planning Boundaries	Federal Government State Government BCC
Base Mapping / Topographic	State BCC

Table 3 Critical Infrastructure

7.3   Transport

7.3.1   Brisbane Transport

BCC will maintain, protect, repair and recover (within its means) transport capabilities. An outline of Brisbane Transport's busses and depots are in Table 4.

Location	Number of buses	At risk of inundation	Remarks
Bowen Hills	96	Yes	No alternate location has been identified to relocate busses

Location	Number of buses	At risk of inundation	Remarks
Virginia	120-130	Yes	No alternate location has been identified to relocate busses
Carina	170	Yes	No alternate location has been identified to relocate busses
Garden City	170	Yes	No alternate location has been identified to relocate busses
Towong	170	No	
Richlands	45	No	
Larapinta	Will have 100	No	

Table 4 Brisbane Transport

Key risks and vulnerabilities to the provision of bus transportation during an inundation event are:

- The identification and allocation of safe relocation sites for the 'at risk' bus fleet.

- The identification of routes to relocation sites.

- The capability to conduct mobile/off-depot diesel refuelling.

- The capability to conduct mobile/off-depot Compressed Natural Gas (CNG) refuelling.

7.4   Emergency Shelters

Details of identified emergency shelters can be found in Emergency Shelter CD. The list of identified emergency shelters is in Table 5.

Acacia Ridge Community Hall
ANZ QE11 Stadium
Balmoral Bowls Club
Banyo Bowls Club
Bracken Ridge Community Hall
Brighton Bowls Club
Brisbane Strikers Football Club
Bulimba Bowls Club
Bulwer Fire Station
Camp Hill Bowls Club
Cowan Fire Station
Easts Leagues Club
Enogerra Memorial Hall
Forrest Lake Community Centre
Fortitude Police Citizens Youth Club
Gaythorne RSL
Geebung Bowls Club
Hamiltion Community Hall
Hibiscus Sports Complex

Inala Community Hall
Inala Old Library
Jagera Community Hall
Kedron Wavell RSL
Kooringal Fire Station
Lang Park Police Citizens Youth Club
Manly Lota RSL
Morningside RSL & Ex Serviceman's
Mt Gravatt Bowls Club
Northgate Community hall
R.N.A Showgrounds
Salisbury Senior Citizens Hall
Sandgate Bowls Club
Sangate Town Hall
Suncorp Stadium
Sunnybank Community Hall
Sunnybank Scout Association
Tangalooma Resort
The Sleeman Centre
Toombul Bowls Club
Toombul Shire Hall
Wellers Hill Bowls Club
Windsor St Vincents Community Hall
Wynnum Municipal Hall

Table 5 Emergency Shelters

Details of State Government facilities will be published in the treat-specific sub-plans.

8   Conclusion

This inundation plan provides the framework for the threat specific plans for River Flood, Storm Surge, Local Floods and Creek Floods. These plans are attached as Attachments 1 to 4 respectively.

Annexes:
A.   Roles and Responsibilities
B.   Key Decision Points

Attachments:

1.   Brisbane City River Flood Plan

2.   Brisbane City Storm Surge Plan

3.   Brisbane City Local Flood Plan

4.   Brisbane City Creek Flood Plan

Annex A - Roles and Responsibilities

Agency / Organisation	Roles and Responsibilities
Brisbane City Council	- Coordinate the deployment of internal and external resources to reduce or eliminate potential loss of life or property and restore pre-inundation services as quickly as possible. - Coordinate support to response agencies - Coordinate / support evacuation - Recommend, with QPS and other agencies, areas to be evacuated - Activation of emergency shelters / evacuation centre/s - Facility management of evacuation centre - Mass transportation and access routes - Maintain core business functions (via Business Continuity Plans) - Maintain BCC essential services to the community: - Water - Sewerage - Waste management - Vaccination/Inoculation - Animal control - Protection of the environment - Traffic management - Roads - Drainage - Maintain warning systems and telemetry (through FloodWise) - Collection, interpretation and dissemination of information from telemetry - Establish / maintain liaison with key stakeholders (Government, Government Operated Corporations [GOC], Private Sector Organisations) - Disseminate public information - Provide public information to prepare for the inundation - Provide locally based community support services - Protect employees, assets, systems (via Business Continuity Planning)

