TOOWOOMBA
REGIONAL
COUNCIL

LOCAL DISASTER MANAGEMENT PLAN
29 October 2009

Foreword from Chairperson of Toowoomba Regional Council (TRC) Local Disaster Management Group (LDMG)

The TRC Disaster Management Plan has been prepared to meet the requirements of the *Disaster Management Act 2003*, utilising the Queensland Disaster Management Planning Guidelines 2005, to ensure there is a consistent approach to disaster management in the local area. The plan is a living document that will be updated to reflect changes in the TRC area, legislation and lessons learnt from natural disasters elsewhere in Australia and the world.

The Disaster Management Plan will be an important tool for managing potential disasters and a demonstrated commitment towards safety within the community. The plan forms the basis and guidelines for the prevention, preparedness, response and recovery activities of the joint agencies within the TRC area in response to a disaster situation. The plan identifies potential hazards and risks in the area; identifies steps to mitigate these risks and includes strategies to enact should a hazard impact and cause a disaster.

Depending on the scale of a disaster, the TRC LDMG will ensure there is adequate coordination within the TRC area to reduce adverse impacts. The plan also documents efforts to mitigate against disasters, which in turn enables funding to be provided for such actions.

The ultimate benefit is to reduce community consequences following an event.

Should there be an event that is of greater impact to the local community, the District Disaster and State Disaster Management Groups would become involved.

The Local Disaster Management Plan provides an excellent disaster response and mitigation framework. The local community can feel very secure in the fact that local emergency service agencies are very dedicated and capable in their respective fields.

Cr Noel Strohfeld
Chairperson
Toowoomba Regional Council Local Disaster Management Group

16 December 2009

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Authority to Plan

This plan has been prepared by the TRC LDMG for the TRC, under the provisions of Section 57 (1) of the *Disaster Management Act 2003*.

Approval of Plan

In accordance with Section 80(1)(b) of the *Disaster Management Act 2003*, TRC approved this plan Version 1.0, 29 October 2009 on 15 December 2009 (Committee of the Council – 8 and 9 December 2009 - Item 17).

Powers under the Plan

In accordance with Section 30(1) (f) of the *Disaster Management Act 2003*, the TRC LDMG is responsible to manage disaster operations in the area under policies and procedures decided by the State Group.

In the event of a disaster, decision-making authority for its management in the local area vests with the Chairperson of the TRC LDMG. Such authority involves the coordination of disaster operations and activities performed by entities involved in a disaster.

Whilst there are no specific powers granted to the Chairperson under the *Disaster Management Act 2003*, it is the responsibility of this position and TRC to prepare for and make available its resources in the event of a disaster.
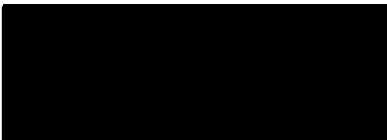
Cr Peter Taylor
Mayor
Toowoomba Regional Council

16 December 2009

Review and Renew Plan

Review and renewal of this plan are to be conducted yearly as required by Section 59 of the *Disaster Management Act 2003*

Amendment Register and Version Control

Proposals to amend this plan should be forwarded to:

> Disaster Management Coordinator
> Toowoomba Regional Council
> P O Box 3021
> Toowoomba Village Fair QLD 4350

> or Email: ████████████████████

Amendments of the plan must be authorised by the TRC LDMG and adopted by the TRC under the provision of the *Disaster Management Act 2003* before they may be implemented. Once adopted by TRC, amendments should be registered in the Table 1, and include the TRC minute number and new version number.

Plan holders are responsible for ensuring their plan is kept up to date.

Table 1

Amendment Number	Amendment Date	Signature Amender	Date

Current Edition – Version 1.0 – October 2009

When the plan is amended each version of the plan is to be clearly identified with a version number and date in the footer on every page. The following table is to be maintained to identifying versions and is to be updated whenever a new version of the plan is released.

Table 2

Version	Date	Prepared By	Comments

Distribution List

Controlled copies of the plan are held with the TRC Disaster Management Coordinator/Local SES Coordinator. A copy of the plan shall be made available for public viewing at the Toowoomba library, at each of the TRC Service Centres and on the TRC website. The plan will be reproduced and distributed as per the distribution list detailed in Table 3.

Table 3

Copy Number	Held By [Position Title]	Organisation Name
1	Community and *Business Planning* (Control Copy)	TRC
2	Mayor	TRC
3	CEO	TRC
4	LDMG Chairperson	TRC
5	LDMG Deputy Chairperson	TRC
6	LDMG Executive Officer	TRC
7	DM Coordinator	TRC
8	Director Engineer Services	TRC
9	Director District Services	TRC
10	Area Director	Emergency Management Qld
11	OIC Toowoomba Police Division	Queensland Police Service
12	Superintendant Area One	Queensland Fire Rescue Service Urban
13	Area Director	Queensland Fire Rescue Service Rural
14	Area Director	Queensland Ambulance Service
15	Director Emergency Department	Queensland Health Services
16	Chairperson Evacuation & Welfare Committee	Lifeline
17	Manager	District Service Centre Clifton
18	Manager	District Service Centre Crows Nest
19	Manager	District Service Centre Goombungee
20	Manager	District Service Centre Greenmount
21	Manager	District Service Centre Millmerran
22	Manager	District Service Centre Oakey
23	Manager	District Service Centre Pittsworth
24	Deputy Controller	SES Group Cambooya
25	Deputy Controller	SES Group Cecil Plains
26	Deputy Controller	SES Group Clifton
27	Deputy Controller	SES Group Crows Nest
28	Deputy Controller	SES Group Goombungee
29	Deputy Controller	SES Group Millmerran
30	Deputy Controller	SES Group Oakey
31	Deputy Controller	SES Group Pittsworth
32	Deputy Controller	SES Group Toowoomba
33	Deputy Controller	SES Group Yarraman
34	Deputy Controller	SES Group Clifton Cadets
35	Area Operations Manager	Ergon Energy
36	Business Development	Telstra Countrywide
37	Toowoomba Library	TRC

Definitions

"Control" - The overall direction of the activities, agencies or individuals concerned. Control operates horizontally across all agencies, functions and individuals. Situations are controlled.

"Coordination" - 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" - A centre established at State, Disaster District or Local level as a centre of communication and coordination during response and recovery operations.

"Community" - a group of people with a commonality of association and generally defined by location, shared experience or function.

"Consequence" – the outcome of an event or situation expressed qualitatively or quantitatively, being a loss, injury, disadvantage or gain.

"Disaster" - 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 (*Disaster Management Act 2003*, S13(1)).

"Disaster District" - A portion of the state declared to be a Disaster District under the *Disaster Management Act 2003*.

"Disaster District Coordinator" - A Disaster District Coordinator appointed under the *Disaster Management Act 2003*.

"Disaster Management" – 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 Act 2003*, S14).

"Disaster Management Plan" - Basic principles, policies, responsibilities, preparation, and responses developed to enable the State to provide an effective and coordinated response to disaster.

"Disaster Operations" – Activities undertaken before, during or after an event happens to help reduce 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 Management Act 2003*, S15).

"Disaster Response Capability" – 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 (*Disaster Management Act 2003*, S80(2)).

"Event" – An event means any of the following:
- a cyclone, earthquake, flood, storm, storm tide, tornado, tsunami, volcanic eruption or other natural happening;
- bushfire;
- an explosion or fire, a chemical, fuel or oil spill, or a gas leak;
- an infestation, plague, or epidemic;
- an attack against the State; or
- another event similar to the above events.

An event may be natural or caused by human acts or omissions (*Disaster Management Act 2003*, S16 (1) & (2)).

"Functional Areas" - 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, which the community will most likely need because of the overwhelming impact of a disaster on its own resources and response capabilities, or because of the specialized or unique nature of the assistance required.

"Hazard" – A source of potential harm, or a situation with a potential to cause loss (Emergency Management Australia, 2004).

"Incident" - Day-to-day occurrences, which are responded to by a single response agency by itself or in cooperation with other response agencies.

"Local Controller" - The controller of a Local Emergency Service appointed under the *Disaster Management Act 2003* by a Local Government within its area or by combined Local Governments within their combined areas.

"Local Emergency Service" - An emergency service established and maintained under the *Disaster Management Act 2003* by a Local Government within its area or by combined Local Governments within their combined areas.

"Mitigation" – Measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and environment (Australian Emergency Management Glossary, 1998).

"Planning" - Process of developing a system for coordinating disaster response and establishing priorities, duties, roles and responsibilities of different individuals and organisation, including actual state of preparedness.

"Preparedness" – Is having "arrangements or plans to deal with a threat situation or a disaster, that is, the mobilisation of the disaster response structure and resources" (Emergency Management Australia, 2004).

"Prevention" – The regulatory and physical measures taken to ensure that emergencies are prevented or their effects mitigated (Emergency Management Australia 2004)

"Reconstruction" – Actions taken to re-establish a community after a period of rehabilitation subsequent to a disaster. Actions would include construction of permanent housing, restoration of all services, and complete resumption of the pre-disaster state (Australian Emergency Management Glossary, 1998).

"Recovery" – Is "the coordinated process of supporting emergency affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing"(Emergency Management Australia, 2004). 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.

