

In the matter of the *Commissions of Inquiry Act 1950*
Commissions of Inquiry Order (No.1) 2011
2011 Queensland Floods Commission of Inquiry

Witness Statement of Campbell William Darby DSC AM

1. I, Campbell William Darby DSC AM, of [REDACTED] Macquarie Street, Barton in the Australian Capital Territory, make the following statement in response to a request for information from solicitors instructing the 2011 Queensland Floods Commission of Inquiry (**Commission**). Except where otherwise stated, I make this statement from my own knowledge and on information and belief after making enquiries within Emergency Management Australia (**EMA**).
2. I am the Director General of EMA, a Division of the Australian Government Attorney-General's Department. By email dated 3 March 2011, solicitors instructing the Commission requested that the Australian Government provide it with information in response to a series of questions relating to the role of EMA in the 2010 – 2011 floods across Queensland with particular emphasis on communications between the Queensland State Government and EMA.

Qualifications and Professional Experience

3. I was appointed Director General of EMA on 1 September 2010 having had 38 years experience in national defence, emergency management and security sectors. Between 1973 and 2007 I held a variety of roles in the Royal Australian Navy (**RAN**), including: junior sea postings in Papua New Guinea and the United Kingdom; Sea Command roles on the Patrol Boat HMAS IPSWICH, the Frigate HMAS SYDNEY and the Guided Missile Destroyer, HMAS BRISBANE; a variety of senior staff positions including the Director responsible for all junior officers' career management, Commander Sea Training responsible for operational standards at sea, and as a Captain in Maritime Headquarters responsible for all the RAN's fleet and aviation activities.
4. During 2002 I attended the Defence and Strategic Studies Course at the Australian Defence College in Weston, Canberra and was promoted to Commodore, RAN, and appointed as Commandant of the Australian Command and Staff College on completion. From November 2003 until June 2004 I commanded all Australian Forces in the Middle East area of operations from the Multinational Force Coalition Headquarters based in Baghdad, Iraq. I was Commander Northern Command, and Deputy Commander, Border Protection Command, before transferring to the Naval Reserves in 2007.
5. In July 2007 I took up the position of Executive Director, Security and Government Services, in the Northern Territory Department of the Chief Minister. I was responsible for managing security and emergency management strategic policy and coordination, management of

Lodged on behalf of the Commonwealth of Australia

Attorney-General's Department
Robert Garran Offices
BARTON ACT 2600

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emergency recovery as the Territory Recovery Coordinator, as well as managing the Protocol and Government House business units. I was also a Director on the Board of the NT Major Events Company.

The Australian Government's role in natural disaster preparedness and response

6. The Australian Emergency Management Arrangements (**Annexure CD1**) recognise that the responsibility for the planning and delivery of the response to a natural disaster or emergency rests with the state or territory government within which a natural disaster occurs. It follows that each state and territory prepares and maintains its own natural disaster preparedness arrangements. In the case of Queensland the relevant document is the Queensland State Disaster Management Plan and the applicable legislation is the *Queensland Disaster Management Act 2003*.
7. The Attorney-General for Australia exercises Australian Government responsibility for emergency management matters through EMA. The Australian Government has developed national arrangements to assist in responding to the immediate effects of natural disasters when resources of the affected state or territory government cannot reasonably cope with the needs of the situation. The Australian Government Disaster Response Plan (**COMDISPLAN**) (**Annexure CD2**) provides the framework for responding to requests for physical assistance to the Commonwealth from a state or territory in which a disaster or emergency occurs.
8. There is no legislative framework that provides for contact between EMA and the Queensland Government. Arrangements for the management of support to states and territories are detailed in COMDISPLAN which is prepared and maintained by EMA.
9. COMDISPLAN complements State emergency response arrangements. The Plan details the arrangements for centralised coordination of Australian Government physical assistance in the event of a disaster or emergency in Australia or its offshore territories. This plan can be activated for any disaster regardless of the cause.

EMA

10. EMA is a Division of the Australian Government Attorney-General's Department and is responsible for the coordination of the operational responses to all hazards including natural disasters, terrorism and pandemics. EMA also incorporates the national security hotline, disaster relief and recovery arrangements, dignitary protection, protective security and the Australian Government Crisis Coordination Centre (CCC).
11. The coordination of the Australian Government approach to crisis management in support of response and recovery under COMDISPLAN is provided through the CCC. The roles of the CCC are to:
 - a. provide 24/7 monitoring, situational awareness and decision support products to executive government, and

- b. share information with, and provide a single point of contact for, state and territory governments to access Australian Government support.
12. EMA provides personnel deployed as Australian Government Liaison officers to affected jurisdictions but does not own any physical assets. The Australian Government resources provided in support of affected jurisdictions are sourced from a range of agencies including the Department of Defence, Geoscience Australia, Department of Human Services, Australian Federal Police and Border Protection Command.
13. EMA may also take a coordination role on behalf of an affected jurisdiction for domestic and international offers of assistance from other countries and other Australian jurisdictions, and for the Australian Government's response to international emergencies through the coordination of domestic resources in support of Department of Foreign Affairs or the Australian Agency for International Development (AusAID).