	BCC DIVISIONS AND BUSINESS UNITS
City Policy and Strategy	• Provide information – internal and externally – (DMC through the EOC) • Support recovery – green waste management (Natural Environment and Sustainability) • Maintain essential services – water and sewerage • Undertake condition assessments of strategic assets - road network, traffic management assets, bridges, tunnels, community buildings. (City Assets)
Corporate Services	• Protect internal assets • Provide advice to LDMG regarding risk • Support control, coordination, communication and information (C3I) – (Marketing and Communications Unit – Crisis Communications Team (CCT)) • Coordinate contracting arrangements (Strategic Procurement Office) • Provide legal advice (Brisbane City Legal Practice) • Manage finances related to inundation (Corporate Finance (CFO))
IDivision	• Protect internal assets • Manage communications (internal and external) (iDivions) • Provide information – prediction / effects of inundation (GIS)

Customer and Community Services	• Protect internal assets
	• Protect / maintain / repair / recover the storm water system (Local Asset Services (LAS))
	• Protect / maintain / repair / recover essential services –- (LAS)
	  • Support road closures (Emergency Response Groups (ERG) and LAS Teams)
	  • Support debris and tree clean up (LAS - ground work only)
	  • Maintain / repair / clean the storm water system (program of maintenance eg Storm Quality Improvement Devices (SQID), enclosed drainage network program, open drainage network program)
	• Protect / maintain / repair / recover Critical infrastructure
	• Assist the SES with the management of animals during evacuation
	  Provide community development teams

Brisbane City Works	• Protect internal assets • Protect, maintain, repair and replace strategic assets - road network, traffic management assets, bridges, tunnels, community building.

	BCC DIVISIONS AND BUSINESS UNITS
Brisbane Water	• Protect internal infrastructure assets • Protect, maintain / repair / recover water supply and sewerage services • Monitor water quality • Be prepared to contain – bypass – remove wastewater

Brisbane Transport	• Maintain passenger transport
	  • Be prepared to reduce services
	    • Initially through changing standard service from weekday to Saturday to Sunday services
	    • Communicate the changes in services to the public
	  • Manage services / routes – busses and ferry/city cats (reduction /of bus service and cease ferry and city cat operations)
	  • Protect internal assets – busses, ferry, city cats, depots, bus construction facility, fuel (protect spillage and maintain supply).
	    • Protect depots against inundation - decrease environmental damage and support rapid recovery
	    • Relocate busses to safe areas
	• Be prepared to support road closures / openings / detour, emergency vehicle access routes
	• Be prepared to provide mass transport services for evacuation
	• Be prepared to assist with mass transportation of workers in essential services eg police, medical, telecommunications, electricity
	• Support C3I through the NCC:
	  • Establish liaison with the EOC
	  • Provide route information from drivers to the EOC
	  • Identify alternate bus routes
	  • Brisbane Traffic Management Centre (BTMC)
	    • Maintain traffic management system
	    • Protect the traffic management system (recovery)
	• Be prepared to provide support to other local government authorities
	• Repair terminals
	  • Confirm corporate commercial arrangements with Translink during an inundation event

	BCC DIVISIONS AND BUSINESS UNITS

City Business	• Protect internal assets
	• Provide facility management of emergency shelters and evacuation centres (City Building and Maintenance Services (CBMS))
	   • Manage and coordinate resources for emergency shelters
	   • Support SES with urgent repair and maintenance of BCC owned facilities being used as emergency shelters.
	• Maintain and monitor FloodWise
	• Provide information (City Design – FIC)
	• Protect and maintain the vehicle fleet (City Fleet)
	• Reallocate vehicles as necessary (City Fleet)
	• Support evacuation – animal control (Local Laws)
	• Maintain and coordinate waste management (City Waste Services)
	• Coordinate green waste management (Vegetation and Pest Services)