"Rehabilitation" – The operations and decisions taken after a disaster with a view to restoring a stricken community to its former living conditions, whilst encouraging and facilitating the necessary adjustments to the changes caused by the disaster (Australian Emergency Management Glossary, 1998).

"Relief" – The provision of immediate shelter, life support and human needs of persons affected by, or responding to, an emergency. It includes the establishment, management and provision of services to emergency relief centres (Australian Emergency Management Glossary, 1998).

"Resources" - Includes food, manpower, any horse or other animal, vehicles, vessel, Aircraft, plant, apparatus, implement, earthmoving equipment, construction equipment or other equipment of any kind or any means of supplying want or need.

"Residual Risk" – The level of risk remaining after implementation of a risk treatment (ISO 31000 Nov 2009).

"Response" – Is defined as the "actions taken in anticipation of, during, and immediately after an emergency to ensure that its effects are minimised, and that people affected are given immediate relief and support" (Emergency Management Australia, 2004).

"Risk" – The chance of something happening that may have an impact on the safety and wellbeing of your community. It includes risk as an opportunity as well as a threat and is measured in terms of consequences and likelihood (ISO 31000 Nov 2009).

"Risk Identification" – The process of identifying what can happen, why, and how (Australian Emergency Management Glossary, 1998).

"Risk Management" – The culture, processes, and structures that are directed towards realizing potential opportunities whilst managing adverse effects (ISO 31000 Nov 2009).

"Risk Reduction" – Actions taken to lessen the likelihood, negative consequences, or both, associated with a risk (ISO 31000 Nov 2009).

"Risk Treatment" – Process of selection and implementation of measures to modify risk (ISO 31000 Nov 2009).

"Serious Disruption" – Serious disruption means:
- loss of human life, or illness or injury to humans; or
- widespread or severe property loss or damage; or
- widespread or severe damage to the environment
  (*Disaster Management Act 2003*, S13 (2)).

"Statutory Services" - A body that is constituted by or under an Act of the State or of the Commonwealth and whose role usually includes disaster management operations.

"Vulnerability" - Degree of loss which could result from a potentially damaging phenomenon, or the extent to which a country, area, community, or structure risks being damaged by a disaster.

"Warning" - Dissemination of message signalling imminent hazard, which may include advice on protective measures.

Abbreviations

BOM	Bureau of Meteorology
DCC	Disaster Coordination Centre
DCS	Department of Community Safety
DDC	District Disaster Coordinator ·
DDCC	District Disaster Coordination Centre
DDMG	District Disaster Management Group
DDMP	District Disaster Management Plan
DMC	Disaster Management Coordinator
EC	Evacuation Centre
EMA	Emergency Management Australia
EMQ	Emergency Management Queensland
HQ	Headquarters
HAZCHEM	Hazardous Chemical
HAZMAT	Hazardous Material
JEST	Joint Emergency Service Training
LDCC	Local Disaster Coordination Centre
LDMG	Local Disaster Management Group
LDMP	Local Disaster Management Plan
MIG	Major Incident Group
MIR	Major Incident Room
OIC	Officer In Charge
QAS	Queensland Ambulance Service
QFRS	Queensland Fire & Rescue Service
QNPWS	Queensland National Parks & Wildlife Services
QPS	Queensland Police Service
RACE	Response Advice for Chemical Emergencies
SDCC	State Disaster Co-ordination Centre
SDMG	State Disaster Management Group
SDRA	State Disaster Relief Arrangements
SES	State Emergency Services
SEWS	Standard Emergency Warning Signal
SITREPS	Situation Reports
SOP	Standard Operating Procedures
TRC	Toowoomba Regional Council
TRC DCC	Toowoomba Regional Council Disaster Coordination Centre
TRC DMP	Toowoomba Regional Council Disaster Management Plan
XO	Executive Officer

SECTION 1 – INTRODUCTION

1.1 Purpose of Plan

1.1.1 The purpose of the Toowoomba Regional Council Local Disaster Management Plan (TRC LDMP) is to detail the arrangements for the coordination and management of resources, to ensure and maintain safe communities within the region prior to, during and after a disaster. This will be achieved by constantly reviewing and updating disaster management arrangements and investigating new initiatives to meet the changing needs of the TRC area and each local community.

1.1.2 To achieve safer and more sustainable communities, an effective disaster management plan:
- has an all-hazards approach;
- is comprehensive and documented;
- focused on strategic outcomes; and
- is regularly reviewed and validated.

1.2 Key Objectives

1.2.1 The all-encompassing objective of applying a disaster management framework is to ensure the safety of the region. The key objectives of the TRC LDMP are to:

    a.   Detail the disaster management structure for the TRC LDMG;

    b.   Identify individual support plans for the conduct of disaster management functions and activities;

    c.   Identify likely disaster events that may impact the area;

    d.   Integrate with relevant TRC corporate and operational documents and operational procedures;

    e.   List the agreed roles and responsibilities of lead and support agencies during specific disaster events;

    d.   Outline the TRC disaster management framework;

    e.   Outline the TRC policy for disaster management; and

    f.   Provide guidelines for disaster prevention, preparedness, response and recovery measures

1.2.2 Individual strategies to support the aforementioned are:

    a.   **Prevention.** This includes hazard identification, risk assessment, and measures taken in advance to avoid the disaster or its impacts, to reduce or eliminate loss of life or damage to property, to minimise environmental harm and to protect economic development. This includes:

        (1)   Increase adherence to and introduction of systems and regulations that reduce disaster risks; and

        (2)   Investigate and implement (where appropriate) strategies/initiatives to eliminate or reduce the impact of the effects of hazards on the community through the use of the Emergency Risk Management Process.

    b.   **Preparedness.** 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. This includes:

        (1)   Increase community safety through public awareness, information and education;

        (2)   Encourage an all agencies, all hazards ethos through the workings of the TRC LDMG;

        (3)   Identify resources to maximise response;

        (4)   Develop contingency plans to address response and recovery issues; and

        (5)   Establish and maintain working relationships with other agencies to increase disaster management capability.

c.   **Response.** This is the process of combating the impacts of a disaster and for providing immediate assistance to affected persons and sections of the community. The aims of response operations are to save lives and sustain survivors, to protect property, minimise environmental harm and render an affected area safe. This includes:

        (1)   Efficiently and effectively coordinate the response to an event in conjunction with other emergency response agencies (commitment to an all-agencies approach); and

        (2)   Minimise the impact on the community of a disaster event.

d.   **Recovery.** This is the process by which an affected community is assisted in regaining an appropriate level of functioning following a disaster. It includes restoration of the emotional, social, economic and physical well being of the community and reconstruction of the physical infrastructure. This includes:

        (1)   Adequately provide immediate welfare post event; and

        (2)   Ensure the recovery priorities of the community are met in collaboration with other member agencies of the Toowoomba Disaster District Recovery Committee.

1.2.2   It is also necessary to ensure that the resources used to prevent, prepare for, respond to and recover from disasters are used efficiently to achieve the most effective outcomes for the local community.

1.3   Plan Activation

1.3.1   The plan may be activated by the Chairperson or the XO of the TRC LDMG when a disaster event is beyond the normal operating capacity of the response agencies or when it is, has, or is likely to have, significant community consequences that require coordinated action by multiple agencies/organisations. See Section 5 for details.

1.4   Local Government Policy for Disaster Management

1.4.1   The TRC is committed to working within the State Disaster Management Group's strategic policy framework which focuses on a comprehensive all hazards approach. This approach means all levels of government working in partnership to reduce the effects of disasters.

1.4.2   Disaster management is integrated within Council's Corporate, Strategic and Operational Planning Processes. As part of the TRC Corporate Plan 2009-2014, the following reference is made to disaster management:

"1.4 2 Develop and deliver initiatives to enhance disaster management preparedness and capability."

1.4.3   As part of Council's ongoing budgeting and resource allocation, sufficient provision is to be made annually and within long-term cash flow requirements to ensure its disaster response capability is acceptable according to the level of service required.

1.4.4   The TRC LDMP is a vital component of the TRC's commitment to the community and the TRC disaster arrangements are shaped by the *Disaster Management Act 2003*. The relevant extracts are detailed below:

a.   **Section 29 Establishment.** A local government must establish a Local Disaster Management Group (a "local group") for the local government's area.

b.   **Section 30 Functions.** 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 that 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 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 functional incidental to a function mentioned in sub-paragraphs (1) to (11) above.

c.   **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 (2) (b) above;

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

d.   **Section 64 Declaration of a Disaster Situation.** A district disaster coordinator for a district may, with the approval of the Minister, declare a disaster situation for the district, or a part of it, if satisfied that:

      (1)   a disaster has happened, is happening or is likely to happen, in the disaster district; and

      (2)   it is necessary for the district disaster coordinator or a declared disaster officer to exercise declared disaster powers to prevent or minimise any of the following:

            (a)   loss of human life;
            (b)   illness or injury to humans;
            (c)   property loss or damage; and
            (d)   damage to the environment

e.   **Section 80 Functions of Local Government.** The functions of local government under this Act are to:

      (1)   ensure that it has a disaster response capability;

      (2)   approve its local disaster management plan prepared under part 3 of the Act;

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

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

1.4.5   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 deal with, an emergency situation or disaster in the local government's area.

