VML:MB Vicki Lukritz 3810 6221

12 April 2018

Sir/Madam

Notice is hereby given that a Meeting of the **INFRASTRUCTURE AND EMERGENCY MANAGEMENT COMMITTEE** is to be held in the **Council Chambers** on the 2nd Floor of the Council Administration Building, 45 Roderick Street, Ipswich commencing at **8.30 am** on **Monday**, **16 April 2018**.

MEMBERS OF THE INFRASTRUCTURE AND EMERGENCY MANAGEMENT COMMITTEE		
Councillor Bromage (Chairperson) Councillor Silver (Deputy Chairperson)	Councillor Antoniolli (Mayor) Councillor Wendt (Deputy Mayor) Councillor Morrison Councillor Ireland	

Yours faithfully

ACTING CHIEF EXECUTIVE OFFICER

INFRASTRUCTURE AND EMERGENCY MANAGEMENT COMMITTEE AGENDA

8.30am on **Monday,** 16 April 2018 Council Chambers

Item No.	Item Title	Officer
1	Update to the Local Disaster Management Sub Plans	PO(EM)
2	Infrastructure Delivery Progress as at 29 March 2018	
3	3 **Springfield Central Library Budget Amendment	

^{**} Item includes confidential papers

INFRASTRUCTURE AND EMERGENCY MANAGEMENT COMMITTEE NO. 2018(04)

16 APRIL 2018

AGENDA

UPDATE TO THE LOCAL DISASTER MANAGEMENT SUB PLANS

With reference to a report by the Principal Officer (Emergency Management) dated 26 March 2018 concerning review of the Local Disaster Management Sub Plans.

RECOMMENDATION

- A. That the Local Disaster Management Sub Plans, as detailed in Attachments B through to E, of the report by the Principal Officer (Emergency Management) dated 26 March 2018, be adopted.
- B. That the Local Disaster Management Sub Plans as detailed in Attachments B through to E, of the report by the Principal Officer (Emergency Management) dated 26 March 2018, be provided to the Local Disaster Management Group for review.
- C. That the Chief Operating Officer (Works, Parks and Recreation), in consultation with the Mayor, be authorised to make any minor amendments deemed necessary on the basis of comment received from the Local Disaster Management Group.

2. <u>INFRASTRUCTURE DELIVERY PROGRESS AS AT 29 MARCH 2018</u>

With reference to a report by the Commercial Finance Manager dated 29 March 2018 concerning the delivery of the 2017–2018 Infrastructure Services Capital Works Portfolio.

RECOMMENDATION

That the report be received and the contents noted.

3. **SPRINGFIELD CENTRAL LIBRARY BUDGET AMENDMENT

With reference to a report by the Commercial Finance Manager (Infrastructure Services) dated 6 April 2018 concerning a proposed budget amendment for the Springfield Central Library Project.

RECOMMENDATION

A. That Council approve Option 2 for an additional certified compliant stairwell as outlined in the report by the Commercial Finance Manager dated 6 April 2018, with the additional budget to undertake the additional works to be sought via a Budget Amendment, BAv3.

B. That Council approve additional costs to install the IT Supply requirements including the direct fibre connection as outlined in the report by the Commercial Finance Manager dated 6 April 2018 and the budget to be sought via a Budget Amendment, BAv3.

and any other items as considered necessary.

^{**} Item includes confidential papers

Infrastructure and Emergency			
Management Committee			
Mtg Date: 16.04.18	OAR:		
Authorisation: Bryce Hi	nes		

MP:MP

H:\Departmental\Commitee Reports\2603 MP IEM Update to Sub Plans.docx

26 March 2018

MEMORANDUM

TO: ACTING SPORT RECREATION AND NATURAL RESOURCES MANAGER

FROM: PRINCIPAL OFFICER (EMERGENCY MANAGEMENT)

RE: UPDATE TO THE LOCAL DISASTER MANAGEMENT SUB PLANS

INTRODUCTION:

This is a report by the Principal Officer (Emergency Management) dated 26 March 2018 concerning review of the Local Disaster Management Sub Plans.

BACKGROUND:

Council maintains a number of sub plans, which are supplementary documents to the Local Disaster Management Plan to support the coordination of disaster events. The development of these plans are in accordance with the ten guidelines issued pursuant to the *Disaster Management Act 2003*.

In mid-2017, Queensland Fire and Emergency Services (QFES) announced that they would revise the existing ten guidelines, and as a result issued on the 19 January 2018 a single consolidated document titled the *Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline*. QFES advised the revised guideline would have an implementation time of May 2018 (Attachment A).

The Emergency Management team commenced a body of works to ensure that Council was able to implement the revisions by the transition deadline of May 2018.

REVISED SUB PLANS

The revision of all Council sub plans is on target for completion by the deadline of May 2018 with the following sub plans completed:

Evacuation Centres Sub Plan (Attachment B). The purpose of the Evacuation Centres Sub Plan is to provide a framework for establishment and management of evacuation centres during a disaster situation.

Evacuation Process Sub Plan (Attachment C). The purpose of this Evacuation Process Sub Plan is to assist with the planning and implementation of an evacuation of at-risk persons within the Ipswich Local Disaster Management Group (LDMG) area of responsibility.

Public Information and Warnings Sub Plan (Attachment D). The purpose of the Public Information and Warnings Sub Plan is to provide a framework in the provision of information and warnings to affected members of the public during a disaster situation.

Resource Management and Logistics Sub Plan (Attachment E). The purpose of the Resource Management Logistics Sub Plan is to assist with the management of resources within the City of Ipswich Local Disaster Management Group (LDMG) area of responsibility.

CONCLUSION:

As result of the release of the Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, a statutory instrument of the *Disaster Management Act 2003*, a number of the City of Ipswich sub plans have been revised.

ATTACHMENT:

Name of Attachment	Attachment
Release of Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline.	Attachment A
Evacuation Centres Sub Plan	Attachment B
Evacuation Process Sub Plan	Attachment C
Public Information and Warnings Sub Plan	Attachment D
Resource Management and Logistics Sub Plan	Attachment E

RECOMMENDATION:

- A. That the Local Disaster Management Sub Plans, as detailed in Attachments B through to E, of the report by the Principal Officer (Emergency Management) dated 26 March 2018, be adopted.
- B. That the Local Disaster Management Sub Plans as detailed in Attachments B through to E, of the report by the Principal Officer (Emergency Management) dated 26 March 2018, be provided to the Local Disaster Management Group for review.
- C. That the Chief Operating Officer (Works, Parks and Recreation), in consultation with the Mayor, be authorised to make any minor amendments deemed necessary on the basis of comment received from the Local Disaster Management Group.

Matthew Pinder

PRINCIPAL OFFICER (EMERGENCY MANAGEMENT)

I concur with the recommendation contained in this report.

Kaye Cavanagh

ACTING SPORT RECREATION AND NATURAL RESOURCES MANAGER

I concur with the recommendation contained in this report.

Bryce Hines

ACTING CHIEF OPERATING OFFICER (WORKS, PARKS AND RECREATION)



Ph: 3635 2468 Our Ref: 00249-2018



Office of the **Commissioner**

Queensland Fire and Emergency Services

Dear Disaster Management Stakeholder

As you are aware, Queensland Fire and Emergency Services (QFES) undertook a recraft of Disaster Management (DM) Guidelines on behalf of DM stakeholders.

The approach taken was to recraft an all-inclusive, single source DM Guideline which aligns its chapters to the four phases of Prevention, Preparedness, Response and Recovery (PPRR).

I wish to thank stakeholders who provided feedback and I am pleased to provide you with the final recrafted PPRR DM Guideline.

The Guideline is supported by a robust toolkit, providing manuals, reference guides, forms, templates, maps, diagrams, handbooks and links to related publications to assist DM stakeholders. These toolkit items are continuing to be developed and will be progressively rolled out prior to the Guideline implementation in May 2018.

Concurrently, the www.disaster.qld.gov.au website has been refreshed to provide an interactive and usable platform for the recrafted DM Guideline, with improved navigation, search function and homepage. A fact sheet and user tutorial are attached to assist with navigating the new website and the Guideline.

As this timing sees the state preparing for the severe weather season, training and support in relation to changes in the Guideline will be provided in early 2018. Full adoption of any changes in the Guideline will not be expected before **May 2018**.

I would like to take this opportunity to acknowledge the efforts of the local, district and state members of the content development working groups who have contributed to the development of the PPRR DM Guideline.

Should you require any further information in relation to Guideline recraft, please contact Ms Coralie Muddle, A/Principal Program Officer, DM Guidelines Unit, QFES on telephone (07) 3635 2468 or email coralie.muddle@qfes.qld.gov.au.

Yours sincerely

Katarina Carroll APM

Commissioner

Emergency Services Complex 125 Kedron Park Road Kedron

GPO Box 1425 Brisbane Queensland 4001 Australia

Telephone 13 QGOV Facsimile +61 3247 4683 Website www.qfes.qld.gov.au

ABN 93 035 163 778

City of Ipswich Local Disaster Management Sub Plan

Evacuation Centres

A3980098: April 2018



Not For Distribution

This sub plan is a restricted document and not for distribution without the express written authorisation of the Local Disaster Coordinator, Ipswich City Council or delegate.

Recipients must take reasonable steps to ensure that the confidentiality of restricted operational information is maintained, this includes annexures such as the Local Disaster Management Group member personal information.

Recipients must not intentionally access files, registers or any other document that contains restricted operational information unless it is necessary for their duties. Where access is necessary, recipients must not disclose operational information to an unauthorised person.

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PART 1 – ADMINISTRATION AND GOVERNANCE

Sub Plan Distribution and Information Privacy

This sub plan is a restricted document and is not for distribution to parties outside of Ipswich City Council, with the exception of the Local Disaster Management Group (LDMG), as required by law, or with the consent of the Local Disaster Coordinator (LDC) or delegate.

Recipients must take reasonable steps to ensure that the confidentiality of restricted operational information is maintained, this includes annexures.

Authority to Plan

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

Sub Plan Principles

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

Planning and Review Cycle

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

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

Post <u>Chief Executive Officer</u>

Attention: Emergency Management

Ipswich City Council

PO Box 191, Ipswich QLD 4305

Email <u>council@ipswich.qld.gov.au</u>



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

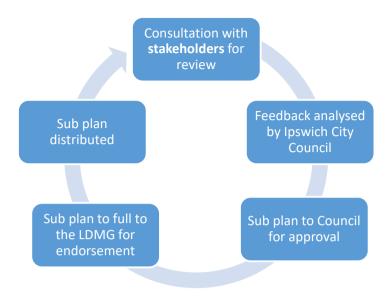


Figure 1 – Sub Plan Review Cycle

Amendment Register

Vers.	Date	Comment
1.00	2012	Initial version
2.00	April 2018	Updated version to comply with the Queensland Prevention, Preparedness,
		Response and Recovery Disaster Management Guideline

Table 1 – Amendment Register

Purpose of the Sub Plan

The purpose of the Evacuation Centres Sub Plan is to provide a framework for establishment and management of evacuation centres during a disaster situation.