Australian Government Financial Assistance

14. In addition to physical assistance and provision of a coordination role with respect to emergency response and disaster planning, the Australian Government also provides financial assistance to assist in disaster recovery and support to states and territories and the development of emergency preparedness and mitigation activities. Funding is provided by the Australian Government for programs and financial payments to assist States, Territories, communities and individuals to prepare and plan for disasters, and respond to and recover from disasters.
15. EMA is responsible for managing financial assistance and support under the Natural Disaster Relief and Recovery Arrangements, the Australian Government Disaster Recovery Payment and ex-gratia payments.

EMA's role in the Queensland Floods of December 2010 and January 2011

16. EMA had been continuously monitoring the flooding on the east coast of Australia through the CCC since October 2010. On 2 December 2010 it became apparent that Queensland was likely to be impacted.
17. The Natural Disaster Relief and Recovery Arrangements were first activated for the local government areas that were flooded in Queensland on 6 December 2010. The CCC maintained daily contact with the State Disaster Coordination Centre (Queensland) (SDCC) between 28 December 2010 and 19 January 2011. The CCC also provided incident briefs to Australian Government agencies.
18. The first formal request to the Australian Government from the Queensland Government for assistance was made on 28 December 2010, following the heavy rains in south east Queensland, for a large capacity rotary wing aircraft to support local operations for evacuation of up to 300 persons from Theodore, Queensland.
19. On 28 December 2010 the Attorney-General for Australia authorised me to activate COMDISPLAN in response to this request for assistance to the Australian Government from

the Queensland Government. The requested assistance was provided on 29 December 2010 by the Australian Defence Force in Theodore.

20. On 31 December 2010 an Australian Government Liaison Officer was deployed from EMA to the SDCC to facilitate direct communication and coordination of support to the Queensland Government.
21. EMA coordinated 24 requests for assistance from the Queensland Government for the Queensland floods. The majority of the requests were coordinated by the CCC through the Australian Defence Force (ADF). A Joint Task Force was established on 1 January 2011 in which the Task Force Commander (ADF) was authorised to work directly with Emergency Management Queensland to provide requested response and recovery assistance with resources drawn from the three Services of the ADF (Army, Navy and Air Force).
22. A table of requests for Australian Government assistance received by EMA and the response to each request is at **Annexure CD3**.
23. A timeline of events and EMA response is provided at **Annexure CD4** for the period 2 December 2010, prior to activation of COMDISPLAN, to 21 February 2011, when COMDISPLAN was deactivated.
24. In addition EMA coordinated inter-jurisdictional assistance and managed domestic and international offers of assistance on behalf of the Queensland Government.

Contact between the Queensland State Government and the EMA

25. Direct contact is between the Queensland State Disaster Coordination Centre (SDCC) and the Australian Government Crisis Coordination Centre (CCC) through phone and other electronic channels.
26. The CCC provides a 24/7 all-hazards coordination and information sharing network, which includes Australian Government and jurisdictional agencies, including emergency management and police. The CCC shares information with, and makes notifications to, Australian Government and state and territories agencies on a daily basis.
27. EMA also deploys Australian Government Liaison Officers to the SDCC as the first point of contact with the affected jurisdiction for matters relating to disasters and to facilitate direct communication and coordination of support to the Queensland Government.

Who is the main point of contact between the two bodies?

28. The primary contact is between the Australian Government Crisis Coordination Centre (CCC) and the Queensland State Disaster Coordination Centre (SDCC).
29. Direct contact is also made between Director General of Emergency Management Australia or the rostered EMA Incident Coordinator with the Director-General, Department of Community Safety; Assistant Director-General, Emergency Management Queensland or the State Disaster Coordinator (when appointed).

How is contact initiated?

30. The CCC operates continuously, 24 hours a day 7 days a week, to monitor and report to stakeholders on international and domestic events. When events occur or warnings are issued (e.g. weather warnings by the Bureau of Meteorology) which may potentially impact Queensland, the CCC notifies the SDCC by phone and issues an incident notification.
31. Similarly, when the SDCC is activated, advice is provided to the CCC by phone and email.
32. The CCC and SDCC maintain direct contact to share information for the duration of the event.

Information passed between Queensland State Government and EMA

Were there any minutes taken for discussions, meetings and briefings between EMA and Qld Government before, during and after the 2010/2011 floods?

Prior to the 2010/2011 floods in Queensland

33. Pre-season operational briefings were conducted in all jurisdictions, during November and December 2010, to reinforce arrangements for Australian Government support and services to States and Territories in preparing for, responding to and recovery from events should they occur.
34. The Queensland briefing was conducted in Brisbane on 12 November 2010 and included attendance by the Attorney-General for Australia.
35. The briefing included:
 - a. Seasonal weather outlook and support available to jurisdictions (Bureau of Meteorology)
 - b. Liaison arrangements
 - c. Relief and Recovery Arrangements
 - d. Geospatial and other support available to jurisdictions
 - e. Provision of Defence support through the Defence Assistance to the Civil Community arrangements, requests and tasking arrangements
 - f. National Crisis Coordination Capability Program, and
 - g. Department of Human Services Disaster and Emergency Recovery Arrangements and Capabilities, including disaster recovery payments.
36. A copy of the presentation provided by me at the briefing is at **Annexure CD5**.