1.5 Toowoomba Regional Council Local Disaster Management Group

1.5.1 The TRC has a legislated responsibility to establish a LDMG in accordance with Section 29 of the *Disaster Management Act 2003*. The TRC LDMG is the body that ensures TRC has appropriate disaster management arrangements (plans, committees, response capabilities and a program to tie all these aspects together) in place. During an event the TRC LDMG provides the forum for cooperation between all agencies involved in the event. The TRC LDMG provides strategic management of community consequences by formulating policy, setting broad priorities and disseminating public information on the disaster event (Daily implementation and coordination is conducted by the operational elements from the TRC DCC).

1.5.2 **Objectives** are to:

a. ensure there is a current LDMP and that TRC has an integrated disaster management capability;

b. ensure that the disaster management system is reviewed and tested;

c. foster an all-agencies approach and a high level of cooperation; and

d. activate in a disaster to exercise strategic level management of TRC response to, and recovery from, the event for the benefit of the community

1.5.3 **Role.** The role of the TRC LDMG is defined in the *Disaster Management Act 2003*, in section 30(1). The detailed functions are listed under sub-paragraph 1.4.4 b. of this plan.

1.5.4 **Membership.** In accordance with Section 33 of the *Disaster Management Act 2003*, the persons listed in Table 4 are the current members of the TRC LDMG. The membership and contact details of the LDMG are to be updated at least each 6 months and provided to the Disaster District Coordinator (DDC). A quorum, as required under Section 40 of the *Disaster Management Act 2003*, is nine (9) members. **The LDMG contact details can be viewed by authorised personnel on the TRC disaster website http://disaster.toowoombarc.gov.qld.au, under the "Operational" area.**

Table 4

Ser	Member	Organisation	Position
1	Chairperson	TRC	TRC Councillor
2	Deputy Chairperson	TRC	TRC Councillor
3	Executive Officer	TRC	Manager Community & Business Planning
4	Member	TRC	CEO TRC
5	Member	TRC	Director Engineering Services
6	Member	TRC	Manager Environmental Health Services
7	Member	TRC	Manager Corporate Communications
8	Member	TRC	Director District Services
9	Member	EMQ	Area Director
10	Member	QAS	Area Director
11	Member	QFRS	Superintendent Area One
12	Member	QFRS (Rural)	Area Manager
13	Member	QPS Service	OIC Toowoomba Police Division
14	Member	TRC	DM Coordinator / SES Local Controller
15	Member	Ergon Energy	Area Operations Manager
16	Member	QLD Health Services	Director Emergency Department
17	Member	Telstra	Business Development
18	Member	Lifeline	Chairperson Toowoomba Welfare Committee

1.5.5 Membership of the TRC LDMG shall mean and include the person acting in the capacity of any of the above members or the delegate of the member. The TRC LDMG may co-opt additional members or the assistance of individuals or organisations as circumstances may require.

1.5.6   The TRC LDMG may constitute sub-committees from the membership to address specific issues and or tasks. Such sub-committees are to submit reports on their progress to the XO as dictated when the sub-committee is established.

1.5.7   The XO is to provide SDMG and the Toowoomba DDMG with an updated membership list with contact details in accordance with Section 37 of the *Disaster Management Act 2003* at least once a year, preferably every six months. These updates are to identify the nominated representative to the Toowoomba DDMG in accordance with Sect 24(6) of the *Disaster Management Act 2003*.

1.5.8   The TRC LDMG shall meet at least annually for the purpose of reviewing of the TRC LDMP.

1.5.9   Details of actions taken and issues discussed by TRC LDMG will be communicated and made available to the DDMG (includes District Disaster Co-ordinator) as follows:

a.   TRC LDMG meeting schedules, agendas and minutes; and

b.   Status Reports on Emergency Risk Management/Mitigation initiatives/strategies e.g. disaster management studies.

1.6   Lead and Support Agencies Responsibilities for Disaster Situations

1.6.1   Attached at Annex A is a table which details the lead and support agencies and their roles and responsibilities for all types of disaster situations.

1.7   Toowoomba Regional Council Disaster Coordination Centre

1.7.1   The TRC has a responsibility to establish and maintain a Disaster Coordination Centre for the coordination of disaster operations within the TRC area. For details see the current TRC DCC SOP.

1.8 Support Plans

1.8.1 To support the TRC LDMP there are a number of Support Plans covering specific events and actions. These are listed at Table 5 to this document. The table details the document and who is responsible for the review and maintenance of each Support Plan.

Table 5

SER	SUPPORT PLAN	RESPONSIBLE
1	Evacuation & Welfare Management Plan	Welfare Committee
2	TRC DCC SOP	TRC DMC
3	Clifton District Local Disaster Management Plan	Manager Clifton District Service Centre
4	Crows Nest/Highfields District Local Disaster Management Plan	Manager Crows Nest/Highfields District Service Centre
5	Goombungee/Yarraman District Local Disaster Management Plan	Manager Goombungee/Yarraman District Service Centre
	Greenmount District Local Disaster Management Plan	Manager Greenmount District Service Centre
6	Oakey District Local Disaster Management Plan	Manager Oakey District Service Centre
7	Millmerran District Local Disaster Management Plan	Manager Millmerran District Service Centre
8	Pittsworth District Local Disaster Management Plan	Manager Pittsworth District Service Centre
9	Communications Sub-Plan	TRC DMC
10	TRC Disaster Risk Management Plan	TRC DMC
11	Public Information Manual	TRC Corporate Communications
12	Environmental Health Sub-Plan	Welfare Committee
13	Toowoomba District Community Recovery Plan	Department of Communities

SECTION 2 – DISASTER RISK MANAGEMENT

2.1   Community Context

2.1.1   The TRC area consists of seven Districts (Clifton, Crows Nest/Highfields, Goombungee/Yarraman, Greenmount, Millmerran, Oakey, and Pittsworth) and Toowoomba City

2.2   Geography and Topography

2.2.1   The size of the TRC area is 12,973 sq km. Graph 1 below shows the areas of the various Districts and Toowoomba City.

2.2.2   Toowoomba is the principal city which occupies a roughly rectangular area of approximately 117 square kilometres. It is located some 130 kilometres west of Brisbane, on the eastern boundary of the Darling Downs, and links the area with Brisbane by road, rail and air. Toowoomba has an elevation of 600 metres above sea level. Urban development has occurred along and immediately west of a 400 metre high escarpment, which separates the Darling Downs from the Moreton District. The City has dense residential development extending radially around a central business district. The City has a good and well maintained road system, but has only one major access road connection to Brisbane. Bushland abutting the eastern escarpment area does present a potential fire threat to the City. The City is periodically exposed to storm damage risk. Due to the City's elevation and general topography flooding does not present a threat.

2.2.3   The balance of the TRC area spreads out to the North, South and West from the City. There are numerous small towns and villages dotted throughout the TRC area. The eastern region is characterised by steeply sloping ridges and gullies, often with slopes which form catchments for dozens of intermittent gullies that flow in a West/South-Westerly direction and eventually feed into the Condamine River. Parts of the ridges in the Eastern portion of the TRC area reach heights of around RL900m AHD and from here towards the Western portion the area levels to plain lands as low as RL390M AHD. This western area is often subject to inundation/flood.

Graph 1.
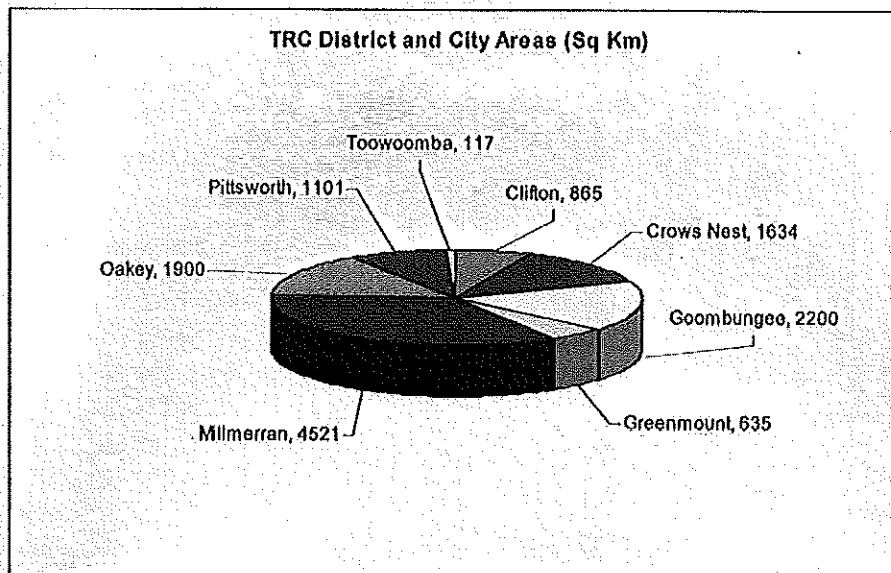
2.2.4   The largest proportion of the TRC area is classified as 'Rural'. There are also large areas designated as State Forests and National Parks. A number of major highways traverse the TRC area, namely the New England Highway, the Gore Highway, the D'Aguilar Highway and the Warrego Highway. The Condamine River provides the area with its major water course.
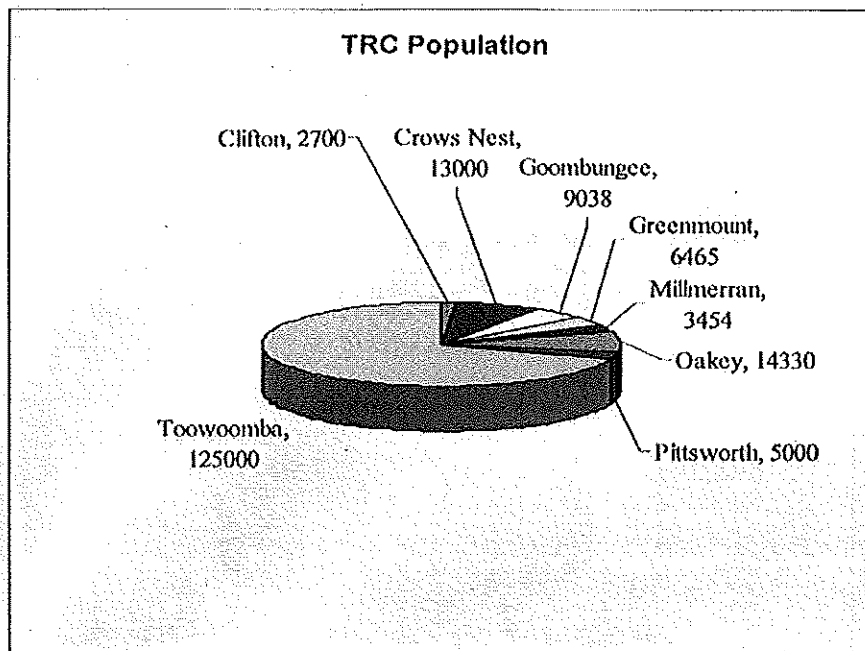
2.3 Climate and Weather