Each disaster event is unique and adaptations to this material may be required.

Key objectives

- Determine the sheltering arrangements for the City of Ipswich LDMG
- Outline arrangements for the establishment and management of evacuations centres

Context

Ipswich City Council is the nominated lead functional agency for the Evacuation Centres, as such specific evaluation, plans and procedures relating to individual Centres will be completed as part of Council's Emergency Management preparedness operations. Council has established an MOU with Red Cross to provide Evacuation Centre Management.



PART 2 – KEY INFORMATION FOR LDMG MEMBERS

Significant opportunities for improvement and improved community outcomes have presented following various disaster events, including the 2011 and 2013 floods that impacted the City of Ipswich.

A summary of the key information is provided below

- Shelter in place is the preferred option, where safe to do so. People are more comfortable in their home, despite limited to service availability.
- Evacuation centres are a place of last resort. Those suffering the trauma of a disaster event will have better outcomes and a more comfortable environment by seeking shelter with family or friends where possible.
- The single source of truth for open evacuation centres within the City of Ipswich LDMG is the Emergency Management Dashboard. Refer to http://emd.ipswich.qld.gov.au.
 Messaging around evacuation centres and evacuation generally should be consistent and coordinated.
- Evacuation centres require significant human resources, during widespread events
 particularly, Red Cross staff and volunteers may be scarce. Organisations should where
 possible not establish their own centres, as they may not be able to be supported to the
 same level.



PART 3 – THE SHELTERING CONTEXT

Shelter, food and water are the most fundamental needs of people during a disaster event. Additionally, the need for somewhere to live, rest and sleep becomes vitally important, particularly for many of the more vulnerable groups in the community.

In response to a threat, the relevant authorities (either the Primary Agency or the LDC or DDC) will initiate a five stage evacuation process.

The first three stages involve determining appropriate action in relation to the emergency, issuing warnings and evacuating. Return is the final stage in the evacuation process, and requires the careful planning and management of people in the return to their homes and community.



For more information on the other stages of evacuation, see the **Evacuation Process Sub Plan.**

"Sheltering" within the Stages of Evacuation

Shelter is considered the fourth stage and the provision and management of safe locations away from the potential hazard or area of impact. The LDMG is responsible for nominating these locations.

Sheltering is a process that goes beyond the provision of a physical structure. Prior to, or in the face of a threat, the emphasis should be on the provision of basic needs such as food, water, information and shelter from the hazard. This is often referred to as the immediate sheltering phase, of up to 18 hours. A different phase of sheltering is temporary sheltering (the stages are not sequential). More comprehensive support may be required for up to three weeks before alternative arrangements can be made or it is safe to return home.

There are numerous types of shelters which may be established and utilised in response to various disasters. In Queensland, evacuation centres are only one type of shelter used during a disaster event.



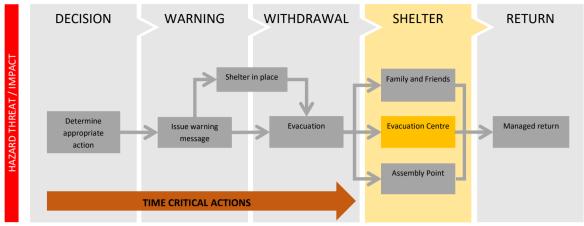


Figure 2 – Five Stages of Evacuation



This document deals only with the Shelter stage of the five stages of evacuation, in regards to Evacuation Centres.

Defining Characteristics of an Evacuation Centre²

Evacuation centres will be established by the LDMG.

Evacuation centres are characteristically:

- A building or facility that has been pre-designated and which is not anticipated to be adversely affected by the hazard
- Used for temporary sheltering that usually extends beyond 18 hours and until recovery services are arranged
- Providing relief services to the wider community whom may not be residing in the shelter / centre and at the minimum, supporting the basic needs affected by the emergency including:
 - Food and water
 - Non-food items, such as clothing
 - Registration
 - First aid
 - Psychological first aid

In certain situations, it may be necessary to utilise facilities not listed in the plan. The principles in this document can still be used as guides to assist in the management of any facility.



² Australian Red Cross Queensland Evacuation Centre Management Handbook

In any evacuation, the primary and secondary needs of affected people include:

- Primary needs
 - Safety of people and property
 - Shelter
 - Food and clothing
 - Adequate rest and sleep
 - General physical and emotional wellbeing
- Secondary needs
 - Maintenance of dignity
 - A sense of control of one's destiny and a sense of order and belonging
 - Privacy
 - Access to accurate and timely information
 - Attending to urgent personal practical matters

Evacuation centres are open to all affected persons within the community, however special arrangements will need to be put in place for affected persons who are not self-caring, such as those with additional or special needs (please see **Special Considerations**). The needs and dynamics of affected people accessing the evacuation centre will therefore be as diverse as any community and should be planned for in the resourcing and layout of the centre.

People

It can be helpful to break down the differences in people associated with evacuation centres for more accurate provision of assistance and reporting.

Community Members		
Affected Persons		Unaffected Persons
Evacuees Self-sheltering		
Centre Residents	Centre Day Guests	Centre Visitors

Figure 3 – People

Evacuees: people who are temporarily displaced as a result of a threatening or real hazard.

Self-sheltering: people who have sourced their own shelter in response to a threatening or existing hazard.

Centre residents: people accessing an evacuation centre for basic needs and services. They will usually be registered, have completed an intake form and be sleeping on site.



Centre day guests: people temporarily accessing an evacuation centre for basic needs and services, such as meals and information. They may be registered but are not sleeping on site.

Centre visitors: unaffected persons who may be temporarily providing support services such as financial or mental health support or viewing the operations of the centre (e.g. media and VIPs). Depending on the location and scope of the disaster event, it may be necessary for local care facilities such as hospitals, aged care facilities and child care centres to be evacuated to an evacuation centre. In such instances, people requiring carers support may be accepted within the evacuation centre as long as registered carers such as nurses or childcare workers are on shift for the duration of their stay.

Consideration should take into account members of the community who may visit evacuation centres to access basic needs such as food, water, registration, information and personal support, even if they have external sleeping arrangements.

Special Considerations

People with Additional or Special Needs³

Managing evacuation centres often includes assisting people who are under a great deal of stress, and who suffer from a variety of health and social issues. It is vital to recognise that the situations people are dealing with are often volatile and may lead to risky behaviours that could pose a danger to themselves or others.

Not all specific needs can be met when delivering services in an evacuation centre. Certain needs may have to be addressed on a `best endeavours' basis. Council should not be obliged to take sole responsibility for specific needs and should continue the good practice already underway of engaging with providers who have expertise in supporting these specific needs.

Considerations When Providing Individual Support

Centre Managers are not expected to be specialists in caring for additional/special needs residents, but should be proactive in supporting all affected people. The best option is always to seek guidance from the people with additional/special needs or specialist organisations.



'The rule of two', means that it is recommended that staff members should work in groups of two or more when working with people with additional / special needs. There should also always be two staff present when working with or interacting with a child. This not only creates protection for the child, but also protects the worker from any potential false accusations.



³ Australian Red Cross *Queensland Evacuation Centre Planning Toolkit*

When working with children⁴:

- always remain in eyesight and ear shot of other personnel;
- do not initiate any physical contact such as hugs, allowing children to sit on the lap of a staff member, lifting or carrying. (A parent who has several children or those with a disability may ask for assistance in carrying an infant and this would be appropriate);
- ensure care givers have given permission before engaging the child in any evacuation centre activities;
- consult with the care giver before giving a child any food or drink as many children have differing allergies and dietary restrictions.

Considerations for Supporting Groups with Additional or Special Needs

The Evacuation Centre Manager should use the LDCC as a primary contact for the provision of support and expertise for evacuees with additional or special needs. ⁵



⁴ Australian Red Cross Queensland Evacuation Centre Planning Toolkit: Advice from Save the Children

⁵ Australian Red Cross *Queensland Evacuation Centre Management Handbook*

PART 4 – PRINCIPLES FOR EVACUATION CENTRES

Site Suitability

Multiple sites have been identified by Council for use as evacuation centre sites and other safer locations in the event of a disaster. Sites have been identified in several locations, in order to ensure that sufficient capacity can be provided to house evacuees, regardless of where the impact zone is located.

Site Classification

Evacuation Centre sites identified by Council have been categorised as shown in

Category	Features	
Level 1	-	Site has been assessed and profiled for use by Council
	-	An MOU or other agreement has been established between the site owner and Council
	-	Location is unlikely to be affected by most prevalent hazards to the Ipswich LGA
Level 2	-	Site has been identified as a possible location for evacuation, but has not been assessed and profiled for use by Council
	-	No MOU exists between Council and the site owner
	-	Site is located within or in proximity to areas impacted by previous events

Table 2 – Evacuation Centre Categories

A list of these sites and their recommended uses can be found in Council's internal procedural documents

Management and Operation of Centres

The City of Ipswich LDMG adopts the preferred sheltering practices of the Australian Red Cross in relation to the management of evacuation centres



PART 5 – ACTIVATION OF AN EVACUATION CENTRES

Site Review

Prior to the decision that an evacuation centre should be activated at a particular site, a review of the conditions at that location should be undertaken in order to determine its continued viability as a centre.

Site Preparation and Establishment

Once it has been determined that the location is still appropriate for activation as an evacuation centre, it should be prepared and all requirements established, prior to opening.

Layout

A recommended layout for each evacuation centre as identified in Council's list of possible evacuation centre sites should be included in the Evacuation Site Assessment for each site. As part of the review process, this should be checked to ensure that any works or alterations to the building have not rendered it obsolete. If this is the case, an amended floor plan may be required. Consider that this may also alter the capacity of the site.

Resourcing

The appropriate resourcing of evacuation centres prior to activation is an important consideration.

Evacuation Centre Kits

An Evacuation Centre Kit is a collection of items essential for the establishment and initial operations of an evacuation centre. The Kit makes resources immediately available to personnel during the early stages of an evacuation centre's operation, when resources may be challenging to acquire.⁶

The Ipswich City Council has two sets of the Red Cross endorsed evacuation centre kit bags available for immediate use. They are colloquially referred to as 'the green bags'.



Ipswich City Council as part of its emergency management program prepares more detailed procedures to support the activation and operation of Evacuation Centres.



⁶ Australian Red Cross *Queensland Evacuation Centre Planning Toolkit*

Part 6 - Operation of an Evacuation Centre

Personnel Management

There are a variety of different personnel required to assist in the day-to-day management of an evacuation centre. Core positions that should be filled include:

- Evacuation Centre Manger (Generally Red Cross)
- Deputy Manger
- Logistics Officer
- Administration Officer
- Facilities Officer

The LDCC should be alerted if there are any insufficiencies in staffing arrangements for an evacuation centre.