During the 2010/2011 floods in Queensland

37. EMA participated in SDCC and State Disaster Management Group meetings by teleconference and in person. Following each meeting attending officers provided notes

from the meeting which were distributed within EMA. Copies of SDCC meeting minutes were also provided to the CCC.

38. The CCC logs information received including minutes and notes from meetings and teleconferences, records of conversation, requests for assistance, task requests, weather warning and other information related to the event.

After the 2010/2011 floods in Queensland

39. Following each significant event EMA conducts a post-activation review internally and in conjunction with all involved Australian Government and jurisdictional departments and agencies. The purpose of these reviews is to identify lessons learned from each event and recommend changes to operational procedures and system.
40. Due to the continued operational activity with which EMA has been involved this process has yet to be completed for the Queensland floods. It is anticipated that the post-activation review will be completed in June 2011.

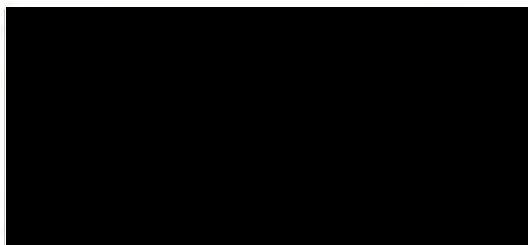
Were there any procedures or documented plans specifically tailored to this kind of event?

41. COMDISPLAN describes the coordination arrangements for the provision of Australian Government physical assistance in the event of a disaster or emergency in Australia or its offshore territories.
42. The CCC also has standing operating procedures, provided at **Annexure CD6** which details the initial actions and notifications required for a range of hazards including flood.

Does EMA have any recommended changes in aspects of disaster policy, capability development, planning and operations?

43. Following the completion of the post activation review process in June 2011 EMA will be in a position to address this question.

Date: 29 May 2011



Campbell William Darby DSC AM

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Annexure 'CD3'

TASK REQUEST

FLOODING/SEVERE WEATHER EAST COAST AUSTRALIA DECEMBER 2010 / JANUARY 2011

Date/time RFA received	Task Request issued		Task Request Accepted	Description	Assigned to*	Completed / Comment
	#	Date/time				
28-Dec-10 0813	FECAQ 1	28/12/10 1000		Large capacity rotary wing aircraft to support local operations for evacuation of up to 300 persons from Theodore.	HQ JOC	Completed
29-Dec-10 1416	FECAQ 2	29/12/10 1530	29/12/2010 2100hrs	Medium to large capacity rotary wing aircraft to support local operation in Theodore, Queensland, will include resupply of essential foods and medical supplies to isolated properties, evacuations and possible medical evacuations	HQ JOC	Completed
30-Dec-10 2032	FECAQ 3	30/12/10 2100hrs	30/12/2010 2309hrs	Movement of large scale accommodation unit (Flexible Habitat) from Brisbane to Emerald	HQ JOC	Completed
31-Dec-10 0300	FECAQ 4	31/12/10 0300	31/12/10 0437hrs	Transport of 10 VIPs, including the Prime Minister, between Emerald airport and Emerald Town between 1100hrs and 1300hrs	HQ JOC	Cancelled 31/12/10 0935hrs
04-Jan-11 1446	FECAQ 5	04/01/11 1705	04/01/11	Larger capacity rotary wing aircraft to be pre-positioned at St George to assist with the evacuation/resupply of the St George community. Operations will include resupply of essential foods and medical supplies to isolated properties, evacuations and possible medical evacuations	HQ JOC	Completed Confirmation Request – already actioned by ADF Joint Taskforce (JTF) 637

Date/time RFA received	Task Request issued		Task Request Accepted	Description	Assigned to*	Completed / Comment
	#	Date/time				
06-Jan-11 0829	FECAQ 6	06/01/11 0900		Provide up to 150,000 litres of potable water per day to provide basic water services to the town for cleaning, sanitation, cooking and drinking, and to expedite the restoration of water services to the township of Theodore	HQ JOC	Completed
06-Jan-11 1320	FECAQ 7	06/01/11 1425	06/01/11 2100	6 swift water technicians to be deployed from Fire and Rescue New South Wales to Qld for a seven day deployment to assist in the Qld flood to relieve local resources.	NSW SEOC	Completed 07/01/11
07-Jan-11 1519	FECAQ 8	07/01/11 1605	07/01/11	Two Powerlink technicians and about 30kg of equipment to be transported to the Braemar substation site 70 km west of Dalby (coordinates 27 06 52 South 150 53 58 East)	HQ JOC	Completed 07/01/11 1556hrs <i>Confirmation Request – already actioned by ADF JTF 637</i>
11-Jan-11 1127	FECAQ 9	11/01/11 1305		Capture high resolution aerial imagery, using Defence survey camera, over flood affected towns in SEQ as prioritised by EMQ. In addition, aerial image flowing Lockyer Creek (Toowoomba to Fernvale) and the Brisbane river from Wivenhoe to Brisbane.	HQ JOC	Completed
11-Jan-11 1114	FECAQ 10	11/01/11 1425	11/01/11	6 swift water technicians to be deployed from Fire and Rescue New South Wales to Qld for a seven day deployment to assist in the Qld flood to relieve local resources.	NSW SEOC	Completed 11/01/11 1700 hrs