2.3.1 The climate of the TRC area is sub-tropical with some modification because of elevation. It is influenced by the weather systems centred in the tropics to the north and the temperate zone to the south. The TRC area experiences a moderate climate, having cool winters and relatively warm summers. Maximum daily temperatures vary from 23 degrees to 30 degrees in the months between October and April, with December and January being the warmest months. Temperatures above 38 deg rarely occur. The daily maximum temperatures decline between May and September where the average daily maximum temperature is 19 degrees. July is the coldest month. Some parts of the region receive relatively light frosts, which can occur within a seven month period from April to October. The mean annual rainfall is 660-696mm with an average 80 rainy days. Rainfall is concentrated between November and February with almost 50% of annual rainfall occurring during this period. Monthly mean rainfall declines between April and September, ranging from 30 to 40mm in this period. August is historically the driest month and December and January the wettest. A significant characteristic of the rainfall is that it is distributed mainly through heavy thunderstorms, which produced significant variations in the consistency and reliability of rainfall.

2.4 Population

2.4.1 The Toowoomba Regional Council is the seventh largest Regional Council in population (155,124) of the 73 Queensland Councils. In 2008 the TRC area accounted for 3.7% of the population of Queensland. Population projections to the year 2031 show that the TRC area's average population growth is expected to increase 1.7% per annum, to a population of approximately 228,461 persons. The current distribution of population within the TRC area is detailed in the graph below.

Graph 2.

TRC Population

Clifton, 2700
Crows Nest, 13000
Goombungee, 9038
Greenmount, 6465
Millmerran, 3454
Oakey, 14330
Pittsworth, 5000
Toowoomba, 125000

2.5   Community Capacity

2.5.1   The community is generally not unduly concerned with the level of risk associated with natural disasters (flooding/severe storm) and are used to coping. Most families have their own transport which makes them largely self-reliant – provided they receive timely warning of imminent danger. The TRC has a Local SES unit consisting of nine SES groups. The TRC area is well serviced by Urban and Rural fire brigades, Ambulance and Police services. There are a number of public and private hospitals with excellent medical facilities. Two large military bases are located in the TRC area, Borneo Barracks located adjacent to the New England Highway at Cabarlah, and the Oakey Army aviation centre at Oakey.

2.5.2   The average age of the TRC community is less than most rural communities in Queensland. This is mainly due to the proximity to Toowoomba City, job opportunities, educational facilities and the trend for rural residential style living. Because of the economic stability within the TRC, there is much resilience in the community. Social structures are strong with a large number of active service organisations operating in the community.

2.5.3   Public halls and sports facilities are located throughout the TRC area which could be used in time of a disaster event. QCWA groups and other support groups are very active. There are a large number of retirement villages and nursing homes which are well supported by service organisations.

2.6   Industry and Public Buildings.

2.6.1   The TRC area industries include manufacturing, health and community services, retail, agriculture, government administration and defence. Education in the region is strong and it is home to the University of Southern Queensland, Southern Queensland Institute of TAFE, and various State and Private schools. It is at the junction of the Warrego, New England and Gore highways connecting Melbourne, Sydney, Brisbane and Darwin, and is only ninety minutes from Brisbane. It is the economic hub of the Darling Downs. It services a diversity of primary and secondary industries and plays a significant role in the economic development of a large area of southern and south western Queensland.

2.6.2   Areas of the TRC region are dependant upon the farming base. This includes land under cultivation, being used for animal husbandry and mixed farming. The area also supports intensive animal industries such as piggeries, feedlots, poultry farms and abattoirs. In addition there are stockyard industries, feed mills, grain silos, engineering and farm machinery with numerous small rural manufacturing and transport businesses.

2.6.3   The TRC owns a large number of public buildings, including offices, libraries and community centres, town and community halls, senior citizens centres, childcare centres, sports stadiums, show grounds and various other buildings.

2.6.4   The estimated Gross Regional Product for the TRC area was $6.6 billion in 2007/2008. The TRC area contributed 3.1% to the gross state product of Queensland in 2007/2008.With regard to industry, the largest contribution was made by the manufacturing industry with 11.75% of the total GRP for the TRC area. Other significant contributors to GRP were the Health and Community Services, retail trade, agriculture and Forestry and government administration and Defence.

2.7   Critical Infrastructure, Essential Services and Hazardous Sites

2.7.1   Table 6 provides details regarding the key critical infrastructure, essential services and hazardous sites in the TRC area:

Table 6

Ser	Critical Infrastructure Essential Service	
1	Water Supply and Dams	In 2008-09 the Toowoomba Regional Council (TRC) water service area provided water supply to a population of around 143,000 through 55,050 connections and 1,704 km of water main. The majority of townships are provided with potable water. The bulk water is sourced from Cressbrook, Perseverance and Cooby Dams and a number of bores. A large proportion of persons have access to tank water. The State Development Code now makes it mandatory to install a tank for new buildings. To ensure a water supply for the TRC area into the future a water pipeline is being constructed from Wivenhoe Dam. The construction commenced in March 2009 and is due to be completed in January 2010. The project will cater for the expected demand from residential and commercial users up to at least 2050. For specific details on the water supply network refer to TRC's Strategic Asset Management Plan.
2	Sewerage and Waste Water	Two major sewerage methods are used in the TRC area. Reticulated sewerage system with treated effluent being discharged into local creeks and rivers and the second being septic tank or household sewage treatment systems. In 2008-09 the Toowoomba Regional Council (TRC) sewerage networks provided services to a population of approximately 112,244 through 43,829 connections and 1,081 km of sewer main. For specific details on the sewerage network refer to TRC's Strategic Asset Management Plan.
3	Road Network	Three highways traverse the TRC area, the New England Highway running South to North linking Toowoomba with Warwick, the Gore Highway running South to North a national arterial and the Warrego highway running West to East linking Toowoomba with Dalby in the West and Brisbane in the East. There is a large number of well-formed, bitumen sealed and unsealed road networks throughout the TRC area connecting the smaller towns and villages. Many roads are susceptible to damage from localised flooding and water run-off. Roads near the Condamine river are susceptible to flooding, which mainly affects the use of the Gore Highway. The Toowoomba Bypass project encompassing a new range crossing and road to bypass the city, is pivotal to improving the Warrego Highway access. Construction of the bypass has been delayed until at least 2014.
4	Power Supply	Power is controlled by Ergon Energy from the State grid. In some cases TRC has emergency power generators to maintain water and sewerage services during a power failure. The majority of hospitals have backup generators. There are sub stations spread throughout the TRC area. There is a gas fired power station at Oakey and a coal fired power station at Millmerran.
5	Railway	There are two main railway systems traversing the TRC area. The main line running east to west to Dalby. The south west system from Toowoomba to Warwick with a branch off to Millmerran. Products carried through the system are primarily grain and containerised

		freight. The western system which runs from Brisbane out west via Toowoomba mainly transports freight and coal. A study has recently been completed regarding the feasibility of the Melbourne to Brisbane inland rail line. If constructed this will, over the next 20 years, double the freight moving north. It will bring a National freight focus to the TRC area and provide stimulus to the Toowoomba bypass. The TRC area is poised to become the gateway to the Surat Basin, with the Surat Basin rail line (210Km) being established to carry coal to the Port of Gladstone.
6	**Communications**	The majority of properties around the TRC area receive TV, AM and FM radio and internet services. There are optic fibre cable and mobile telephone antennas situated throughout the area. Two way radio systems are employed by a large number of organisations and commercial firms. All major carriers operate in the region.
7	**Medical Services**	The area has a good cover of ambulance support, hospitals (10), nursing homes (15), medical centres and private medical practices. There are two military bases with their medical support facilities at Oakey and Cabarlah. Organisations such as Blue Care provide additional health care support. These medical facilities are detailed in the TRC Evacuation and Welfare Plan.
8	**Fuel Storage**	TRC licenses a range of premises under the *Environmental Protection Act* and the *Flammable and Dangerous Goods Safety Management Regulations.*
9	**Airports and Airfields**	There are two main airports in the region, Toowoomba City and Oakey airbase. There a number of airstrips which are used by small light aircraft. TRC is currently planning a 5.5million upgrade to the Toowoomba airport which will include extending the runway by 260 metres and extending the taxiways. The airport will be able to accommodate planes up to Dash 8-300 size which seat 50 passengers.