Evacuee Acceptance

Evacuation centres are open to all self-caring evacuees within the community, i.e. all those who are able to feed, toilet and shower themselves, and who do not require supervision whilst passing time within the evacuation centre.⁷ Evacuees who do required additional assistance (such as children, the aged, and those with special needs) may be accepted at evacuation centres, provided that sufficient support services and/or persons accompany them for the duration of their stay. If evacuees with special or additional needs present at an evacuation centre unaccompanied, evacuation centre staff should seek assistance from appropriate support services.

Triage

As evacuees arrive at a centre, they may need to be assisted in various different ways. The below will assist in organising an appropriate triage of residents into the evacuation centre.



⁷ Red Cross Emergency Services: Qld Division *Evacuation Centre Management: Activation Training* Participant Handbook



Meet and Greet

The first point of contact in an evacuation centre is the Meet and Greet team. Most people who arrive at an evacuation centre have never been inside one before. It is therefore very important to provide assistance as soon as possible upon arrival, to provide reassurance and information regarding registration, accommodation, and services available.

Registration and Intake

It is best practice that all evacuees be registered on arrival using the Register. Find. Reunite. service provided by the Red Cross.

During a disaster event, this service will be activated by the Red Cross, and made publicly available for use via the website (https://register.redcross.org.au/). As this is an online service, it can be accessed by any computer or mobile device with internet access. If internet access is not available, there is a phone service also available; this can be accessed by contacting the Red Cross during a disaster. Registration can also be made in person at evacuation centres.

Once registered, evacuee details will be uploaded into the Register.Find.Reunite. (RFR) database. RFR is an active computer database filing and retrieval system designed to provide relatives and close friends with basic details of the whereabouts and safety of people they know who may be visiting, living, or working in an area affected by an emergency.⁸

Daily Management

The day-to-day management of an evacuation centre is the responsibility of several key members of centre staff. These core personnel positions are outlined in Council's **Evacuation Centre**Operations Manual and are also available in Red Cross resources.⁹

Schedule

An unfolding disaster and consequent evacuation is an extremely disruptive force in the lives of those affected. The implementation of a regular schedule at evacuation centres can not only assist in returning the semblance of normalcy to the lives of residents, it is also a useful management tool in making sure that various important tasks are undertaken by staff and other associated agencies, ensuring that services and facilities are provided in a timely and organised fashion.

Operations

Operations management incorporates the management of people and facilities within the evacuation centre.



⁸ Australian Red Cross https://register.redcross.org.au/

⁹ Australian Red Cross *Queensland Evacuation Centre Planning Toolkit*.

Space Allocation













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Figure 5 – Preferred Sheltering Practices¹⁰



 $^{^{\}rm 10}$ Red Cross Guidelines on Preferred Sheltering Practices

Safety

Safety considerations within an evacuation centre are vitally important, and as such should be taken very seriously. Agencies running and managing evacuation centres have a responsibility to provide facilities and amenities that are as safe and hygienic as possible under the circumstances, and to comply with State and Commonwealth legislation and local emergency management lead agency safety protocols.¹¹

Work Health and Safety

The Logistics Officer is responsible for WH&S within evacuation centres. The selection of an appropriate Logistics Officer should include consideration for someone with experience in this area, as it will be up to them to ensure that the evacuation centre meets the relevant safety standards.

Personnel Issues

Personnel working within the evacuation centre may become easily stressed or exhausted due to the impact of the event, in conjunction with the large number of tasks that they will need to undertake within a short space of time.

Code of Conduct

The Code of Conduct for evacuation centres is a document that all residents and visitors must agree to abide by when on the premises.

Visitor Procedures

There are many different stakeholders who may wish to visit an evacuation centre while it is activated, for a variety of different reasons. Examples of the kinds of visitors that may arrive at an evacuation centre are:

- Day visitors (friends or family visiting guests, or people seeking assistance or support services);
- VIPs (political or otherwise);
- Organisations and services providers
- Media personnel.

Media interviews and activities are not to occur at the evacuation centre. An evacuation centre can be a very emotional and traumatic environment for those that have suffered loss, injury or damage to their homes.



¹¹ Red Cross Emergency Services: Qld Division Evacuation Centre Management: Activation Training Participant Handbook

Evacuation Centre Closure

Closure of an evacuation centre is a complex and often stressful task that needs to be undertaken with great care and coordinated with all of the stakeholders involved.



Ipswich City Council as part of its emergency management program prepares more detailed procedures to support the activation and operation of Evacuation Centres.



PART 7 – INFORMATION REQUIREMENTS

During the activation of an evacuation centre, there are several important stakeholder classes that will require ongoing information regarding the operation and daily requirements of the centre.

Internal Communication

Clear and effective communication between the evacuation centre management team and different internal stakeholders is essential to ensure the continued security, safety, comfort and routine stability of residents and other affected individuals. Internal communication groups can broadly be separated into two categories:

- Evacuees; and
- Personnel / assisting agencies.

External Communication

Communication with agencies or persons that may be acting in conjunction with, but external to the centre should be conducted on an as-needed basis. There are various strategies that may be used to communicate appropriate information effectively and concisely in different situations and to different external stakeholders.

External stakeholders can be broadly broken into two categories:

- LDMG / LDCC; and
- Media / VIPs

Record Keeping

It is important to keep records of all of the activities undertaken on a daily basis within an evacuation centre. This provides useful information for continuous improvement opportunities moving forward, as well as providing a sustainable and effective level of communication of important daily details between other internal and external stakeholders.

Shift Summary Logs

A daily shift summary log should be kept during the whole time that the Evacuation Centre is operational. This should contain details of incidents, resources requested, decisions made, and any other pertinent information that may assist either incoming personnel in consequent shifts, or during a review of centre operations post-disaster.

Day Guest & Visitor Logs

Logs should be kept of people visiting the Evacuation Centre (non-residents) who enter and exit each day. This will assist in evaluating food/consumable resource requirements for the ongoing operation of the centre, number of people accessing services not requiring accommodation, and assist with centre security.



Resident Log

Sign in/out sheets should be provided for residents of the Evacuation Centre. This is for fire safety purposes, and also assists with centre security.



PART 5 – ANNEXURES

Annexure 1 – Schedule of Tables and Figures

Figures

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City of Ipswich Local Disaster Management Sub Plan

Evacuation Process

A3980093: April 2018



Not For Distribution

This sub plan is a restricted document and not for distribution without the express written authorisation of the Local Disaster Coordinator, Ipswich City Council or delegate.

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PART 1 – ADMINISTRATION AND GOVERNANCE

Sub Plan Distribution and Information Privacy

This sub plan is a restricted document and is not for distribution to parties outside of Ipswich City Council, with the exception of the Local Disaster Management Group (LDMG), as required by law, or with the consent of the Local Disaster Coordinator (LDC) or delegate.

Recipients must take reasonable steps to ensure that the confidentiality of restricted operational information is maintained, this includes annexures.

Authority to Plan

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

Sub Plan Principles

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

Planning and Review Cycle

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

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

Post <u>Chief Executive Officer</u>

Attention: Emergency Management

Ipswich City Council

PO Box 191, Ipswich QLD 4305

Email <u>council@ipswich.qld.gov.au</u>



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



Figure 1 – Sub Plan Review Cycle

Amendment Register

Vers.	Date	Comment
1.00	June 2013	Initial version
2.00	Feb 2015	Minor and/or inconsequential amendments made
3.00	April 2018	Updated version to comply with the Queensland Prevention, Preparedness,
		Response and Recovery Disaster Management Guideline

Table 1 – Amendment Register

Purpose of the Sub Plan

The purpose of this Evacuation Sub Plan is to assist with the planning and implementation of an evacuation of at-risk persons within the Ipswich Local Disaster Management Group (LDMG) area of responsibility.

Each disaster event is unique and adaptations to this material may be required.

Key objectives

- Identify the legislated authority for evacuation
- Identify potentially high risk and vulnerable populations for evacuation
- Identify key strategies for each stage of the evacuation process

Context

The implementation of this sub plan will provide support to the LDMG in making timely, informed decisions regarding evacuation, including documentation, public warning systems, coordinated and effective movement of the affected population to a safer location, and their eventual return.



PART 2 – EVACUATION GENERALLY

Evacuation involves the planned and coordinated movement of affected persons from a currently or potentially unsafe location, to a safer location, and their eventual return home. It is a strategy that can potentially mitigate the adverse effects of a disaster on a community.

Ipswich City Council in conjunction with the LDMG are best placed to conduct evacuation planning prior to the onset of an event through their local knowledge, experience, community understanding, and existing community relationships.

An evacuation involves five stages: Decision to evacuate, Warning, Withdrawal, Shelter, and Return.

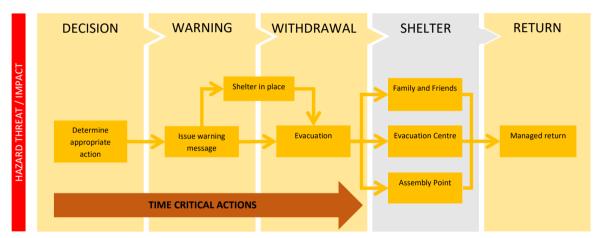


Figure 2 – The 5 Stages of Evacuation

The LDMG may identify that resources available at the local level and/or local capability will be inadequate for certain volumes of evacuation. In these instances, assistance should be sought from the District Disaster Management Group (DDMG).

Assignment of Organisation Evacuation Specific Responsibilities

Disaster management roles and responsibilities by agency are defined in the LDMP. This plan provides that the appropriate incident management protocols have been followed in accordance with individual organisation incident response plans and standard operating procedures.

How to use this Sub Plan Operationally

This sub plan should be utilised as a guide to conducting an evacuation. In particular, the actions outlined in the associated manuals and SOPs are to be referenced and recorded. This sub plan has been developed as a supporting document to the LDMP and the manuals and SOP are operationalizing pre-determined strategies able to be adapted to the specific circumstances of the event.



Authority to Evacuate

Evacuations of any size may only be conducted under the approval of an appropriate authority. Small scale incidents requiring evacuation for the purposes of public safety may be undertaken by emergency service responders in the execution of their normal duties, and authorised in accordance with their relevant legislation.

The **Queensland Police Service** (QPS) has the authority to evacuate using the *Public Safety Preservation Act 1986* Part 2 Section 5 (1), Section 6, and Section 8 (d).

The Public Safety Preservation Act 1986 Part 2 Section 8 (d) states the Emergency Commander can: "direct the evacuation and exclusion of any person or persons from any premises and for this purpose may remove or cause to be removed (using such force as is necessary for that purpose) any person who does not comply with a direction to evacuate or any person who enters, attempts to enter or is found in or on any premises in respect of which a direction for the exclusion of persons has been given."