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11-Jan-11	FECAQ 11	11/01/11 1920		Total of 42 persons to make up a medium Urban Search and Rescue (USAR) task force. 34 from NSW, 2 from ACT, 2 from VIC, 2 from SA, 2 from TAS to be deployed from Brisbane no later than 5pm Wednesday 12 January 2011. Commanded by Queensland Fire and Rescue Service (QFRS) and under coordination of District Disaster Management Groups (DDMG) and Queensland Police Service (QPS).	NSW SEOC	Completed NSW confirmation 13/01/11
12-Jan-11 1446	FECAQ 13	12/01/11 1530		USAR Team totalling 34 personnel: 4 from NT, 4 from WA (Fire & Emergency Services Authority), 10 from SA, 10 from VIC (Metropolitan Fire and Emergency Services Board), 6 from TAS.	VIC SERCC, SA USAR, TAS FRS, NT ES, WA FESA	Completed 19/01/11 deployed personnel returned home
12-Jan-11 1727	FECAQ 14	12/01/11 1745		Provide accommodation support for 42 NSW Fire and Rescue personnel at Gallipoli Barracks, Enoggera. Further to accommodation, support with meals is also requested.	HQ JOC	Completed
12-Jan-11 1722	FECAQ 15	12/01/11 1830		Access to ADF A1 Jet Fuel located at the St George airport. The fuel was put into place to support SEAKINGS operating in the area. The aircraft have since been re-deployed and EMQ have replaced with MI helicopters to support air operations in the area. As a result of road closures road transport of fuel to the area is not available.	HQ JOC	Completed <i>Confirmation Request – already actioned by ADF JTF 637</i>

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13-Jan-11 1403	FECAQ 18	13/01/11 1500	13/01/11 1712	Moving of essential goods from Richmond to Charleville QLD	HQ JOC	Completed <i>Actioned by ADF JTF 637</i>
14-Jan-11 1022	FECAQ 19	14/01/11 1400		Queensland resources have been stretched to capacity and additional ambulance resources are requested.	Victorian Ambulance	Completed
14-Jan-11 1335	FECAQ 20	14/01/11 1430		Maritime Safety Queensland is seeking a Hydrographic Survey capability to assist in the identification and location of obstructions. This will enable normal maritime traffic on the river to resume.	HQ JOC	Completed
14-Jan-11 1334	FECAQ 21	14/01/11 1532		Technical support to provide electrical and water supply to RNA Show Ground Evacuation Centre, Brisbane City	HQJOC	Completed
14-Jan-11	FECAQ 22	14/01/11 1600		150 ADF personnel to assist with search tasks in the Lockyer Valley region.	HQJOC	Completed

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17-Jan-11	FECAQ 24	17/01/11 1030		ADF support to clean up operations in Lockyer Valley	HQJOC	Completed

***Organisation Acronyms**

ADF JTF	Australian Defence Force – Joint Task Force
EMQ	Emergency Management Queensland
HQJOC	Australian Headquarters Joint Operations Command
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Annexure 'CD5'



Australian Government
Attorney-General's Department
Emergency Management Australia

Commonwealth Pre-Season Briefing and Bushfire Preparedness

Campbell Darby
Director General
Emergency Management Australia
Attorney-General's Department



Commonwealth Pre-Season Operational Briefing and Bushfire Preparedness

PROGRAM

- Australian Government Liaison Officer processes and the Natural Disaster Relief and Recovery Arrangements (NDRRA) – Emergency Management Australia
- Seasonal Update – Bureau of Meteorology
- Geospatial reporting – Geoscience Australia
- Provision of Defence Support - Department of Defence
- National Crisis Coordination Centre Program, National coordination arrangements.
- Commonwealth Human services emergency recovery and support capabilities – Department of Human Services
- Discussion



Emergency Management Australia Role

- EMA support to State and Territories
- Liaison Officer Arrangements
- Information sharing protocols
- National Disaster Relief and Recovery Arrangements
- Machinery of Government Changes