2.8 Hazards

2.8.1 The diverse range of terrain, climate and population distribution within the TRC area of 12,973 sq km means that the area could be subjected to a number of disaster situations both natural and human initiated. The following events in order of likelihood have been identified as having the potential to occur in the TRC area:

Table 7

Ser	Disaster Event	Comment
1	Storm	People anywhere in the TRC area are exposed to risk from this event. Geographic and climate factors predisposes the TRC area to periodic storm damage from wind and hail, Because of the random nature of storms any building in the region may be exposed to structural damage. Conservation areas and remnant vegetation maybe destroyed. Overhead power lines and communication lines could be damaged by fallen trees and flying debris. Roads and critical services could be cut. Whilst serious damage can occur to domestic and commercial buildings and possible injury or loss of life, the most common problem is loss of power, communication, traffic dangers and interruptions of TRC infrastructure services such as water supply and sewerage services. The community can expect storms each year more likely between November and April.
2	Flood	Flooding in varying degrees occurs on an annual basis throughout the TRC area. Flooding is generally localised but can be widespread along the flood plains in the western part of the TRC area. Because Crows Nest is situated at the top of the Great Dividing Range and divided by the eastern and western watersheds, the likelihood of serious flooding is considered to be slight. Some creeks may flood after heavy rain and delay traffic for a period ranging from a few hours to several days. Generally, alternative means of access are available if creeks are flooded. Flooding can occur near Quinalow and Maclagan from Myall Creek and areas near Meringandan West from Meringandan Creek. It is estimated that approximately 500 persons would be directly affected by flooding in these areas. Many more persons would experience access problems due to flooded creeks and causeways. The Condamine River has a history of major flooding during the summer months and causes major road disruptions to traffic flow. Flooding in Toowoomba is traversed by two main creeks (East Creek and West Creek) which flow into Gowrie Creek in the vicinity of Ruthven Street and Chalk Drive. Some areas throughout the City are subject to localised flooding (See Gowrie Creek system flood risk and mapping study).
3	Bush Fire	The Clifton District consists mainly of open rolling plains with a series of rugged ranges in the South. The threat from fire is higher in the hot dry summer months. The towns are surrounded by naturally occurring firebreaks enhanced by the road network. The extreme bush fire threat in the Crows Nest district along the escarpment is recognised and will require ongoing examination. Based on the recent Bushfire Risk Analysis Mapping for the Goombungee District about 50% of the area is shown to have a medium bushfire hazard risk with the balance classified as Low Risk. It is estimated that approximately 1/3 of the District population could be directly affected to some extent in the occurrence of major bushfires.

9		The Eastern Range area is considered the TRC area of greatest fire risk, as fires can be quickly fanned by winds up the steep eastern escarpment of the Dividing Range. The area is dotted with relatively isolated dwellings. Fire risk in the balance of the district is limited to smaller scale grass/scrub fires.
		The escarpment area of the City which adjoins Urban and Rural residential subdivisions is the main area where bush fires may occur. The TRC Parks and Recreation Services Branch has a prescribed burning program in place to control the likely effects of a bushfire in this area.
		The Condamine estates which are located approximately 25km west of Millmerran is another area of risk due to the location and types of dwellings.
		Volunteers of the rural fire fighting service provide the fire fighting response in the TRC area. Both Crows Nest and Highfields have Auxiliary Fire Services. Rural/Volunteer Fire Services have also been established throughout the rural areas of the region. Forestry Officers and National Parks Officers are also well equipped for fire fighting.
4	Heatwave	This type of event would cause substantial problems within the TRC area. The young and elderly in communities are the greatest risk.
5	Biological Hazard Epidemic	Epidemic in humans is generally not a perceived threat in terms of the Plan, although a possibility exists of occurrence of an epidemic animal disease which is communicable to humans (eg swine flu).
6	Biological Hazard Animal or Plant	Exotic Animal Diseases. Potential exists within Australia for rapid spread of exotic animal diseases with resultant impact on the rural and national economy. Urgent and stringent control measures would be implemented by the responsible government agencies. Assistance by the local governments and other statutory agencies would be required to implement the control plan.
		The TRC area has a number of both large and small feedlots together with cattle, lamb and pork fattening and production areas. The TRC area may be susceptible to outbreaks of Equine Influenza, Swine Flu and Hendra Virus. Events of this type have the capacity to cause severe long term damage to the economic viability of the TRC area.
7	Lost Persons	The threat of persons being lost within the TRC area is minimal, however large areas of heavily timbered and sparsely populated terrain do exist. These locations are mainly State Forests and TRC controlled land (Escarpment). People who travel in such State Forests are mainly locals who know the area. However, injuries sustained or disorientation may result in persons being reported missing.
		The main threat is children becoming lost and this has occurred three times in recent years. These incidents occurred at Goombungee, Cooyar and Brymaroo.
8	Landslide	Landslide has not been a major problem in the TRC area with slippage mainly occurring within the road reserve. There may be some locations at risk in a landslide event triggered by heavy rain or earthquake.
9	Hazardous Material	Dangerous goods such as flammable and combustible liquids are stored in depots around the TRC area and in farm storages. Over 150 flammable liquid licences have been issued in

		Toowoomba City. In general the volume of HAZCHEM stored at these sites is small and are located in well designated locations. An accident involving such goods could result in a serious fire risk or evacuation of nearby residents. The movement of hazardous chemicals/materials by road or rail transport regularly occurs throughout the TRC area. Potential therefore exists for an accident involving quantities of hazardous chemicals/materials with the possibility of explosion, fire or leakage of toxic chemicals. The degree of this threat is considered to be slight. A potential threat also exists in the built up locations or along the main highways from containers being dislodged from vehicles. Since the construction of the Oakey bypass a significant number of vehicles carrying HAZCHEM do not enter the township, thereby significantly reducing the possibility of an emergency in this township. Roma-Brisbane Natural Gas Pipeline and the Moonie-Lytton Oil pipeline also presents a potential threat.
10	Major Transport Accident Road	Traffic accidents can occur at any time. The main threats appear to be accidents involving school buses, tourist buses, fuel tankers or Army ammunition vehicles. Major road disasters have been infrequent, but with the large amount of freight being moved by heavy vehicles via the three main highways the potential is always there for a major road accident. The main areas of concern are the large number of heavy vehicles moving through Toowoomba City and Millmerran.
11	Major Transport Accident Rail	As Toowoomba City is the major rail hub within the TRC area, potential exists for rail accidents due to derailment or collision, with the potential for multiple casualties. Accidents could also occur at the many railway crossings throughout the TRC area.
12	Major Transport Accident Air	Aircraft from the Army Aviation Base located at Oakey frequently fly over parts of the TRC area as do commercial and private aircraft from Toowoomba. Although there have been aircraft crashes in the past, the possibility of such threats would appear to be slight and infrequent. A major aircraft accident would, in all probability, be beyond the resources of the local emergency services and assistance from outside the region would be required. The City has one Council controlled airport generating approximately 20,000 aircraft movements per year. All approaches to the Toowoomba airport require aircraft to fly over residential areas. Potential exists for an air crash within the City. Millmerran has a bitumen-sealed airfield from which one aerial spraying contractor operates. Private traffic is minimal. Crop dusting accidents are a possibility due to the level of activity.
13	Major Urban Fire	Urban fires have been infrequent. Urban fires are combated by QFRS, however, in some incidents the urban fire services may be supported by the rural fire brigades This is particularly the case in rural and rural residential areas, as well as the towns where there are no urban fire brigades. The likelihood of major urban fires is not considered great as: • fuel storage depots are located in the industrial areas away from residential areas. • the central business area of Millmerran consists of closely connected buildings some of which are old buildings, however the possibility of fire spread is not considered great due to the intermittent brick structures.

		• the central business area of Toowoomba City consists of closely connected buildings. Despite the age of the buildings, the possibility of fire spread is not considered great due to the intermittent brick structures.
14	Earthquake	The risk of earthquake in the TRC area is remote but exists due to Toowoomba's location on the main North-West and South-South-East grain. All people in the TRC area are at risk, however, while it is considered that an earthquake event is a low risk, it is recognised that there have been earthquakes in the region of minor magnitude on the Richter Scale. The area of greatest impact would most likely be the Dividing Range area where landslips could disrupt services and access and damage private property.
15	Mine Shaft Subsidence	With numerous disused mine shafts and old coal drives situated around Oakey District, subsidence of disused mine is a real possibility.
16	Dam Burst	The region's major source of water supply is from three dams (Cooby, Perseverence and Cressbrook). The immediate effect to the community of a dam burst would be the introduction of severe water restrictions. Emergency plans for dam bursts are held by the TRC.
17	Building Collapse	There is some chance of building collapse tied mainly to the effects of earthquake and so the risk assessment runs parallel with the earthquake risk factor. Modern construction standards, building practices and the requirements of WH&S Act has reduced the likelihood of this type of incident occurring.
18	Terrorism	This aspect was considered to be a low risk. In the event of such an activity specialist organisations would be deployed to handle the situation. Beyond the TRC resources.
19	Re-Entry Debris	This aspect was considered to be a low risk. Such an event would involve specialist organisations.
20	Water Contamination	Possible but remote threat to consumers by accidental or deliberate contamination of water supplies.