Queensland Fire and Emergency Services (QFES) have the authority to require people to leave an area under the *Fire and Rescue Service Act* 1990 Part 6 - 2:

- (k) require any person not to enter or remain within a specified area around the site of the danger;
- (I) remove from any place a person who fails to comply with an order given pursuant to paragraph (k) and use such force as is reasonably necessary for that purpose.

Evacuations in response to larger scale incidents are undertaken using the authority of the *Disaster Management Act* 2003 Sections 76, 77, and 107.

Upon the declaration of a disaster by the appropriate Minister, a directed evacuation order may be issued by the **District Disaster Coordinator (DDC)**, and persons may be authorised to exercise declared disaster powers to enable the effective conduct of the withdrawal process.

In Part: Section 77 General Powers

- (1) A relevant district disaster coordinator or declared disaster officer may do all of the following –
- (a) Control the movement of persons, animals or vehicles within, into, out of or around the declared area for the disaster situation;
- (b) Give a direction to a person to regulate the movement of the person, an animal or vehicle within, into, out of or around the declared area;
- (c) Evacuate persons or animals from the declared area or a part of the area.

In Part: Division 2 Powers of authorised rescue officers



107 (2) (g) direct a person to leave, or not to enter an area in or near a place if the authorised rescue officer reasonably considers the direction is necessary to protect a person's life or health.

Making the Decision to Evacuate²

An evacuations can be:

- Self-evacuation;
- Voluntary (may be referred to as 'recommended'); or
- Directed (may be referred to as 'mandatory')

The LDMG, represented by the LDC, may recommend that a community *voluntarily* evacuates an area, but it does not have the authority to initiate a directed evacuation.

A *directed* evacuation can only be initiated by the DDC after the Minister's **Declaration of a Disaster**, or upon approval of the Minster.

Self-Evacuation

This refers to the self-initiated movement of people to safer places prior to, in the absence of official advice or warnings.

Voluntary Evacuation

In the case of a voluntary evacuation, the LDMG or primary agency will recommend that persons in designated risk areas relocate to other locations for their own safety.

Voluntary evacuation may be employed when a disaster is likely to occur but the exact impact or location has not been identified. Priority groups such as the aged or those with high dependency or special needs should be targeted for early voluntary evacuation.

Voluntary evacuation is also a valid strategy for moving people located in areas when the certainty of the event is low, but the effect of the impact would put people at high risk of injury or death.

Examples for voluntary evacuation:

- > The predicted water height **may** impact the area of a property
- ➤ The predicted flood height **may** isolate properties and leave no escape route for residents. Rescue strategies are not feasible and existing weather conditions could produce further river rises
- ➤ The primary agency has deemed that occupants of the property **may** be vulnerable to the risks associated with the impending emergency



² Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, section 4.4.5

A voluntary evacuation of 'at risk' persons can be recommended and implemented by the LDC.

However, the LDC should take reasonable steps to notify and/or consult the DDC prior to this decision being implemented.

Directed Evacuation

A directed evacuation is the compulsory relocation of persons away from harm. Directed evacuation is enforceable by law.

The decision for directed evacuation is made by the DDC acting on advice from the LDC, or by the QFES for fires and hazardous material/s incidents. Any recommendation to evacuate will need to be immediately communicated to, and coordinated with, the District Disaster Management Group (DDMG). Under the *Public Safety Preservation Act* 1986, the decision to evacuate can be made by the commissioned officer making the declaration.

Hazard	Evacuation Authority	Local Disaster Management Group Role	
Severe Weather	District Disaster Coordinator	Coordination and support	
Flood, Storm, Cyclone	District Disaster Coordinator	Coordination and support	
Biological (human related)	Queensland Health	Coordination and support	
Communicable Disease Radiological	District Disaster Coordinator		
Building collapse	Queensland Fire and Emergency Services District Disaster Coordinator	Support as requested by QFES	
Landslip	Queensland Police Service District Disaster Coordinator	Support as requested by QPS	
Earthquake	Queensland Police Service District Disaster Coordinator	Coordination and support	
Hazardous Material/s Incident	Queensland Fire and Emergency Services Queensland Police Service	Support as requested by QFES and QPS	
Terrorism	Queensland Police Service	Support as requested by QPS	
Fire	Queensland Fire and Emergency Services Queensland Police Service District Disaster Coordinator	Support as requested by QFES and QPS	

Table 2 – A guide to directed evacuation by hazard yype

In the case of a directed evacuation order, the DDC will direct all persons in designated impact areas to relocate to safer locations as directed by the lead agency and LDMG. A directed evacuation order will apply to the public. Exceptions to the directed evacuation order may include public safety officials, disaster response personnel, and organisation, agency, or business



employees designated as 'critical workforce' or 'essential'. However, it is expected that all of these individuals must eventually seek adequate shelter prior to the onset of the event. At the discretion of QPS, people who refuse to comply with a directed evacuation order may or may not be forcibly removed from their homes for their own safety. However, if people elect to stay they must be told that they should not expect rescue or other lifesaving assistance after the

Examples for directed evacuation:

onset of the event conditions.

- > The predicted water height will result in an inhabited dwelling being submerged
- The predicted flood height **will** result in the area being isolated beyond the point of sustainability (i.e. three or more days without external assistance).
- High levels of uncertainty about the upper level of flooding
- The DDC determines that the **risk of injury or death** to any persons or animals remaining in an area is likely
- The lead agency with authority to order an evacuation determines that any persons remaining in the area would likely put themselves or others at risk of injury or death

Evacuation Planning

Detailed evacuation operational planning involves the establishment of instructions and guidelines governing the following:

- The processes for making the decision to evacuate
- Evacuation routes and expected timeframes
- The roles and responsibilities of various agencies during evacuation
- Public warning systems
- The use of Council resources to assist evacuation
- The provision of temporary accommodation and food
- The provision of medical support
- Traffic control requirements
- Transportation requirements
- Location and availability of emergency facilities e.g. hospitals
- Location and suitability of registration and evacuation centres
- Assessing impacts and making the decision to return to affected areas

Evacuation Strategy

Evacuation Strategies

The following table outlines a pre-determined evacuation strategy for the top three hazards and associated risks for the City.



The evacuation strategy provides a basis of reference data to enable prompt decision-making, and can be refined at the time of an event where the data is influenced by event specific factors. The contents of the table are an overview of the broad strategies being adopted. Specific operational information is detailed in Council's **Isolated Communities Sub Plans**.

Threat	Key Areas At Risk	Indicative Shelter Option
Minor Flood Levels ³	Bundamba Creek – Booval	Shelter in place
	Woogaroo Creek – Goodna	Shelter in place
	Goodna Creek – Goodna	Shelter in place
Moderate and Major Flood	All minor flood level key areas at risk	Shelter in place
Levels ⁴		Voluntary evacuation
	Karalee	Shelter in place
		Voluntary evacuation
	Brassall	Shelter in place
		Voluntary evacuation
	Bundamba	Shelter in place
		Voluntary evacuation
	Leichhardt	Shelter in place
		Voluntary evacuation
	Marburg	Shelter in place
		Voluntary evacuation
	Moores Pocket	Shelter in place
		Voluntary evacuation
	North Ipswich	Shelter in place
		Voluntary evacuation
	One Mile	Shelter in place
		Voluntary evacuation
	Rosewood	Shelter in place
		Voluntary evacuation
	West Ipswich	Shelter in place
		Voluntary evacuation
Major Flood Levels ⁵	All moderate and major flood level	Shelter in place
	key areas at risk	Voluntary evacuation
		Directed evacuation
Bushfire	Pine Mountain	Shelter in place
		Voluntary evacuation
		Directed evacuation
	Ripley	Shelter in place
		Voluntary evacuation
		Directed evacuation
	Springfield	Shelter in place
		Voluntary evacuation

³ Minor Flooding: Causes inconvenience. Low lying areas next to watercourses are inundated and may require the removal of stock and equipment. Minor roads may be closed and low level bridges submerged.



⁴ Moderate Flooding: In addition to the above, the evacuation of some houses may be required. Main traffic routes may be covered. The area of inundation is substantial in rural areas, requiring the removal of stock.

⁵ In addition to the above, extensive rural areas and/or urban areas are inundated. Properties and towns are likely to be isolated, and major traffic routes likely to be closed. Evacuation of people from flood affected areas may be required.

Threat	Key Areas At Risk	Indicative Shelter Option	
		Directed evacuation	
	Springfield Lakes	Shelter in place	
	Voluntary evacuation		
		Directed evacuation	
Terrorism	Carole Park	Shelter in place	
Major Urban Fire		Voluntary evacuation	
Hazardous Material/s Incident		Directed evacuation	
	Ipswich CBD	Shelter in place	
		Voluntary evacuation	
		Directed evacuation	
	Springfield Central	Shelter in place	
		Voluntary evacuation	
		Directed evacuation	

Table 3 – Evacuation Strategies for Specific Threats

Shelter in Place

The best option when evacuation is not necessary is to take shelter in a safe and secure structure at home or with family and friends. Residents, if evacuation is not required, should be encouraged to seek refuge in a building structure that is safer than their own in terms of the impending hazard.

Shelter in place may be a suitable option for storm, east coast low, some fire hazards, chemical spills, and heatwave. Typically for flood event, residents of dwellings that will not have flood waters over their floor level should shelter in place. This strategy should also be used if there is a definite prediction that a road evacuation route will be cut but the isolated area will not be substantially inundated. The recommended maximum time for sheltering in place should be 3 days, with an evacuation ordered for longer timeframes.

Evacuate

Evacuations should only occur when the primary agency determines that the risk of sheltering in place is greater than the risks associated with leaving. Evacuation should be considered when one or more of the situations below exist:

- Flood water will be at or above the lowest living area of a building
- A property will be isolated by flood waters for an extended period
- The location is at imminent threat of fire
- Personal safety is under threat
- There are properties classified as unsafe, unsanitary, or both
- · Public health is gravely threatened
- Food and water are not available
- The burden of caring for people in the area is greater than if they were evacuated
- If the lead agency determines that it is necessary



Neighbourhood Safer Places

Neighbourhood Safer Places are areas assessed by QFES to meet specific criteria for seeking shelter from a bushfire. They are areas of last resort, and are not somewhere people should congregate if a better solution is available. They normally consist of open fields or recreational areas, with a recommended buffer of at least 300 metres from vegetated or hazardous areas. It is likely that these areas will have no facilities or emergency services on hand.



QFES has evaluated the City of Ipswich and determined that there are no suitable sites to be designated as Neighbourhood Safer Places, and that they are not required for this region.