Emergency Management Australia

- Why are we here :
 - Update
 - Build Engagement
 - Understand local issues/concerns
- EMA – Key Customers. Outwards and Upwards
- Government response to Victorian Bushfire Royal Commission recommendations
 - Conduct pre-season briefs
 - Ensure preparedness of State and Territories through
 - improved liaison
 - Improving planning /responsiveness to requests from State and Territories under COMDISPLAN/DACC
 - COMDISPLAN changes
- Greater communication through the Interim CCC arrangements
 - Improve awareness of developing threats
 - Single 24/7 contact (1300243 222)



Emergency Management Australia Liaison Officers

- The allocation of a dedicated officer to each jurisdiction with a pool of support officers to supplement with the key responsibilities of:
 - Liaison officer will be working with States and Territories as point of contact
 - Conduit in a major crisis
 - Deploy to affected state/territory at **their request or by agreement**
 - Provide the affected jurisdiction with support for COMDISPLAN requests
 - Provide liaison function between jurisdictions and Australian Government Liaison Officers from other Commonwealth agencies then feed back to EMA
 - Understand State /Territory Structures and organisations. Assist to fast track jurisdictional requests for Commonwealth assistance



Information Sharing Protocols

- Problematic issue
 - Minimise impost
 - Confidence in appropriate use of the information
- Why share - cultural ignorance of the need
- Aim is improving communication and reports across whole of Australian Government (both Federal and State)
- Protocol aims to address on a principles basis the many concerns that have been expressed
- Outcome is the delivery of high quality, cost effective and seamless support and situational awareness nationwide



Natural Disaster Relief and Recovery Arrangements (NDRRA)

- Partnership
- Key objectives of the Arrangements is to provide safety-net funding to the jurisdictions.
- Processes detailed but necessary
- In severe events, a community recovery package is also available to further help people, businesses and communities recover. Early liaison highly desirable
- For exceptional circumstances, the Australian Government may also agree to provide financial assistance for activities not covered by the NDRRA Determination.



Machinery of Government Change

- Attorney-General's Department (EMA) will now be responsible for providing financial assistance under the Australian Government Disaster Recovery Payment (AGDRP), as well as supporting State and Territory Governments through the NDRRA.
- Review of Commonwealth Recovery Arrangements- tightening of eligibility and thresholds for AGDRP



GENERAL POINTS

- Trust and Relationships
- Clarity of Roles
- Understanding what the jurisdictional interest is
- Understanding the points of Friction
 - Profile
 - Media
 - Public Messaging
 - Common situational awareness

EMA – Provide the buffer: Facilitate Commonwealth support but minimise distractions and interference.



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Annexure 'CD6'

CLASSIFICATION

 <p>Australian Government Attorney-General's Department Emergency Management Australia</p>	<p>Crisis Coordination Centre Standard Operating Procedure</p> <p>Flood</p>	<p>SOP 104</p> <p>Version: 1.00</p> <p>Date Approved: XXXX</p>
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BACKGROUND

Evacuation information is issued by state or territory jurisdictions. The state or territory first POC may also need to be contacted in order to open up communications dialogue.

PROCEDURE

Information to be collected:

- Warning area
- Cause of event
- Waterway type (river, lake, stormwater drain, etc)
- Affected population centres
- Evacuation activity & Evacuation Centres
- Available mapping
- Damage assessments
- Emergency management organisations involved
- Casualties and/or fatalities

TRIGGERS

Flood warnings are issued by the Bureau of Meteorology (BoM). The BoM will issue warnings to the CCC via email and will post warnings on their website. In the event of a significant flood threat the CCC will have to monitor the website and communications from the local state or territory emergency services in order to obtain information.

1. Within Australia and Territories

a. ROUTINE TRIGGER

- i. Moderate Flood Warning – First Warning
- ii. Major Flood Warning – First Advice

b. SIGNIFICANT TRIGGER

- i. Immediate evacuation orders / evacuations occurring
- ii. Other action in accordance with the severity of the event and/ or requests for assistance.

c. CRITICAL TRIGGER

- i. Large scale home inundation from flash flooding
- ii. Multiple deaths caused by flash flooding

2. Within Australia's Region of Interest and the wider international community

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a. ROUTINE TRIGGER

- i. No action required

b. SIGNIFICANT TRIGGER

- i. No action required

c. CRITICAL TRIGGER

- i. Action determined in accordance with threshold definition for a Critical/Catastrophic event

RESOURCES

- SOP 702 IRIS Incident Manager - Personal Log
- SOP 705 IRIS Incident manager - Creating an event
- SOP 704 IRIS Incident Manager – Communications
- SOP 711 Open source monitoring
- IRIS Contacts Directory
- National Emergency Risk Assessment Guidelines (Oct 2010) – Consequence Table: IRIS Documents. Provides threshold definitions (i.e. Critical/ Catastrophic)

ACTION

Note: Please refer to the Discretionary Action section of this SOP prior to undertaking notifications.

Please note that the factors noted therein are not absolute but instead are designed to encourage CCC Operations officers to use their judgement to determine the best course of action in relation to any given earthquake.

Discretionary Action:

There are factors associated with any flood event that will influence the CCC Operations' response to it. Therefore, the thresholds below and associated notifications are to be used as a guide and should be read in conjunction with the following discretionary considerations.