2.9   Risk Management Record

2.9.1   Details of the Risk Management Record can be found in the TRC Disaster Risk Management Plan.

"Prevention" – The regulatory and physical measures taken to ensure that emergencies are prevented or their effects mitigated (Emergency Management Australia 2004)

3.1   General

3.1.1   The TRC will develop disaster prevention strategies which incorporate the following:

a.   Active stakeholder consultation and community engagement;

b.   Communication and community education to raise public awareness of prevention measures;

c.   Council operational planning procedures;

d.   Relevant National and State legislation; and

e.   Results and recommendations from risk and disaster management studies

Items a to e above are listed in no particular order of priority.

3.2   Building Codes and Building-Use Regulations

3.2.1   The application of building codes, building use regulations and the attendant Australian Standards, aim to ensure that buildings and infrastructure are designed and constructed to standards that minimise damage and injury during a disaster event, and that the building or infrastructure is used for the purpose in which was intended. The Council and private certifiers are responsible for ensuring standards and codes are applied to the design and construction of buildings and infrastructure, in particular key components of essential services.

3.3   Legislation

3.3.1   TRC will diligently apply relevant legislation to prevent and mitigate the effects of disasters. The application of certain types of legislation, for example the Dangerous Goods Safety Management Act 2001, which outlines the safe storage and transport of hazardous materials particularly in built up areas, aims to prevent incidents occurring that would endanger the community.

3.3.2   Legislation that may be applicable includes:

- *Agricultural Chemicals Distribution Control Act 1966*
- *Chemical Usage (Agricultural and Veterinary) Control Act 1988*
- *Dangerous Goods Safety Management Act 2001*
- *Environmental Protection Act 1994*
- *Exotic Diseases in Animals Act 1981*
- *Explosives Act 1999*
- *Gas (Residual Provisions) Act 1965*
- *Gas Pipelines Access (Queensland) Act 1998*
- *Health Act 1937*
- *Local Government (Community Government Areas) Act 2004*
- *Local Government Act 1993*
- *Public Safety Preservation Act 1986*
- *State Planning Policy 1/03, Mitigating The Adverse Impact of Flood, Bushfire and Landslide*
- *Terrorism (Commonwealth Powers) Act 2002.*

3.4   Public Education

3.4.1   Public education must ensure that the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster. Public

education consists of an ongoing public awareness and preparedness program conducted by the State Emergency Service, Council, Statutory Services and the media in conjunction with the LDMG aimed at encouraging the public to be prepared for emergencies.

3.5   Land-Use Management Initiatives

3.5.1   The application of the *Integrated Planning Act, 1998, State Planning Policy 1/03* to development applications will guard against the siting of developments in inappropriate locations such as areas adversely impacted by natural hazards. Planning controls include matters such as setting policies that set development levels, freeboard requirements, voluntary buy-back schemes etc. Land use planning includes the appropriate location of service networks, facilities and essential services through coordinated planning of the infrastructure or facility

3.6   Disaster Risk Management

3.6.1   TRC has a comprehensive Disaster Risk Management Plan. See Section 2 of this plan.

SECTION 4 – PREPAREDNESS

Preparedness is having "arrangements or plans to deal with a threat situation or a disaster, that is, the mobilisation of the disaster response structure and resources" (Emergency Management Australia, 2004).

4.1   General

4.1.1   Toowoomba Regional Council will develop, test, review and amend where necessary its Disaster Management related plans to ensure that its resources and operational procedures are in readiness to deal with any disaster situation within the region. This will include the preparation of Plans at District level.

4.2   Disaster Management Conduct

4.2.1   The TRC has the following in place to meet its disaster management requirements:

- TRC District Disaster Coordination Centres
- District Plans
- Local Disaster Management Group
- Local Disaster Management Plan and Supporting Plans
- Maintenance of close liaison with local emergency response agencies and organisations
- Standing Operating Procedures for Critical Infrastructures
- Training and exercises
- TRC DCC Standing Operating Procedures
- TRC Disaster Coordination Centre
- TRC Disaster Management Coordinator/Local SES Controller

4.3   Event Coordination

4.3.1   Disasters within the TRC area will be coordinated through the TRC DCC. See the TRC DCC SOP for details of activation and operation.

4.4   Warning Systems and Public Education

4.4.1   Under Section 30 of the *Disaster Management Act 2003*, the TRC LDMG is responsible for ensuring the community is aware of how to respond in preparation for and during a disaster event. It involves raising awareness of identified threats and the means by which the public should respond at an individual and/or household level, and may include warnings and directions.

4.4.2   Under this local disaster management plan, the Chairperson of the LDMG, or delegate, is responsible for the dissemination of public warnings and information; and is the official source of public and media information. During an event, the release of public information on aspects such as road closures, traffic routes, advice on evacuation procedures and registrations, will be coordinated through the TRC DCC.

4.4.3   The Mayor, or delegate, is the chief media spokesperson.

4.4.4   The TRC LDMG maintains a comprehensive Public Information Manual to support the dissemination of information to the public. In summary this plan includes information on the receipt and issue of warnings.

a.   **Receipt of warnings.** In the event of a potential emergency situation, a warning may be issued by any agency that maintains monitoring devices, including the Bureau of Meteorology, TRC, Queensland Police Service, and/or any of the emergency services. All warnings should be directed through the TRC DMC, who will subsequently advise the XO TRC LDMG and members of the group as appropriate.

b.   **Issue of warnings.** When this plan is activated, public warnings will be distributed through the TRC DCC, upon recommendation of the lead agency and the TRC DMC, and on the

authorisation of the Chairperson or XO TRC LDMG, or delegates. This may be in the form of seminars, brochures, and/or media releases. In summary, disaster related information will be communicated to the community as detailed by.

If power is available:

- broadcast warnings and alerts will be issued by radio (commercial and ABC),
- internet, public commercial and pay television services

.If local power and/or telecommunications are lost:

- maintain communications through the TRC DCC and its Disaster Call Centre, if operating
- manually distribute information brochures and handouts, which, if required, will be made available in languages other than English through Council's translation services
- broadcast warnings and alerts by radio (commercial and ABC), internet, public commercial and pay television services

If general power is lost along with telecommunications:

- maintain communications at TRC DCC
- manually distribute information brochures and handouts, which, if required, will be made available in languages other than English through translation services, establish radio communications within the TRC DCC and with the TRC District DCC
- broadcast warnings and alerts by radio (portable/car)(commercial and ABC)

4.4.5 **Public Education.** See paragraph 3.4 of this plan.

4.5 **Planning**

4.5.1 A key aspect of preparation is planning. Regular disaster management planning will be undertaken by the TRC LDMG and key stakeholders. Planning will include:

- Annual Review and renew TRC LDMP
- Hazard and risk assessment
- Review capabilities
- Review SOP

4.6 **Training and Exercises**

4.6.1 The TRC LDMG, TRC DCC and supporting agencies are required to conduct adequate training and practical exercises to ensure that the disaster management system can effectively function. Scenarios should be realistic and focus on the identified risks within the TRC area.

4.7 **Contact Details**

4.7.1 The TRC LDMG contact details can be viewed by authorised personnel on the TRC disaster website (http://disaster.toowoombarc.gov.qld.au), under the "Operational" area..

Response is defined as the "actions taken in anticipation of, during, and immediately after an emergency to ensure that its effects are minimised, and that people affected are given immediate relief and support" (Emergency Management Australia, 2004).

5.1 Activation

5.1.1 The level of activation will depend on the nature and status of an event. In the initial stages of an event or disaster the Chairperson TRC LDMG and the XO TRC LDMG will assess the situation and determine the scale of the event and the subsequent response required.

5.1.2 The TRC DCC and the TRC LDMG will be activated if the Chairperson of the TRC LDMG assesses that the situation has escalated to the point where command, control and coordination needs to be more effective and efficient. See the TRC DCC SOP for the detailed stages and procedures of activation. The five levels of activation are detailed in Table 8.