Vulnerable Populations

Aged Care

It is the responsibility of each aged care facility to develop and regularly review an all hazards evacuation plan.⁶ It is recommended that the movement of aged people in care be planned and implemented pre-emptively in advance of unfavourable conditions. Aged care facilities in Ipswich should have their own evacuation plans, including procedures for the complete evacuation of the facility, specialised transport requirements, and formal agreements with other aged care facilities or suitable accommodation providers that will be able to provide a safe location for residents, with an appropriate level of care.



Local aged care facilities must ensure that they each have a thorough and effective evacuation plan.

It is important for the LDMG to communicate early and regularly with aged care facilities before, during, and after an event, to ensure appropriate and timely information is disseminated, and to assist them in making informed decisions.

Ipswich City Council will maintain a register of Aged Care facilities.

Schools

The LDC must ensure that the Principal of any school likely to be impacted by an event is notified in a timely manner. The Department of Education responsible for issuing school closure information.

Ipswich City Council will maintain a register of schools.



⁶ Australian Standard AS4083-1997

Specific Strategies⁷

Fire

QFES is responsible for evacuation decisions with regards to fires in the City of Ipswich LGA. If required, QPS will then act as the lead agency for the evacuation. Owing to the speed of operations, the LDC can expect that evacuation communications will predominantly flow between these two agencies, with notifications being sent to the LDC when time allows. The LDMG may be required to provide support in coordination roles.

Dam Failure

Owners of referrable dams must prepare emergency action plans (EAPs) and redacted versions of these EAPs are publically available via the Department of Natural Resources, Mines and Energy (DNRME) website http://dnrme.qld.gov.au.

Ipswich City Council prepares and maintains EAPs for a number of managed dams, and detention basins. Seqwater provides copies of their EAPs for Maroon Dam, Moogerah Dam, Wivenhoe Dam, Somerset Dam and Lake Manchester Dam.

Within the City of Ipswich there are a number of other dam operators who also prepare and provide a copy of their EAP to Council. Each EAP makes provision regarding advice to the LDMG of impending failure situations, the likely impacts, population and risk and evacuation strategies.

Earthquake

Should an earthquake affect the Ipswich region, the evacuation strategy is to walk people away from structurally damaged buildings and infrastructure, and direct them towards large open areas away from any collapsed buildings. An exclusion zone should be implemented as soon as practicable after the event, and all non-emergency personnel should walk out of the impact area as soon as possible.

Other response strategies, which are largely employed by QAS as part of their core role, may be:

- Remove casualties to a suitable triage location, which should be located in an open space, such as a nearby sporting oval or park reserve. These locations are ideal owing to the open space and well-kept grounds.
- Identify possible helicopter landing areas close to the triage locations, for easy evacuation of seriously injured persons.
- Emergency services personnel should warn the public to evacuate the main impact areas as they move through the area performing search and rescue operations.



⁷ Ipswich City Council *Local Disaster Management Plan:*

The Christchurch earthquake in February 2011 highlighted people's desire to assist in the rescue of trapped persons. This facilitates the removal of easy-to-access casualties, however further rescue by non-trained personnel should be discouraged for their own safety. People should be instructed to look after themselves first; neighbours second; and assist as volunteers only if asked to do so by the authorities. First and foremost, they should be ordered to evacuate the impact area.

Hazardous Material/s Incidents

The evacuation strategy for incidents involving hazardous materials is determined by the lead agency. The lead agency should contact the LDC and provide advice accordingly once the decision to evacuate has been made.

Landslip

The evacuation strategy for landslips is to move people away from the area as soon as the slip is detected. QPS will control the area around the landslip using the *Public Safety and Preservation Act* 1986, and may enforce the directed removal of residents. When the area is safe and the appropriate authority has been given, people will be permitted to return.

Biological Incidents

For incidents involving biological hazards, such as pandemics, communicable diseases, or radiological hazards, the strategy is to shelter in place unless otherwise directed by the primary agency.

Structural Collapse

The evacuation strategy for structural collapse is for QPS and QFES to move people away from the hazardous area to an assembly area. The QFES has responsibility for technical rescue, the act of search and rescue coordination is the primary responsibility of QPS as per the Intergovernmental agreement that nominates QPS as the SAR authority.

Severe Wind

Shelter in place is the strategy for any severe wind event, provided that the building is structurally sound.

Severe Storm

Provided that the building is structurally sound, shelter in place is the strategy for a severe storm event.

Flood

The initial strategy for a flood event where flood water is not predicted to encroach over the floor of a property is to shelter in place. If the forecasted water level will rise above the floor level of a



dwelling, or if the building will become isolated for more than three days, voluntary or directed evacuation may be recommended.

- If the flooding is **anticipated** to be widespread, and the water level will rise to a level that **may** allow it to enter buildings, or if a particular area is **expected** to become isolated, a **voluntary** evacuation order may be issued by the LDC.
- If the forecasted flooding will encroach into buildings, or the water level will isolate areas for more than a few days, or if there is an estimation that the flooding will cause a significant hazard to the health, wellbeing, or risk to the life of residents or livestock, the DDC may issue a directed evacuation order.

Heatwave

Shelter in place is the recommended strategy for a heatwave, provided that the building provides adequate shelter (e.g. it has adequate ventilation, and a working cooling system such as air conditioning or fans that keep the temperature at a safe level).

Major Transport Accident

In the event of a major transport accident, the lead agency will advise the LDC of any decision to evacuate.

Oil / Gas Incidents

The primary agency will advise the LDC of any decision to evacuate in the event of an oil- or gasrelated incident.



PART 3 – DECISION TO EVACUATE



Considerations for Decision to Evacuate

The decision to evacuate should be based on a hazard assessment and event intelligence. The triggers to evacuate will differ for each event. Where the event has not previously been detailed, relevant data for the event should be developed based on the criteria in the strategy.

The following issues should be considered when making decisions regarding evacuation:

- · Advice from the relevant authorities on severity, arrival, and impact area
- Whether previously identified vulnerable zones are applicable, and any necessary amendment to existing, or development of additional maps as required
- The time required to complete the evacuation and the lead time available. Is evacuation achievable, safe, and the most suitable option?
- What type of evacuation is necessary (voluntary or directed)? Is 'shelter in place' a safer alternative to evacuation in this instance?
- The capacity of the proposed evacuation routes to support rapid egress by pedestrian and/or vehicular traffic, given the conditions related to the specific incident
- The suitability of proposed shelter and/or assembly points, including whether they are able to be established efficiently, and sustained for the duration of the event
- Specific transportation requirements
- If plans are in place to assist special needs populations and facilities
- If the appropriate resources are available to effectively manage the evacuation

The process of evacuation carries a level of risk to evacuees and emergency response agencies. Therefore, the final step in the decision making process is to undertake a risk assessment as to whether evacuation is the most appropriate and risk-mitigating response to the incident, and whether there are any viable alternatives available.

In consideration of all issues, including the risk assessment and available data, the LDC in consultation with the lead agency will provide a recommendation regarding the evacuation of atrisk persons.

Authority to Evacuate

A directed evacuation under the *Disaster Management Act 2003* requires the declaration of a disaster situation. The DDC may declare a disaster situation if satisfied that the requirements of Section 64 of the Act have been met. The declaration of a disaster situation requires the approval of the Minister, and must be made in accordance with Section 65 of the Act. During a disaster



situation, the DDC and Declared Disaster Officers are provided with additional powers under Sections 77-78 of the Act. These powers may be required to give effect to a directed evacuation.

Evacuation Timelines

There are two critical factors in the decision making process in recommending or ordering evacuation:

- The time necessary to clear evacuees from the evacuation area (i.e. the clearance time, which is defined as the time required to clear roadways of all vehicles evacuating).
- Weighing the time past a point time (also known as 'clearance time') in respect to the arrival time of the event.

Time past a point refers to the time taken for all vehicles to safely traverse the evacuation route network; it does not refer to the travel time of a single car. It begins when the first vehicle enters the evacuation route network, and ends when the last vehicle reaches a shelter or council boundary line on the way to other shelter.

This includes the time required for evacuees to secure their homes and prepare to leave, the time spent by all vehicles travelling along the evacuation route network, and any additional delays caused by traffic and road congestion. This does not guarantee that vehicles will safely reach their destination once outside the anticipated boundary of the disaster area.



Time past a point is primarily calculated on the basis of:

- Number of people evacuating
- Number of vehicles on roadways
- Number and capacity of evacuation roadways
- Potential roadway choke points or bottlenecks
- > Time of day
- Response times for evacuees after orders are issued

The capacity of evacuation routes will vary depending on road conditions. It is important to consider a number of route conditions, as identified in the Traffic Flow Rates table⁸ (Table 4 - Traffic Flow Rates). The formula applied for calculating travel times for all road classes i.e. urban, rural, and highway/motorway, and the flow rates, is also shown.

Route Condition	Capacity (vehicles per hour per lane)	
Enhanced	800	
Emergency response agencies intervene to increase route	(assumes travel speed of 50kph)	
capacity. Traffic management strategies may include traffic		
controlled intersections, contra-flow, and banning vehicles		

⁸ Department of Public Works: Mitigating the Adverse Impacts of Cyclones – Evacuation and Shelter Guidelines (2008)



Route Condition	Capacity (vehicles per hour per lane)	
towing caravans and trailers.		
Normal	600	
Fine weather with normal traffic control.	(assumes travel speed of 40kph)	
Disrupted	300	
Heavy rain with possible vehicle breakdowns, traffic	(assumes travel speed of 20kph)	
collisions, landslips, minor flooding across road etc.		
Semi-Blocked	100	
Route is closed by flood waters or large scale landslip. An	(assumes travel speed of 5kph)	
alternate route or transport method may be required.		

Table 4 - Traffic Flow Rates from the Evacuation Planning Guidelines

Total Evacuation Time

The total time required to evacuate a community is calculated across the phases of decision, warning, withdrawal, and sheltering. This time is then subtracted from the predicted time of inundation. The resulting time is equal to the present location on the evacuation timeline. The evacuation officially commences once the decision has been made, as soon as a warning is issued. The completion deadline is the moment after the total amount of time required for the community to evacuate and reach the sheltering phase, which encompasses the warning, withdrawal, and sheltering phases of evacuation.



Decision Time – Initiate Response

The decision time is the time required by the LDC, DDC, or lead agency to make the informed decision to evacuate. This calculation should include time for mobilisation and deployment of resources. Inclusion of one to two hours is recommended.

Warning Time

The warning time is the time taken to advise the community of the evacuation. This warning time will likely overlap into the withdrawal phase, as public messages should continue to be conveyed throughout the period of evacuation. Consideration also needs to be given to the time taken to develop and implement any **Emergency Alert** campaigns.



Withdrawal Time

The withdrawal time is the time taken for persons within the impact area to travel to a safer location. The withdrawal time is the combined total of the leave time, travel time, and clearance time.

Leave Time

Leave time is the time people take to secure their homes and prepare to leave. It is recommended to allow one hour of leave time in the calculation.