The ADOPS, or IM in their absence, should use these factors to determine whether they should deviate from the below standard operating procedures in lieu of a more commonsense response to the event. Prior to notifications being made out of business hours, please consider the following factors.

- a. Consider whether the IC will need to take any immediate (out of hours) action. If not, consider whether it is necessary to contact them, even if the flood is above threshold.
- b. Consider whether there is likely to be media interest in the event. If not, consider whether it is necessary to contact the IC, even if the flood is above threshold.
- c. Consider whether the event is likely to result in injuries and/or damage. If so, consider contacting the IC, even if the flood is below threshold.
- d. Determine whether there are any Australian VIPs in or near the impacted area. If so, consider contacting the IC (taking into account their profile, distance from the earthquake, and its size and likely impact), even if the flood is below threshold.
- e. Consider the political environment in which the event took place and whether that is likely to impact the amount of interest generated by the event. If so, consider contacting the IC, even if the flood is below threshold.

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If it is deemed appropriate to contact the IC, they will advise whether to deviate further from the standard notifications procedure (i.e. whether to cancel verbal notifications to other agencies, etc). If it is deemed NOT necessary to verbally contact the IC, the CCC Incident Notification SMS and email should still be sent in relation to ALL flood events above threshold.

Within Australia and Territories - ROUTINE RESPONSE - action only between 0800 – 1800hrs daily

1. Provide verbal notifications:
 - a. Incident Coordinator
2. Log all calls, decisions and actions through IRIS personal log (see SOP 702).
3. Include relevant information in the Unclassified All Hazards Daily Report.
4. As required provide updated briefing and reporting with new and relevant information.
5. Continue monitoring.

Within Australia and Territories - SIGNIFICANT RESPONSE

1. Provide verbal notifications **all hours**:
 - a. Incident Coordinator
2. Use the Flood template and send CCC Incident Notification– SMS and email (see SOP 704). Include in distribution:
 - a. Core Notifications
 - b. Incident Coordinator on duty
3. If SMS and email notifications are unavailable, call relevant contacts **in business hours only**.
4. Monitor the event for information relating to significant damage, injury or loss of life.
5. Create an event on IRIS (see SOP 705)
6. Log all calls, decisions and actions through IRIS personal log (see SOP 702).
7. Include relevant information in the Unclassified All Hazards Daily Report.
8. As required update briefing and reporting with new and relevant information.
9. Continue monitoring.

All Areas - CRITICAL RESPONSE – action as required all hours

1. Action is determined in accordance with the severity of the event and/or requests for Australian Government assistance and/or political interest.

In the matter of the *Commissions of Inquiry Act 1950*
Commissions of Inquiry Order (No.1) 2011
2011 Queensland Floods Commission of Inquiry

Witness Statement of Campbell William Darby DSC AM

1. I, Campbell William Darby DSC AM, of [REDACTED] Macquarie Street, Barton in the Australian Capital Territory, make the following statement in response to a request for information from solicitors instructing the 2011 Queensland Floods Commission of Inquiry (**Commission**). Except where otherwise stated, I make this statement from my own knowledge and on information and belief after making enquiries within Emergency Management Australia (**EMA**).
2. I am the Director General of EMA, a Division of the Australian Government Attorney-General's Department. By email dated 3 March 2011, solicitors instructing the Commission requested that the Australian Government provide it with information in response to a series of questions relating to the role of EMA in the 2010 – 2011 floods across Queensland with particular emphasis on communications between the Queensland State Government and EMA.

Qualifications and Professional Experience

3. I was appointed Director General of EMA on 1 September 2010 having had 38 years experience in national defence, emergency management and security sectors. Between 1973 and 2007 I held a variety of roles in the Royal Australian Navy (**RAN**), including: junior sea postings in Papua New Guinea and the United Kingdom; Sea Command roles on the Patrol Boat HMAS IPSWICH, the Frigate HMAS SYDNEY and the Guided Missile Destroyer, HMAS BRISBANE; a variety of senior staff positions including the Director responsible for all junior officers' career management, Commander Sea Training responsible for operational standards at sea, and as a Captain in Maritime Headquarters responsible for all the RAN's fleet and aviation activities.
4. During 2002 I attended the Defence and Strategic Studies Course at the Australian Defence College in Weston, Canberra and was promoted to Commodore, RAN, and appointed as Commandant of the Australian Command and Staff College on completion. From November 2003 until June 2004 I commanded all Australian Forces in the Middle East area of operations from the Multinational Force Coalition Headquarters based in Baghdad, Iraq. I was Commander Northern Command, and Deputy Commander, Border Protection Command, before transferring to the Naval Reserves in 2007.
5. In July 2007 I took up the position of Executive Director, Security and Government Services, in the Northern Territory Department of the Chief Minister. I was responsible for managing security and emergency management strategic policy and coordination, management of

Lodged on behalf of the Commonwealth of Australia

emergency recovery as the Territory Recovery Coordinator, as well as managing the Protocol and Government House business units. I was also a Director on the Board of the NT Major Events Company.