	DISASTER MANAGEMENT COMMITTEES
Local Disaster Management Group (LDMG)	- In accordance with the BCC Disaster Management Plan, the LDMG's role is to: - Ensure there is a disaster management plan - Ensure there is an integrated disaster management capability - Ensure the disaster management system is reviewed and tested - Manage the disaster in such a way as to minimise the adverse effects on the community, the natural environment and the built environment.
Infrastructure Recovery Committee	- Restore the infrastructure at least to the level that existed before the disaster, of the community can revert to operating normally. - Liaise with stakeholders regarding the effectiveness of the delivery of recovery activities with services being delivered by State agencies via the District Disaster structure and with private organisations. - Infrastructure recovery focuses n the facilities, installations and utilities necessary for the proper functioning of the community. These include power, water supply, transport systems and communications.
Community Recovery Committee	- Coordinate community recovery - Liaise with stakeholders regarding the effectiveness of the delivery of recovery activities with services being delivered by State agencies via the District Disaster structure and with private organisations. - Provision of information, personal support, resources, specialist counselling, metal health and community services. - Support the coordination of evacuation and the provision of emergency human services.

	DISASTER MANAGEMENT COMMITTEES
Event Operations Centre (EOC)	- Prepare and maintain plans, SOPs and exercise with internal and external stakeholders - Stand up in accordance with EOC SOP - Coordinate the deployment of internal and external resources to reduce or eliminate potential loss of life or property and restore pre-inundation services as quickly as possible. - Coordinate support to response agencies - Coordinate / support evacuation - Maintain situational awareness for the LDGM and other designated stakeholders - Establish and maintain communication and liaison with: - The community (through the Call Centre) - BCC Business Units - FIC - Flood Control Centre (through the FIC) - GIS - BT Network Coordination Centre (NCC) (within BTMC) - BTMC - CCT - External stakeholders - State Authorities - Other local government authorities - GOC - Corporate
Flood Information Centre (FIC)	- Prepare and maintain plans, SOPs and exercise with internal and external stakeholders - Stand up in accordance with FIC SOP - Provide support to the EOC - Provide flood information - Liaise with: - BoM

	EXTERNAL AGENCIES – STATE GOVERNMENT
Emergency Management Queensland (EMQ)	• Provide advice and assistance to all agencies and committees with the Queensland disaster management systems, • Provide administrative and executive support to the State Disaster Management Group (SDMG) • Management of Queensland's disaster management systems on behalf of the SDMG • Provide coordination, policy and operational advice to disaster mangers at all levels of the State's disaster management system • Coordinate State and Federal assistance

Queensland Police Services	• Preservation of peace and good order
	• Prevention and investigation of crime
	• Traffic control including assistance with road closures and maintenance of road blocks
	• Crowd management / pubic safety
	• Search and rescue
	• Support evacuation
	  • Authorize the evacuation
	  • Security at emergency shelters and evacuation centres
	  • Registration at emergency shelters and evacuation centres

Queensland Fire and Rescue Services	• Search and rescue • Assist in pumping out flooded buildings • Assist in clean up • Support the management of hazardous materials
Queensland Ambulance Services	• Assistance with evacuation – public who are incapacitate

	EXTERNAL AGENCIES – STATE GOVERNMENT

State Emergency Services	• Provide public information to prepare for the inundation
	  • Provide public education
	• Opening, establishing and managing emergency shelters and evacuation centres until relived by BCC staff or persons from other agencies
	• Assist QPS with evacuation
	• Support evacuation
	  • Door knocking to inform the community of an evacuation
	  • Support QPS with registration at emergency shelters and evacuation centres
	  • Provision of short term welfare
	• Search and rescue operations
	• Assist with emergency shelter (tarps)
	• Assist with emergency lighting
	• Assist with emergency power (limited)
	• Assist with communications
	• Assist with debris removal

Queensland Health	• Coordination of medical services
	  • Health
	  • Medical
	• Public health advice and warnings to participating agencies and the community

Queensland Department of Community Service	• Support evacuation • Support Recover operations
Queensland Department of Main Roads	• Maintain and repair state and federal roads / bridges / crossings • Establish and maintain liaison with the SDMG and provide road status reports
Queensland Department of Transport - Harbour Master	• Protect / maintain / repair / restore river transport services • Establish and maintain liaison with the EOC