Table 8

Ser	EVENT	ACTIONS	ACTION OFFICER	KEY POINTS
1	ALERT (White)	• Chairperson or TRC Disaster Management Coordinator (TRC DMC) receives advice of imminent threat. • Chairperson advises Mayor, TRC DMC or TRC DMC advises Chairperson and XO LDMG. • TRC DMC advises relevant persons and organisations of situation.	• XO LDMG • TRC DMC	• Availability key staff • Location & serviceability of resources • Response plan
2	STANDBY (Yellow)	• Advice received by Chairperson or TRC DMC that assistance/support may be required. • TRC DMC places Coordination Centre Administration Staff and Liaison Officer's (LO) on stand by. • The DCC is prepared for use with relevant resources. • Telstra activates phone network, if necessary, for Ruthven Street. • Setup mobile radio base.	• XO LDMG • TRC DMC • DCC Admin Officer	• Staff roster • DDCC/DDMG liaison • Recovery considerations • Public warnings
3	ACTIVATION (Red)	• Chairperson activates Local Disaster Management Group. • TRC DMC activates DCC and staff accordingly. • XO LDMG advises District Disaster Coordinator and Area Director EMQ • DCC establishes ongoing effective communications with DDC and EMQ • Brief staff on nature of situation	• XO LDMG • TRC DMC • DCC Duty Officer • DCC Admin Officer	• DCC Operational
4	STAND DOWN	• Advise all organisations and services involved. • Prior to stand down of	• Chairperson LDMG • XO LDMG	• Reliance on assessment to reduce operations

(Green)	operations, all participating organisations are to conduct internal debriefs with LDMG. LO's to attend. • DCC will remain operational until the affected community is well into the recovery phase and adequate resources are available for the recovery. • Chairperson advises the DDC and all organisations of Stand Down and then suspends operations of DCC.	• TRC DMC	(do not scale back too soon)
DEBRIEF (Blue)	• A further debrief of all organisations involving LDMG members is to be carried out as soon as practicable following the stand down (within 5 days of the event) • Amend plans & processes as required. • Provide after event reports to all organisations involved and to DDCC/DDMG	• XO LDMG • TRC DMC	• Sustain, improve, fix • Produce lessons and recommendations for future events

5.2   Accessing Support

5.2.1   If additional resources are required they will be requested through the TRC DCC. If the request is beyond the capabilities controlled by the TRC DCC then a request will be forwarded to the DDCC for assistance.

5.3   Functional Plans

5.3.1   The principle objective of the response phase is the preservation of life and property. The TRC LDMG defines the response to an event within the TRC area based on advice and recommendations from the TRC DCC.

5.3.2   The Support Plans provide details for the conduct of a range of response actions including the following:

- Activating public warning systems
- Activation processes for the TRC DCC
- Activation processes for the TRC LDMG
- Establishment of evacuation centres and/or welfare support
- Information management and liaison between supporting agencies
- Media communications
- Mobilisation and management of resources
- Ongoing communication with the public
- Standing Operating Procedures for the TRC DCC

5.4   Threat Specific Arrangements

5.4.1   The following events are managed by other arrangements. However, the TRC LDMG and the TRC DCC may be required to be activated to provide support to these arrangements:

- Counter Terrorism
- Exotic Animal/Plant Disease
- Epidemic or other health issues

5.5 Coordinating the Response

5.5.1 The lead Agencies for the various events and their roles and responsibilities are listed in Annex A to this plan.

5.5.2 The lead agency is responsible for providing an Incident Controller who will take overall responsibility for the coordination of the response. All other agencies will assume supporting roles. The TRC LDMG will assist the Incident Controller by identifying and allocating resources from the TRC in accordance with the response priorities. The Incident Controller and the Chairperson TRC LDMG will establish response priorities based on information collected from the public, local, state and federal agencies.

5.6 Warning Systems

5.6.1 TRC will develop and maintain systems and strategies in order to warn and keep the public informed prior to, during and post an event activation. Current warning systems could include the following (see paragraph 4.4):

- Door-knocks (by SES and community groups)
- Flood/Fire warning systems
- Media releases to local media
- Posting of notices at major public venues
- Radio general alerts and updates
- Telephones
- Television
- Toowoomba Regional Council Website

5.6.2 TRC will develop a Public Information Manual containing procedures for the following activities:

- Alert residents to potential threats
- Improve community capacity and responsibility during natural disasters
- Keep residents informed during and after an incident
- Raise community awareness about actions to take before, during and after natural disasters

Recovery is "the coordinated process of supporting emergency affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing"(Emergency Management Australia, 2004).

6.1 General

6.1.1 This is the process by which an affected community is assisted in regaining an appropriate level of functionality following a disaster. It includes restoration of the emotional, social, economic and physical well being of the community and reconstruction of the physical infrastructure. The community should be consulted and engaged throughout the process.

6.1.2 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, TRC 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 governments, and may be receiving support and/or working closely with state and commonwealth agencies. Recovery includes:

- Assistance with the clean-up of residential and commercial properties
- Counselling of emotionally affected persons
- Long term recovery, reconstruction and rehabilitation
- Provision of temporary housing, shelter, financial assistance and emergency food supplies
- Public awareness programs to inform the community of available recovery assistance
- Restoration of lifelines, essential services and the local physical infrastructure to normal levels of service
- Review of the local disaster management plan in light of the disaster.

6.1.3 Recovery is the coordinated process of supporting disaster affected communities with:

- Reconstruction of the physical infrastructure
- Restoration of emotional, social, economic and physical well-being through the provision of:
  - Information
  - personal support
- Resources
- Specialist counselling
- Mental health services.

6.1.4 Planning for recovery must commence as early as possible during the response phase of the event and continue after the response phase has concluded. Initial short term recovery of the community will be addressed by the activation of the Evacuation and Welfare Management Plan. This plan is designed to ease the problems faced by people involved in the disaster.

6.1.5 Mid to long term recovery of the community will be achieved by the activation of the Toowoomba District Community Recovery Plan administered and Chaired by the Department of Communities.

6.1.6 The five components of recovery are:

- Community
- Economy (including financial and political considerations)
- Environment
- Infrastructure (services and lifelines)
- Psychosocial.

6.2   Community Recovery

6.2.1   Recovery of the community will commence with the activation of the Evacuation and Welfare Management Plan that provides for the immediate needs of the disaster affected community, that is, sustenance and shelter.

6.2.2   The community will need access to services provided by the following agencies to assist in the rebuilding of the community:

- Centrelink
- Department of Communities
- Finance Industry Representatives
- Health Services
- Housing Queensland
- Insurance Council of Australia
- Non-Government Welfare Agencies
- Toowoomba Regional Council

6.3   Infrastructure Recovery

6.3.1   TRC will be responsible for restoring services and infrastructure that it owns and operates. The restoration of services and infrastructure which are owned by other organisations, will be the responsibility of that entity.

6.3.2   The broad priorities for restoration of essential services for the region are:

- Restoration of living conditions and housing security; and
- The community infrastructure which may include airports, roads, public transport, fuel, gas, water and sewerage networks, waterways, parks, electricity and telecommunications.

6.4   Economic Recovery

6.4.1   A key player in the economic recovery of the community is the Insurance Industry together with agencies who manage the provision of financial assistance. Financial relief/assistance arrangements include:

- Concessional loans to primary producers
- Concessional loans to small businesses
- Freight subsidies
- Loans/grants to non-profit organisations.
- Personal hardship and distress
- Restoration of public assets
- Social security payments include:
   o   Continuing payments
   o   Disaster relief payments
   o   Special benefits

6.5   Environmental Recovery

6.5.1   Environmental recovery includes public health issues and physical damage to the environment. Public health issues associated with water, sanitation, shelter, and food will be managed by TRC Environmental Health officers. Infectious diseases will be managed by Queensland Health.

6.5.2   Environmental damage may include not only damage to flora and fauna but also damage inflicted by the release of hazardous materials. The recovery will be managed by TRC officers with expertise, when required, from the Department of Environmental Resource Management.

6.6   Psychological Recovery

6.6.1   Psychosocial recovery is dealt within the Toowoomba District Community Recovery Plan managed by the Department of Communities.

ROLES AND RESPONSIBILITIES
LEAD AND SUPPORT AGENCIES

SER	DISASTER EVENT	LEAD AGENCY
1	BIOLOGICAL HAZARDS (ANIMAL OR PLANT DISEASE)	QLD DEPARTMENT OF PRIMARY INDUSTRIES & FISHERIES
2	BIOLOGICAL HAZARDS (EPIDEMIC / PANDEMIC)	QLD HEALTH
3	BUSHFIRE	QFRS (RURAL)
4	EARTHQUAKE	TRC
5	FLOOD	TRC
6	HAZARDOUS MATERIAL ACCIDENT	QFRS
7	HEATWAVE	QLD HEALTH
8	LANDSLIDE	TRC
9	MAJOR TRANSPORT ACCIDENT (AIR)	QPS
10	MAJOR TRANSPORT ACCIDENT (RAIL)	QLD RAIL
11	MAJOR TRANSPORT ACCIDENT (ROAD)	QPS
12	SEARCH AND RESCUE	QPS
13	STORM DAMAGE	SES *
14	TERRORISM	QPS
15	URBAN FIRE	QFRS (URBAN)

* TRC if Storm event escalates to a major event

SUPPORT AGENCIES

When not taking a lead role the following agencies/organisations (but not limited to) will be called upon to provide support in some or all of the above disaster events:

- Bureau of Air Safety Investigations
- Bureau of Meteorology
- Civil Aviation Safety Authority
- Ergon Energy
- National Parks & Wildlife
- Department of Environmental Resources Management
- Queensland Ambulance Service
- Queensland Fire & Rescue Service (Rural)
- Queensland Fire & Rescue service (Urban)
- Queensland Health
- Queensland Police Service
- State Emergency Services
- Telstra
- Toowoomba Regional Council
- Toowoomba Regional Council District Service Centres

Roles and Responsibilities of Lead and Support Agencies

The general roles and responsibilities of lead and support agencies are detailed in the table below. The agencies are not restricted to these roles and responsibilities. Additional tasks may be requested depending on the scope and extent of the disaster event.