The Australian Government's role in natural disaster preparedness and response

6. The Australian Emergency Management Arrangements (**Annexure CD1**) recognise that the responsibility for the planning and delivery of the response to a natural disaster or emergency rests with the state or territory government within which a natural disaster occurs. It follows that each state and territory prepares and maintains its own natural disaster preparedness arrangements. In the case of Queensland the relevant document is the Queensland State Disaster Management Plan and the applicable legislation is the *Queensland Disaster Management Act 2003*.
7. The Attorney-General for Australia exercises Australian Government responsibility for emergency management matters through EMA. The Australian Government has developed national arrangements to assist in responding to the immediate effects of natural disasters when resources of the affected state or territory government cannot reasonably cope with the needs of the situation. The Australian Government Disaster Response Plan (**COMDISPLAN**) (**Annexure CD2**) provides the framework for responding to requests for physical assistance to the Commonwealth from a state or territory in which a disaster or emergency occurs.
8. There is no legislative framework that provides for contact between EMA and the Queensland Government. Arrangements for the management of support to states and territories are detailed in COMDISPLAN which is prepared and maintained by EMA.
9. COMDISPLAN complements State emergency response arrangements. The Plan details the arrangements for centralised coordination of Australian Government physical assistance in the event of a disaster or emergency in Australia or its offshore territories. This plan can be activated for any disaster regardless of the cause.

EMA

10. EMA is a Division of the Australian Government Attorney-General's Department and is responsible for the coordination of the operational responses to all hazards including natural disasters, terrorism and pandemics. EMA also incorporates the national security hotline, disaster relief and recovery arrangements, dignitary protection, protective security and the Australian Government Crisis Coordination Centre (CCC).
11. The coordination of the Australian Government approach to crisis management in support of response and recovery under COMDISPLAN is provided through the CCC. The roles of the CCC are to:
 - a. provide 24/7 monitoring, situational awareness and decision support products to executive government, and

- b. share information with, and provide a single point of contact for, state and territory governments to access Australian Government support.
12. EMA provides personnel deployed as Australian Government Liaison officers to affected jurisdictions but does not own any physical assets. The Australian Government resources provided in support of affected jurisdictions are sourced from a range of agencies including the Department of Defence, Geoscience Australia, Department of Human Services, Australian Federal Police and Border Protection Command.
13. EMA may also take a coordination role on behalf of an affected jurisdiction for domestic and international offers of assistance from other countries and other Australian jurisdictions, and for the Australian Government's response to international emergencies through the coordination of domestic resources in support of Department of Foreign Affairs or the Australian Agency for International Development (AusAID).

Australian Government Financial Assistance

14. In addition to physical assistance and provision of a coordination role with respect to emergency response and disaster planning, the Australian Government also provides financial assistance to assist in disaster recovery and support to states and territories and the development of emergency preparedness and mitigation activities. Funding is provided by the Australian Government for programs and financial payments to assist States, Territories, communities and individuals to prepare and plan for disasters, and respond to and recover from disasters.
15. EMA is responsible for managing financial assistance and support under the Natural Disaster Relief and Recovery Arrangements, the Australian Government Disaster Recovery Payment and ex-gratia payments.

EMA's role in the Queensland Floods of December 2010 and January 2011

16. EMA had been continuously monitoring the flooding on the east coast of Australia through the CCC since October 2010. On 2 December 2010 it became apparent that Queensland was likely to be impacted.
17. The Natural Disaster Relief and Recovery Arrangements were first activated for the local government areas that were flooded in Queensland on 6 December 2010. The CCC maintained daily contact with the State Disaster Coordination Centre (Queensland) (SDCC) between 28 December 2010 and 19 January 2011. The CCC also provided incident briefs to Australian Government agencies.
18. The first formal request to the Australian Government from the Queensland Government for assistance was made on 28 December 2010, following the heavy rains in south east Queensland, for a large capacity rotary wing aircraft to support local operations for evacuation of up to 300 persons from Theodore, Queensland.
19. On 28 December 2010 the Attorney-General for Australia authorised me to activate COMDISPLAN in response to this request for assistance to the Australian Government from

the Queensland Government. The requested assistance was provided on 29 December 2010 by the Australian Defence Force in Theodore.

20. On 31 December 2010 an Australian Government Liaison Officer was deployed from EMA to the SDCC to facilitate direct communication and coordination of support to the Queensland Government.
21. EMA coordinated 24 requests for assistance from the Queensland Government for the Queensland floods. The majority of the requests were coordinated by the CCC through the Australian Defence Force (ADF). A Joint Task Force was established on 1 January 2011 in which the Task Force Commander (ADF) was authorised to work directly with Emergency Management Queensland to provide requested response and recovery assistance with resources drawn from the three Services of the ADF (Army, Navy and Air Force).
22. A table of requests for Australian Government assistance received by EMA and the response to each request is at **Annexure CD3**.
23. A timeline of events and EMA response is provided at **Annexure CD4** for the period 2 December 2010, prior to activation of COMDISPLAN, to 21 February 2011, when COMDISPLAN was deactivated.
24. In addition EMA coordinated inter-jurisdictional assistance and managed domestic and international offers of assistance on behalf of the Queensland Government.