	EXTERNAL AGENCIES – GOC/PRIVATE
Brisbane Ports Corporation	• Protect / maintain / repair / restore port services • Establish and maintain liaison with the SDMG, SDCC and EPA • Provide advice to the stevedoring companies regarding port operations
Queensland Rail	• Protect / maintain / repair / restore rail services • Establish and maintain liaison with the SDMG • Provide advice to the community
Energex	• Protect / maintain / repair / restore electricity services • Establish and maintain liaison with the SDMG and LDMG • Provide safety advice to the community
Origin Energy	• Protect / maintain / repair / restore electricity and gas services • Establish and maintain liaison with the SDMG and LDMG • Provide safety advice to the community
Telstra	• Protect / maintain / repair / restore telecommunications services • Establish and maintain liaison with the SDMG and LDMG • Provide advice to the community
Environmental Protection Agency (EPA)	• Establish and maintain liaison with the SDMG • Establish and maintain liaison with the EOC in order to receive timely advice regarding environment issues eg surcharge of sewerage in the Brisbane River

Annex B - Key Decision Points

Decision Point	Decision	Information requirements for the decision	Impact of the decision	Likely time of the decision	Remarks
1	Activate the EOC	BOM/FIC issue warning of an inundation event		18 hours prior significant impact of the river on Brisbane	
2	Request the DDC/ DDMG to direct evacuations • Issue a warning to the public • Establish emergency shelters/ evacuation centres • Open emergency shelters / evacuation centres • Issue direction to evacuate	BOM/FIC/GIS assessment of areas requiring evacuation • What areas require evacuation? • When will they need to be evacuated by? • How many people require evacuation? • Where are the available emergency shelters / evocation centres? • What mass transport assets are available to support the evacuation? • What are the access routes to the evacuation sites?	BCC retains the role of lead agency but will be supported by District and State with possible Federal support. DDMG will coordinate and provide support to BCC		Critical path - Time required to establish emergency shelters / evacuation centres = ?? hours Time required coordinate mass transport / transport for incapacitated = ?? hours Time required to inform the public (warning - centres open) = ?? hours

Decision Point	Decision	Information requirements for the decision	Impact of the decision	Likely time of the decision	Remarks
3	Reduce normal services to pre-position emergency/essential resources eg Brisbane Transport busses	Relocate: • Time - How long does it take to move assets? • Routes – Is the route open? • Location – Is there sufficient space available? • Staff – Is there sufficient staff available to relocate assets? Protect: • Time – How long will it take to protect the asset/s? • Resources – Are resources available eg sandbags, fill petrol, oil, lubricants (POL)? How long will it take to get the resources to protect the asset/s?	Services to the public will be reduced eg waste management, bus and ferry services. The pubic will require advanced warning of reduced services (nature, locations, timings)		

Decision Point	Decision	Information requirements for the decision	Impact of the decision	Likely time of the decision	Remarks
4	Road closures	BOM / FIC / GIS assessment of bridges, roads and crossings affected by inundation. • What areas / locations will be affected? • Where are the detours? • When will the roads be closed? • When will the roads be open?	Allocation of resources to close roads and divert traffic. • SES • Police • Traffic Management Centre • Variable Messaging Systems (VMS) Information to the public and emergency services: • Locations of closures • Details of public detour routes • Details of emergency vehicle routes • Timings – closed and possible opening		

Decision Point	Decision	Information requirements for the decision	Impact of the decision	Likely time of the decision	Remarks
5	Reduce transport services	BOM / FIC / GIS assessment of: • When will the river conditions cease ferry and city cat operations to cease? • When will bus depots be affected by inundation? • When will bus routes be closed? Relocate: • Time - How long does it take to move assets? • Routes – Is the route open? • Location – Is there sufficient space available?	Transport services to the public will be reduced – busses, ferry and city cat. The pubic will require advanced warning of reduced services (nature, locations, timings)		

Decision Point	Decision	Information requirements for the decision	Impact of the decision	Likely time of the decision	Remarks
6	Stand down the BCLDMG and EOC	Is the Community Recovery Committee and the Infrastructure Recovery Committee positioned to assure responsibility to coordinate recovery actions? Has a handover take over been completed? Are all stakeholders (including the community) aware of the changes to the C3I for recovery action?	Hand over takeover from the EOC to the Community Recovery Committee and the Infrastructure Recovery Committee – all available information		