SER	AGENCY	ROLES AND RESPONSIBILITIES
1	Bureau of Air Safety Investigations	• Investigate aircraft accidents • Provide independent reports • Record, research and analyse safety information
2	Bureau of Meteorology	• National weather and warnings information refer to http://www.bom.gov.au/weather/qld/ • Supply of meteorological bureau information of flood and wind warnings
3	Civil Aviation Safety Authority	• Investigate aircraft accidents
4	Ergon Energy	• Control of electrical hazards • Restoration of main power and services
5	National Parks & Wildlife	• Assistance with local control of native wildlife populations • Provision of available resources
6	Department of Environmental Resource Management	• Advice on ground water levels, stream flows and catchment areas • Property and other location identification • Provision of maps
7	Queensland Ambulance Service	• Co-ordination of Volunteer First Aid Groups • Initial triage of casualties • Transport of casualties including road and air transport
8	Queensland Fire & Rescue Service (Rural)	• Administration and direction on public safety and evacuation • Advice to public on safety matters relating to hazardous spill area threats • Assistance in provision of cleanup facilities • Assistance with spraying equipment for disinfection of premises and equipment • Control and clean up of hazardous materials, spillage/release • Control of fire in designated fire zone • Control of spill in designated hazard zone • Extraction of trapped persons • Provide removal equipment for trapped persons • Provision of AIIMS trained teams • Provision of specialised equipment and resources • Provision of spraying and protective equipment (decontamination) and training in its use • Safety of persons in relation to fire prevention, fighting and recovery
9	Queensland Fire & Rescue Service	• Advice and directions on public safety/evacuation from fire/hazardous materials danger zone • Advice to public on safety matters relating to hazardous spill area threats • Assistance in the provision of clean up facilities particularly pumping and hose down • Assistance with spraying equipment for disinfection of premises and equipment • Control and clean up of hazardous materials, spillage/release (negotiable with local EHO) • Control of fire in designated fire zone • Control of spill in designated hazard zone • Extraction of trapped persons or deceased

		• Provide extraction equipment for trapped persons • Provision of AIIMS trained teams • Provision of specialised equipment and manpower • Provision of spraying and protective equipment (decontamination) and training in its use • Road Accident Rescue (RAR) • Safety of persons in relation to fire prevention, fighting and recovery
10	Queensland Health (Primary) St Vincents Hospital (Secondary)	• Casualty Clearance Station • Coordination of medical resources • In hospital care of persons. • On going medical and health services required during the recovery period to preserve the general health of the community • On site emergency treatment of casualties • On-site field triage of casualties • Provision of Site Medical Officer or site Medical Team • Psychological and counselling services for disaster affected persons • Public health advice and warnings to participating agencies and the community • Short-term medical support
11	Queensland Police Service	• Assist QFRS to coordinate rescue of trapped persons • Assistance in rescue of trapped/stranded persons • Assistance to DPI&F officers for stock tracing, tracing of infected material and if event is an offence then assist in investigation and prosecution • Assistance with emergency communications • Assistance with stock destruction as requested by the Officer in Charge of infected premises • Augmenting emergency communications • Control of essential traffic routes and traffic control • Control of security of specific areas • Control of incident/impact site/s • Control of rescue operations for trapped or injured persons • Control of victim identification and emergency mortuary facilities • Coordinate & control of search operations. • Dog Squad • Evacuation control • Investigation of offences and criminal investigations • Issue of Public Information • Mass Incident Response Unit • Notify Hospital (temporary morgue) • Public Safety Response Team • Road blocks and diversions • Security Intelligence Branch • Security of specific areas • Special Emergency Response Team • State Crime Operations Command • Stock control movement. • Tracing of persons
12	State Emergency Services	• Assist in rescue operations • Assist to set up roadblocks and warning signs • Assist with debris clearance • Assist with evacuations • Complete temporary building repairs • Conduct body recoveries as directed • Conduct rescue, resupply, road clearance tasks as

		directed • During the Warning Phase, when applicable, stockpile food, fuel and other consumables • Ensure all SES equipment and personnel are prepared for operations • Flood/Storm damage relief (sand bagging) • Operate flood boat • Provide communications equipment and services • Provide emergency advice and warnings • Provide traffic management/control as directed by QPS • Road Accident Rescue Support to QFRS/QPS • Search and rescue • Set up and operate Tactical Field Headquarters • Set up SES Operations facility • Supply equipment including emergency generators and lighting • Support to QFRS and QPS • Tasks as directed by the TRC SES Local Controller • Transportation of emergency service personnel and equipment • Transportation of residents
13	Telstra	• Emergency telecommunications • Technical advice and assistance • Telephone communication restorations
14	Toowoomba Regional Council	• Provide access to water • Activate the TRC DCC as required • Assessment and control of chemical pollution of water courses or water supply • Assessment and safety of damaged buildings • Assistance by health staff with animal control • Assistance in vaccination programs • Clearance of debris • Closure of roads and establishment of detours • Collection and interpretation of meteorological warnings/data • Communication/coordination between all support agencies • Coordination of clean up of private dwellings • Maintenance of drainage systems • Preservation of public health and hygiene • Protection, maintenance, restoration of water and sewerage services • Protection, restoration and maintenance of utility services • Provision of animal records • Provision of available plant, equipment and resources • Public warning and advice • Restrict movement of unauthorised vehicles until arrival of police • Road maintenance • Supply and erection of signs and barricades
15	Toowoomba Regional Council District Service Centres (local areas)	• Access to water • Assessment and control of chemical pollution of water courses or water supply • Clearance of debris • Closure of roads and establishment of detours • Communication with TRC DCC • Establish a local DCC if required • Preservation of public health and hygiene • Protection, maintenance and restoration of water and

		sewerage services;
		• Protection, maintenance and restoration of utility services
		• Provision of staff and equipment as necessary
		• Public warning and advice
		• Restrict movement of unauthorised vehicles until arrival of police
		• Provision of available plant, equipment and resources
		• Road and drainage maintenance
		• Supply and erection of signs and barricades
16	Department of Primary Industries & Fisheries	• Coordination of resources at local level
		• Determine source of infection
		• Slaughter and disposal of animals and infective agents
		• Valuation and compensation
		• Control and movement of animals, products and vehicles
		• Disinfection/disinfestation
		• Public Information
17	Energex	• Protection, maintenance and restoration of gas services
18	Department of Environment and Resources	• Advice and assistance
19	Department of Main Roads	Emergency incident management on main roads
20	Q Rail	• Control, operation, movement and technical advice on railway plant and equipment
		• Provision and control of railway resources
		• Clearance of railway lines
		• Assist in tracing livestock and animal products transported by rail

TRC DISASTER THREAT ASSESSMENT BY DISTRICTS

SER	DISASTER	CLIFTON	CROWS NEST / HIGHFIELDS	GOOMBUNGEE / YARRAMAN	GREENMOUNT	MILLMERRAN	OAKEY	PITTSWORTH	TOOWOOMBA
1	Flood	Likely	Rare	Likely	Likely	Likely	Possible	Possible	Possible
2	Storm	Possible	Possible	Possible	Possible	Possible	Possible	Possible	Possible
3	Heatwave	Possible	Possible	Possible	Possible	Possible	Possible	Possible	Possible
4	Earthquake	Unlikely	Rare	Rare	Unlikely	Rare	Unlikely	Rare	Unlikely
5	Landslide	Rare	Rare	Rare	Rare	Rare	Rare	Rare	Possible
6	Bushfire	Possible	Possible	Possible	Likely	Likely	Possible	Possible	Possible
7	Urban Fire	Rare	Rare	Rare	Rare	Rare	Rare	Rare	Possible
8	Hazardous Material	Unlikely	Unlikely	Possible	Unlikely	Possible	Unlikely	Unlikely	Possible
9	Biological Hazard (Epidemic)	Possible	Possible	Possible	Possible	Possible	Possible	Possible	Possible
10	Biological Hazard (animal/plant)	Possible	Possible	Possible	Possible	Possible	Possible	Possible	Unlikely
11	Transport Accident Road	Possible	Possible	Possible	Likely	Likely	Possible	Likely	Possible
12	Transport Accident Air	Unlikely	Unlikely	Unlikely	Unlikely	Possible	Unlikely	Unlikely	Unlikely
13	Transport Accident Rail	Unlikely	Unlikely	Unlikely	Unlikely	Unlikely	Possible	Unlikely	Possible
14	Search & Rescue	Possible	Possible	Possible	Possible	Possible	Possible	Possible	Possible
15	Terrorism	Rare	Rare	Rare	Rare	Rare	Rare	Rare	Rare
16	Subsidence – Mine Shafts	Unlikely	Unlikely	Unlikely	Unlikely	Unlikely	Possible	Unlikely	Unlikely
17	Re-entry Debris	Rare	Rare	Rare	Rare	Rare	Rare	Rare	Rare
18	Building Collapse	Unlikely	Unlikely	Unlikely	Unlikely	Unlikely	Possible	Unlikely	Possible

TOOWOOMBA REGIONAL COUNCIL AREA