Travel Time

Travel time is the time taken by a person or vehicles to travel from the evacuation zone to the shelter zone.

Time Past A Point

The time past a point is the time taken for all people being evacuation to pass a point on the evacuation route. This can be calculated in hours by dividing the number of people to be evacuated by the route capacity in people per hour. For consistency, assume an average occupancy of two people per vehicle.

Shelter Time

The shelter time refers to the time taken for people to reach shelter at a safer location. An allowance of one to two hours is recommended.

Rescue Operations

Coordinated rescue may need to commence when a portion of the affected population still need to move to safety, but the current disaster incident has cut evacuation routes. The rescue phase should be planned simultaneously with withdrawal.



Identifying in advance where people will most likely not have time to evacuate is a key priority for the LDMG.

Deadlines for Evacuation Decisions (Decision Points)

Where possible, the LDMG should be assembled well in advance of any evacuation decision point. Consideration needs to be given to the time required to reach an appropriate decision, notify emergency operations personnel of that decision, and if appropriate, prepare a news release and press conference. This should be undertaken before an evacuation order is publicly announced. The decision point will differ depending on the type of disaster event and its location; sufficient time needs to be given for each scenario.



PART 4 – WARNINGS



When 'at risk' areas and the location of safer areas have been determined, the decision to evacuate at risk members of the community can be made. This information needs to be communicated to the community.

Information regarding warning dissemination and methods can be found in **Local Disaster Management Plan** and the **Public Information and Warnings Sub Plan**.

Warning Approval and Process

The LDC should approve all public warnings. When a decision to evacuate has been made, the DDC and the LDC should:

- Ensure stakeholders have the information they need to respond appropriately to the
 disaster (for example, residents and visitors should be alerted as to which roads and
 bridges to avoid after a severe weather event, and when infrastructure is expected to be
 operational again)
- Ensure the ongoing flow of accurate information throughout the initial response period of the crisis
- Ensure that messages have been shared with relevant stakeholders

Warning Templates

Templates for the different methods of providing warnings to the public regarding disaster events should be held by the responsible organisation.

Warning templates need to be populated with the following information:

- > What is happening and when is it likely to happen
- > What people have to do in order to maximise their safety
- > The evacuation route/s showing where they should go
- > Transportation assistance services available to people without means to travel
- When the evacuation will be happening
- Which assembly areas and evacuation centres will be used
- How long they are likely to be away from their residence
- What to pack
- Which agencies will be assisting with the evacuation
- Where to access more information
- Potential hazards that they may face during the evacuation



PART 5 – WITHDRAWAL



Evacuation Routes

Once an evacuation order is issued, all major roadway networks that are unaffected by the incident will be considered as evacuation routes for local travel. Advice to the public should include the location of assembly points or evacuation centres, and information on road closures.

The location of the emergency will determine which major road networks will be utilised for the purpose of evacuating at risk persons. Recommendations of pre-determined routes for different suburbs within the Ipswich City Council region, including population statistics and estimated timeframes, can be found in Council's Evacuation Arrangements Manual; these should be assessed based on incident-specific information prior to their use.

Traffic Management Strategy

Traffic management will be planned and managed by QPS in conjunction with the LDMG and DDMG. QPS, DTMR, and Ipswich City Council will implement a Traffic Management Plan, with the primary emphasis on fostering a safe environment for evacuation.

The LDCC will provide flood modelling information as required.



The Brisbane Metropolitan Transport Management Centre (BMTMC) is a good source of information relating to the road network. It has access to a wide array of information sources that can verify closures and delays to the road network. The phone number for the BMTMC is 13 19 40

Traffic Management Devices

All traffic management techniques should be assessed to ensure that they are appropriate to the specific hazard. For example, temporary devices such as traffic cones and road closed signs may become hazards during severe wind events. However, they should be used at impacted road sections, where high winds are not anticipated. They require minimal resources to install, maintain, and remove. If Variable Message Signal (VMS) boards are to be used, it is recommended that fixed/permanent units be used where possible. Some temporary VMS trailers are lightweight, and may become a potential hazard as they are vulnerable to high winds.



Coordinated Transport Operations

In the event of a disaster incident, the transport of persons from within the affected area will be coordinated via a multi-agency approach, with the primary agency determining whether an evacuation is necessary, and the lead agency managing the coordination of the evacuation itself, in conjunction with the LDCC and other associated agencies and LDMG members. Within the LDCC a team will be established to consider transport management where necessary.

Assisted Transport – Concept of Operations

The primary method of evacuation for those people located in defined evacuation zones is self-evacuation using their own vehicles to centres outside the affected area. The expected number of people who will need to be evacuated is assessed by the relevant LDCC team member.



In order to assist with planning, assume the number of people located in the evacuation zones who will require assisted transport to evacuate is likely to be approximately 20% of the total population of the affected area.

Where assisted evacuation is required, the following will apply:

- Local pick-up will be conducted by the local public transport resources coordinated by the transport team. Pick-up points will be established at local assembly points.
- Evacuees will then be transported along defined evacuation routes to an operational evacuation centre in accordance with a transportation schedule coordinated by the team.
- In order to conduct this transfer of people within a reasonable and limited timeframe, this operation must be coordinated efficiently, and begun at the earliest opportunity. This can be achieved by ensuring that there is a surplus of vehicles available for use in order to cope with an unexpected level of demand, and informing the drivers that they can expect that a number of shuttle trips will be necessary.
- Evacuees with pets are to transport them in cages or improvised carriers. Animals should be tagged with the owners' details. They must be able to contain/control the animal.

The transportation plan must be easily communicated and understood, simple to execute, and designed to safely maximise outbound roadway capacity.

Self-Evacuation

During an evacuation, the majority of the affected population should self-evacuate using their own vehicles. They should be encouraged to evacuate early as traffic congestion is likely. Evacuation routes will need to be advertised and, if possible, marked with traffic evacuation signs (temporary or permanent VMS boards may be useful in this instance). Evacuees should be instructed to remain tuned to local radio stations (River 94.9 FM) and ABC radio (ABC 612 AM) for updates on



evacuation activities. These evacuation messages should include details of road closures, traffic delays, and actions on breakdown.

Information on evacuation procedures and routes can be included on the Council Emergency management Dashboard, refer to http://emd.ipswich.qld.gov.au.

Buses

Once the impact zone has been identified, bus evacuation loading points will be recommended by the LDCC as part of the evacuation planning process. It is anticipated that if a mass evacuation is called, all available transport providers will be asked to accept evacuees from designated assembly areas such as state schools, supermarkets, and other similar locations, and transport them to a designated evacuation centre. The pick-up points will be existing locations where buses can turn around safely and with sufficient capacity to both accommodate queuing passengers and buses, and transfer them out of the impact zone or to an evacuation centre.

Pedestrian

The LDMG should expect that there will be a considerable number of pedestrians among the population being evacuated from an unanticipated major event, particularly if an immediate evacuation is required.

People who are already in a private vehicle, along with those who can access their vehicle quickly, will create a sudden surge of vehicles onto roadways. Large numbers of people exiting from shopping centres and similar locations in a relatively short amount of time will create a large mass of pedestrians. The uncertainty accompanying the event, along with the disruption of the normal use of a given area, can be expected to create a brief period of seemingly chaotic behaviour. This should give way to more purposeful actions that will result in evacuees moving away from the impacted area.

Potential strategies for managing pedestrian evacuation are presented in Table 5 – Managing Pedestrian Evacuation. These approaches are designed to promote the safety and mobility of pedestrians, while minimising their contribution to any traffic congestion caused by the evacuation.

Approach	Strategic Objectives
Designate and manage separate evacuation corridors for outbound vehicles and for pedestrians	 Minimise the need for complex logistical activities on the part of the transportation managers Minimise the number of points where pedestrians and vehicles are in close proximity
Provide dedicated evacuation transit hubs at the outer perimeter of the evacuation zone	 Minimise the distance that evacuees are on foot and exposed to certain hazards Provide a transit option for evacuees who began



Approach	Strategic Objectives
	 evacuation on foot owing to lack of other options Ensure the separation of disruptive activities such as bus loading from the command and operations area Increase the likelihood of having an appropriate space for gathering evacuee and loading buses Avoid the need for extremely complex logistical activities by transit services
Provide shuttle buses between areas where large numbers of people are emerging from buildings, to designated points at the edge of the area being evacuated	 Reduce the magnitude of the stream of evacuees on foot in the area with the greatest potential for impeding vehicles Take the buses into the evacuation zone to provide greater visibility of the option to be evacuated by bus Give evacuees on foot with limiting conditions an option besides walking By using a short route loop, reduce the time it takes each bus to return to the staging area for another load

Table 5 – Managing Pedestrian Evacuation

Security Strategy

Security in evacuated areas in an important issue. Evacuees whose property is damaged or stolen in their absence may be disinclined to evacuate again should they need to do so in a future emergency.

QPS is responsible for the security of evacuated areas, including the security of any damaged property. Should further resources be required, the LDMG may need to procure additional security services from preferred suppliers.

If an evacuated area has sustained damage and cannot be reoccupied for an extended period of time, a permit system may be established, in order to limit access to emergency workers, homeowners, utility workers, and contractors working to restore damaged structures and remove debris.



PART 6 – SHELTER



Shelter in the event of a disaster situation takes a variety of forms. *Generally speaking, unless otherwise advised, the best option for residents is to shelter in place.*

The LDC and/or the primary agency should make an informed decision, in conjunction with information provided by other related agencies, as to which emergency shelters should be opened, depending on the specific event as it unfolds.

Council's Evacuation Arrangements Manual provides a list of locations and their type, that may be used for shelter, these are classified by type.

Pre-incident planning should consider temporary shelter, short term housing, and long term housing. Resource and logistical considerations include fixed facility requirements, staffing, food and water, medical supplies, security, triage and medical care, mental health care, and relocation assistance.

Shelters provide protection from the elements away from immediate or potential effects of the hazard, and basic personal needs. They include:

- Assembly areas temporary areas, no more than six hours
- Evacuation centres short term accommodation, three to four days

Recovery services are provided through:

• Temporary accommodation – weeks to months

Emergency shelters are for immediate and short term displacement. Recovery centres may be operational for longer periods depending on the needs of the community and its ability to return to normal.

Assembly Points

Assembly points may be used for situations that are short term (six hours). An assembly point is a temporary designated location specifically selected as a point which is not anticipated to be adversely affected by the hazard. Assembly points would usually only be utilised during events where specific shelter is not required and the duration of the evacuation is not predicted to be lengthy.



Assembly points may not be staffed and evacuees may be requested to cater for their own basic requirements.



Assembly points are most frequently used as marshalling or transit locations for staging to evacuation centres or alternate accommodation. If this is the case, limited services and staffing may be available. Registration of those who are leaving the area by their own means and do not require accommodation may be carried out by relevant agencies. Registration of those people being given assistance with accommodation and/or transport should be conducted at their destination.