Contact between the Queensland State Government and the EMA

25. Direct contact is between the Queensland State Disaster Coordination Centre (SDCC) and the Australian Government Crisis Coordination Centre (CCC) through phone and other electronic channels.
26. The CCC provides a 24/7 all-hazards coordination and information sharing network, which includes Australian Government and jurisdictional agencies, including emergency management and police. The CCC shares information with, and makes notifications to, Australian Government and state and territories agencies on a daily basis.
27. EMA also deploys Australian Government Liaison Officers to the SDCC as the first point of contact with the affected jurisdiction for matters relating to disasters and to facilitate direct communication and coordination of support to the Queensland Government.

Who is the main point of contact between the two bodies?

28. The primary contact is between the Australian Government Crisis Coordination Centre (CCC) and the Queensland State Disaster Coordination Centre (SDCC).
29. Direct contact is also made between Director General of Emergency Management Australia or the rostered EMA Incident Coordinator with the Director-General, Department of Community Safety; Assistant Director-General, Emergency Management Queensland or the State Disaster Coordinator (when appointed).

How is contact initiated?

30. The CCC operates continuously, 24 hours a day 7 days a week, to monitor and report to stakeholders on international and domestic events. When events occur or warnings are issued (e.g. weather warnings by the Bureau of Meteorology) which may potentially impact Queensland, the CCC notifies the SDCC by phone and issues an incident notification.
31. Similarly, when the SDCC is activated, advice is provided to the CCC by phone and email.
32. The CCC and SDCC maintain direct contact to share information for the duration of the event.

Information passed between Queensland State Government and EMA

Were there any minutes taken for discussions, meetings and briefings between EMA and Qld Government before, during and after the 2010/2011 floods?

Prior to the 2010/2011 floods in Queensland

33. Pre-season operational briefings were conducted in all jurisdictions, during November and December 2010, to reinforce arrangements for Australian Government support and services to States and Territories in preparing for, responding to and recovery from events should they occur.
34. The Queensland briefing was conducted in Brisbane on 12 November 2010 and included attendance by the Attorney-General for Australia.
35. The briefing included:
 - a. Seasonal weather outlook and support available to jurisdictions (Bureau of Meteorology)
 - b. Liaison arrangements
 - c. Relief and Recovery Arrangements
 - d. Geospatial and other support available to jurisdictions
 - e. Provision of Defence support through the Defence Assistance to the Civil Community arrangements, requests and tasking arrangements
 - f. National Crisis Coordination Capability Program, and
 - g. Department of Human Services Disaster and Emergency Recovery Arrangements and Capabilities, including disaster recovery payments.
36. A copy of the presentation provided by me at the briefing is at **Annexure CD5**.

During the 2010/2011 floods in Queensland

37. EMA participated in SDCC and State Disaster Management Group meetings by teleconference and in person. Following each meeting attending officers provided notes

from the meeting which were distributed within EMA. Copies of SDCC meeting minutes were also provided to the CCC.

38. The CCC logs information received including minutes and notes from meetings and teleconferences, records of conversation, requests for assistance, task requests, weather warning and other information related to the event.

After the 2010/2011 floods in Queensland

39. Following each significant event EMA conducts a post-activation review internally and in conjunction with all involved Australian Government and jurisdictional departments and agencies. The purpose of these reviews is to identify lessons learned from each event and recommend changes to operational procedures and system.
40. Due to the continued operational activity with which EMA has been involved this process has yet to be completed for the Queensland floods. It is anticipated that the post-activation review will be completed in June 2011.

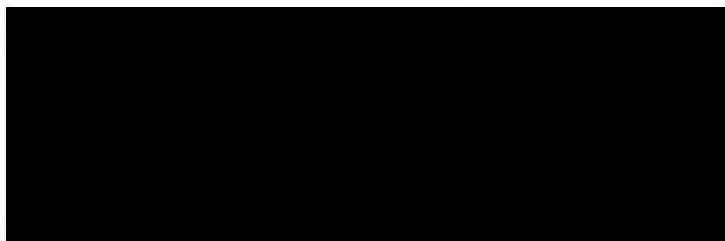
Were there any procedures or documented plans specifically tailored to this kind of event?

41. COMDISPLAN describes the coordination arrangements for the provision of Australian Government physical assistance in the event of a disaster or emergency in Australia or its offshore territories.
42. The CCC also has standing operating procedures, provided at **Annexure CD6** which details the initial actions and notifications required for a range of hazards including flood.

Does EMA have any recommended changes in aspects of disaster policy, capability development, planning and operations?

43. Following the completion of the post activation review process in June 2011 EMA will be in a position to address this question.

Date: 29 May 2011



Campbell William Darby DSC AM