Evacuation Centres

An evacuation centre offers provision for the basic needs of displaced persons, such as:

- Food and clean water
- Showering and toilet facilities
- · Personal hygiene items and access to clothing and bedding
- Accommodation for the duration of the emergency, until the affected area is deemed suitable for re-habitation
- Baby needs
- Access to other support agencies

For further information about evacuation centres, refer to the Evacuation Centre Sub Plan.

Animal Strategy

If residents must evacuate, it is advisable that they take their pets with them. If it is not safe for residents to stay in the disaster area, it is not safe for their pets.

The following are some recommendations for pet owners:

- Contact their veterinarian prior to an event for a list of preferred boarding kennels and facilities for use in the event of an emergency
- Identify hostels and motels that accept pets
- Ask friends and relatives if they would accept pets during an emergency



Residents should make sure that their pets are collared with up-to-date identification. The tags should include pet owner's name, telephone number, and any urgent medical needs.

Evacuees from Other Areas

The LDC is to activate this sub plan and any associated sub plans, manuals and SOPs when requested by the DDC, in order to receive evacuees from other local government areas.



PART 7 - RETURN



Decision for Return

The decision for the return of evacuees, and the development of a return strategy, will be undertaken by the LDMG in consultation with the DDC and the primary agency.

To determine if the disaster area is safe for return, it will be necessary to assess the following issues:

- Has the hazard passed, and is it going to return?
- Are buildings and structures in the affected area safe?
- Is transport infrastructure in the affected area safe and operational?
- Are schools and workplaces able to be re-opened?
- Are utilities such as power, water, sewerage, and communications operational?
- Are there any residual public health concerns?
- Are there any remaining damaged or unsafe areas, and are they secure?
- Are there support services and infrastructure available for those residing in the affected area?

Return Strategy

The LDMG will manage the return phase of an evacuation. Duties should be delegated by the LDC as circumstances dictate. Evacuees returning to their homes or businesses in evacuated areas require the same consideration, coordination, and control as the original evacuation. For limited incidents, the lead agency will make the decision to return evacuees and disseminate the information as appropriate.

There are three phases of return:

In the initial phase of re-entry, access to impacted areas should be limited to:

- > Emergency service and public utility personnel tasked with eliminating major hazards
- Utility company employees engaged in turning off or repairing damaged utilities
- Contractors clearing roads and removing debris or hazardous materials



In the <u>second phase of re-entry</u>, access to the disaster area may be expanded to include:

- Residents and business owners in the affected area, when it is safe to enter in order to salvage belongings and make expedient repairs. The LDMG should consider communicating information regarding safe limited re-entry by:
 - Placing notices in newspapers, evacuation centres, and other areas evacuees frequent, advising of where, when, and how people can return
 - Providing maps to show areas of return
 - Setting times for the transport to and from the area
 - Providing transport to and from the area
- Insurance agents
- Media representatives
- Contractors repairing damaged buildings
- Commercial vehicles delivering food, essential supplies, life support equipment, construction supplies, and related materials

The <u>third phase of re-entry</u> involves reopening the disaster area to normal traffic. The manager of the recovery should ensure that evacuees can easily access information on:

- > Recovery centre locations
- Utilities and government functions status
- > Transport information
- Documenting damage for insurance purposes
- Caution in reactivating utilities and damaged appliances
- Clean-up instructions
- > Removal and disposal of debris
- Disposal of dead animals

Transition to Recovery

The longer term accommodation requirements of those unable to return to their homes are managed through the recovery process. Appropriate longer term temporary accommodation will be required for these evacuees once the evacuation centres are closed. Other assistance to affected community members to be managed through the recovery process is detailed in the Recovery Sub Plan



PART 8 – ANNEXURES

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City of Ipswich Local Disaster Management Sub Plan

Public Information and Warnings

A3980098: April 2018



Not For Distribution

This sub plan is a restricted document and not for distribution without the express written authorisation of the Local Disaster Coordinator, Ipswich City Council or delegate.

Recipients must take reasonable steps to ensure that the confidentiality of restricted operational information is maintained, this includes annexures such as the Local Disaster Management Group member personal information.

Recipients must not intentionally access files, registers or any other document that contains restricted operational information unless it is necessary for their duties. Where access is necessary, recipients must not disclose operational information to an unauthorised person.

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PART 1 – ADMINISTRATION AND GOVERNANCE

Sub Plan Distribution and Information Privacy

This sub plan is a restricted document and is not for distribution to parties outside of Ipswich City Council, with the exception of the Local Disaster Management Group (LDMG), as required by law, or with the consent of the Local Disaster Coordinator (LDC) or delegate.

Recipients must take reasonable steps to ensure that the confidentiality of restricted operational information is maintained, this includes annexures.

Authority to Plan

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

Sub Plan Principles

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

Planning and Review Cycle

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

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

Post <u>Chief Executive Officer</u>

Attention: Emergency Management

Ipswich City Council

PO Box 191, Ipswich QLD 4305

Email <u>council@ipswich.qld.gov.au</u>



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

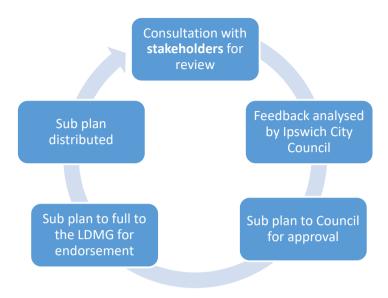


Figure 1 – Sub Plan Review Cycle

Amendment Register

Vers.	Date	Comment	
1.00	June 2013	Initial version	
2.00	April 2018	Updated version to comply with the Queensland Prevention, Preparedness,	
		Response and Recovery Disaster Management Guideline	

Table 1 – Amendment Register

Purpose of the Sub Plan

The purpose of the Public Information and Warnings Sub Plan is to provide a framework in the provision information and warnings to affected members of the public during a disaster situation. It may be utilised by all members, deputies and advisors of the Local Disaster Management Group (LDMG) and the organisations that they represent and / or any partnering organisations involved to assist in the preparation and dissemination of information and warnings.

Each disaster event is unique and adaptations to this material may be required.

Key objectives

- Detail the arrangements related to public information
- Detail the arrangements related to the issue of warnings

Context

This sub plan is not intended to replace or replicate the public information and warnings procedures of individual organisations. It instead strives towards a consistent approach to have an informed and aware community.



PART 2 – PUBLIC INFORMATION VERSES WARNINGS

Public Information

Definition: Public information is the provision of focussed communication with the community for the incident through gathering, assembling and disseminating accurate, relevant, timely information to the public and other stakeholders outside the incident management team.²

Public information undertakes three key functions:

- 1. Disseminating information
- 2. Managing contact from the media and public
- 3. Consulting and liaising with affected communities.

Warning

Definition: An emergency warning is a message signalling an imminent hazard, which may include advice on protective measures.³

The Australian Government's Attorney-General's Department, Emergency Warning Arrangements (2013) states:

The purpose of an emergency warning is to inform the community of an impending or current threat and to prompt an appropriate response or action. The action that is required of the community is usually contained in the warning message, for example, 'seek further information', 'take shelter', or 'activate your emergency plan'.

Emergency warnings are a primary tool for disaster management and play a significant role in the protection and resilience of Australian communities. Emergency warnings have the potential to significantly reduce the impact of disasters on communities, properties and the environment when they are combined with the community's understanding of environmental risks and disaster preparedness.



² Queensland Fire and Emergency Services, IMS Directive 06.01.00 (Version 1 29/01/216)

³ Emergency Management Australia, Attorney-General's Department, *Australian Emergency Manuals Series: Glossary*, 1998, p 115.

PART 3 – PROVISION OF WARNINGS

A warning is a message that informs and enables individuals and communities to take appropriate action in response to an impending hazard.⁴ It is important that a variety of warning dissemination methods are utilised to ensure broad distribution of warning messages. A range of methods of warning dissemination will ensure coverage of differing demographics, geographic locations, and time of day.⁵

The *Disaster Management Act* 2003 Sections 23(f) and 30(e) both state that one of the functions of the LDMG and the DDMG respectively is:

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

When 'at risk' areas and the location of safer areas have been determined, the decision to evacuate at risk members of the community can be made. This information needs to be communicated to the community.

The process for the notification and dissemination of warnings is not a function dependent on the activation of the LDMG; rather it should be the automatic responsibility of LDMG members, regardless of the status of activation of the LDMG.⁶ It is each organisation's responsibility to disseminate its own warnings as per internal organisational procedures.

Consideration should be given to the specific needs of the exposed population with particular consideration of special needs groups and how the dissemination of warnings will be best achieved to reach these groups.⁷

The Stages of Warning

The City of Ipswich LDMG (and Ipswich City Council) adopts the national tiered arrangements related to warnings and advice messaging. This is consistent with the intent of the Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guidelines.

Each level has a colour and symbol assigned, these colours are aligned to QFES Bushfire Warnings. In the absence of guidelines in Queensland, the symbols are aligned to those used by Emergency Management Victoria (EMV).



⁴ Queensland Government Queensland Evacuation Guidelines for Disaster Management Groups

⁵ Queensland Government *Queensland Evacuation Guidelines for Disaster Management Groups*

⁶ Ipswich City Council Local Disaster Management Plan Version 3.01 February 2016

⁷ Queensland Government Queensland Evacuation Guidelines for Disaster Management Groups



Advice

- Advice messages should be titled STAY INFORMED
- An incident is occurring or has occurred in the area
- Access information and monitor conditions
- Impact to the community is estimated at 6 24 hours



Watch and Act

- Watch and Act messages should be titled PREPARE TO LEAVE or LEAVE NOW
- An emergency is heading towards you
- Conditions are changing and you need to take action now to protect yourself and your family
- Impact to the community is estimated at 6 12 hours



Emergency Warning

- Emergency Warnings should be titled **LEAVE IMMEDIATELY** or **SEEK SHELTER**
- You are in imminent danger and need to take action now
- You will be impacted
- Impact to the community is estimated at 0 6 hours.

Figure 2 – Stages of Warning

National Warning Principles and Processes

In October 2008, the then Ministerial Council for Police and Emergency Management – Emergency Management (MCPEM-EM) endorsed the following twelve national emergency warning principles. The LDMG adopts these principles in preparing LDMG messaging.

- Coordinated: a warning system should avoid duplication of effort where possible and support a shared understanding of the situation among different agencies involved in managing the incident.
- 2. **Authoritative and accountable:** warnings are to be disseminated on the decision of an authorised person. Authorities should be able to interrogate the system components for later analysis.
- 3. **Consistent / Standards based:** the information content is coordinated across all of the mechanisms used for warnings. Messages must be consistent across different sources if they are to be believed by the general population. Conflicting messages create uncertainty



- and will delay responsive action. Any relevant identified standards will underpin the agreed System Framework.
- 4. Complete: message content should include relevant pertinent details, including possibly a direction on the need to consult other sources, presented in a way that is easily and quickly understood by the population. This includes multiple languages in some cases, as well as the use of multi-media for those who are illiterate or people with a disability (eg. people who are Deaf or have a hearing impairment or those who are blind or have a vision impairment).
- 5. **Multi-modal:** warnings are to be disseminated using a variety of delivery mechanisms and in multiple information presentation formats that will, in some circumstances, complement each other to produce a complete picture, with planning and processes to allow for maximum reach to all members of the community and to provide for redundancies in the case of critical infrastructure failure (eg. power or telecommunications).
- 6. **All-hazards:** any emergency warning system developed will be capable of providing warnings, where practicable, for any type of emergency.
- 7. **Targeted:** messages should be targeted to those communities at risk in order to reduce the complacency that can result from people receiving warnings that do not apply to them 'over warning'.
- 8. **Interoperable:** have coordinated delivery methods, capable of operation across jurisdictional borders for issuing warnings.
- Accessible and responsive: capable of responding to and delivering warnings in an
 environment of demographic, social and technological change. Recognise the criticality of
 adopting universal design and access principles, particularly in the development and
 acquisition of technologies.
- 10. **Verifiable:** the community is able to verify and authenticate the warnings to reduce incidents of accidental activations and prevent malicious attempts to issue false alerts to a population.
- 11. **Underpinned by education and awareness raising activities:** the system, any delivery mechanisms that constitute it and the language used in the warning messages it delivers, should be underpinned by appropriate education and awareness raising activities.
- 12. **Compatible:** with the existing telecommunications networks and infrastructure without adversely impacting on the normal telephone and broadcast system. The system should avoid any adverse operational, technical or commercial implications for the provision of current communications services to consumers and on the integrity of communications networks.

In 2009, to underpin the implementation of Emergency Alert, state and territory officials agreed to a further two principles:

13. **Compliant with relevant legislation:** warnings should be compliant with relevant Commonwealth, state and territory legislation, associated regulations and policy.



14. **Integrated:** warnings should be integrated to ensure timely notification to multiple organisational stakeholders and communication channels.

Warning Approval

The LDC should approve the issue of all warnings. When a decision to evacuate has been made, the DDC and the LDC should:

- Ensure stakeholders have the information they need to respond appropriately to the
 disaster (for example, residents and visitors should be alerted as to which roads and
 bridges to avoid after a severe weather event, and when infrastructure is expected to be
 operational again);
- Ensure the ongoing flow of accurate information throughout the initial response period of the crisis; and
- Ensure that messages have been received by all relevant agencies, warning of the evacuation.

Warning - Notification and Dissemination

This section is replicated from the LDMP.

The LDMG is responsible for ensuring the community is aware of ways to prevent, prepare for, respond to and recover from a disaster.⁸ This involves raising awareness of identified threats and the means by which the public should respond at an individual and/or household level. It may also include warnings and directions, as provided by primary agencies, for warnings relating to the particular hazard.

Under this plan, the Chairperson of the LDMG, or delegate, is the official source of public and media information for the group's coordination and support activities.

Primary and functional lead agencies will provide media liaison for issues relative to their organisational role/s. Individual organisations maintain responsibility for internal reporting on their business in accordance with their established procedures.

Community members may receive warnings and information from a number of different sources—some official, some not. They may include:

Family	Friends	Neighbours	Media releases	River 949 Radio
Facebook	Twitter	Emergency Management Dashboard	Websites	612 ABC Radio

⁸ Section 30, *Disaster Management Act 2003*, Functions



Standard Emergency Warning Signal	Emergency Alert	TV broadcast	Door-knocking	My Ipswich Alerts
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Figure 3 – Sources of warnings and information

Family, friends and neighbours

Family, friends and neighbours are an extremely powerful source of warning information. However, this information should always be verified by official sources.

All members of the community are encouraged to check on family, friends and neighbours and to share official warnings with them.

Social media, websites and notification services

Facebook and Twitter are the two most common social media platforms used by disaster management organisations in Queensland. A search each of these platforms by organisation name will assist in obtaining relevant information. Social media feeds are available from http://qldalerts.com and Council's Emergency Management Dashboard for those currently not subscribed to social media platforms

Detailed contact information, including websites is provided at the front of the LDMP.

My Ipswich Alerts, dam release notifications and the Emergency Management Dashboard are explained in Part 5: Preparedness.

Emergency Alert

Emergency Alert is the national telephone warning system used by emergency services and Council to send voice messages (to landlines) and text messages (to mobile phones) within a defined area about likely or actual emergencies.

Only in dangerous situations where there is likely impact of human life will the Emergency Alert system be used.

It should be recognised that Emergency Alert is one way of warning communities. It relies on telecommunications networks to send messages, and message delivery cannot be guaranteed.⁹

Standard Emergency Warning Signal (SEWS)

When disasters loom or a major emergency happens, residents will be alerted by the sound of the Standard Emergency Warning Signal (SEWS).

SEWS is a wailing siren sound used throughout Australia for various emergency events of major significance, such as cyclones, flooding and severe storms. When community members hear the signal on radio or television, they should pay careful attention to the message that follows and act



⁹ Australian Government, Emergency Alert, http://emergencyalert.gov.au/

immediately on the advice given. There are strict rules on the use of this warning signal in Queensland. 10

Mainstream media (radio, television and newspapers)

The use of mainstream media is essential for the provision of emergency warnings. Mainstream media channels are generally very proactive in the monitoring of official sources.



 $^{^{10}\,}Queensland\,Government,\,\underline{http://disaster.qld.gov.au/Warnings\,\,and\,\,Alerts/Pages/about\,\,sews.aspx}$

PART 4 – PROVISION OF PUBLIC INFORMATION

Public information, for the purpose of this document, is considered to be any information other than warnings that is provided to the community in the wake of a disaster event. This may include information such as:

- Reports on the current status of the event
- Information regarding recovery efforts
- When it will be safe to return
- Which agencies are providing assistance, and where to go to access it

Prepare

Where Council is the lead or primary agency, it is Council's responsibility to disseminate public information in an effective and timely manner. It is important, as with the development of warnings, that the information prepared is accurate and consistent across all agencies engaged in actions in response to the event or threat.

Approval

As with provision of warnings, all information being released by Council in the event of a disaster situation should be approved by the LDC prior to distribution.

Release

After being approved by the LDC, the information should be released through the most appropriate channels available at the time.

Preparedness notification and dissemination

This section is replicated from the LDMP.

Bureau of Meteorology

Warning products issued by the Bureau of Meteorology (BoM) include severe weather warning, tropical cyclone advice and tsunami warnings. The LDMG can subscribe to these.

Member organisations and community members can also monitor weather situations through http://www.bom.gov.au/ or download the BoM App from Google Play Store or Apple Store.

Emergency Management Dashboard

Ipswich City Council's Emergency Management Dashboard provides the Ipswich Community with a comprehensive and user-friendly platform for accessing information on the current status of events in Ipswich. It includes emergency news, road conditions, weather warnings, power outages and more. The Emergency Management Dashboard is the community's link to emergency management information.



To view the dashboard visit: http://emd.ipswich.qld.gov.au.

My Ipswich Alerts

As part of Ipswich City Council's commitment to community safety and wellbeing, it has teamed up the Early Warning Network (EWN) to provide residents with early warning alerts for potentially dangerous weather and bushfires within the City of Ipswich. Council encourages residents to become familiar with potential hazards and risks and take early action where needed.

The EWN alerts are provided through Council's innovative *My Ipswich Alerts* platform, a free service enabling the community to be instantly updated via email, SMS or smartphone app with warnings and information about emergency and disaster events in the greater Ipswich region.

To opt in for this service or find out information visit: http://ipswich.qld.gov.au/myipswichalerts or search the about the Google Play Store or Apple Store

Dam release notification service

Seqwater manages three gated dams (Wivenhoe, Somerset and North Pine dams) in South East Queensland. These dams provide water to 3.1 million people in the region. For more information visit http://seqwater.com.au/dam-release-information-service.

LDMG and member organisation responsibilities

The LDMG has established notification and dissemination process to allow communication between member organisations. This process takes into account the time restrictions of rapid onset events such as dam failures.

Council has the Secretariat does not use the LDMG notification system to send out any publically available warnings or notifications to member organisations. Member organisations are required to subscribe and manage their subscription to these services themselves.



PART 5 – MONITORING

During all stages of a disaster event, Council acting in its capacity within the LDMG will conduct monitoring activities across several different mediums, to ensure that the most accurate and upto-date information is able to be accessed.

Social Media

Social Media can be an invaluable tool during disaster events; providing a convenient, easily-accessed platform for the quick and effective dissemination of information to a mass audience. However, the accessibility of social media can also mean that incorrect information is easily spread. It is therefore imperative that social media channels be monitored and corrections offered wherever possible.

The aspiration for social media is that the public is well informed, not over informed.

In engaging with a social media audience, Council should act in the best interests of the wider community, providing feedback that mitigates any undue concern caused by inaccuracies. Warnings and emergency messages should be reinforced by formal language and strong calls to action where required, to ensure that the urgency of the situation is appropriately promoted.



Social media will work best with an audience that is already well engaged in the online presence. It is worth considering that social media in the emergency management space should be utilised on a regular basis outside of disaster situations, to ensure that the audience will be there when it really counts.

Mythbusting

Social media platforms are extremely responsive, with channels of information able to spread exponentially across different demographics within very short timeframes. It is extremely important that rumours and incorrect information be corrected as quickly as possible, and in a polite and friendly manner suitable to the platform.

Official Channels

Information coming through official channels should be monitored by Council during an event to ensure that any unfolding events or sudden changes are accurately and appropriately communicated.

Disaster events can unfold swiftly, and primary agencies may not have time to update the LDCC while they are in the midst of coordinating their response. As such it is important that Council conducts its own monitoring to ensure the best chance of gaining all possible information



regarding an unfolding event in as timely a manner as possible, regardless of whether individual agencies are able to provide direct updates through the LDCC.

There are several different agencies, service providers, and other associated entities that Council may need to contact during a disaster event.



PART 6 – ANNEXURES

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Annexure 2 – Generalised Advice Messages

It is important that information disseminated to the public prior to, during, and after a disaster event is consistent and easily understood. The preparation of clear messages is of utmost importance. Appropriate measures should be taken when planning for possible events, to ensure that key messages are suitably formulated for distribution to the LDCC, disaster response teams, and the general public.

Several key messages that should be reinforced to members of the public are:

- Keep listening to local radio or television stations
- If authorities tell you to evacuate do so immediately, taking your emergency kit
- If you have more time, prepare your home and/or business
- Prepare to be self-sufficient for three days
- Do not return to your home until authorities deem it safe to do so
- Follow your home emergency plan
- Be vigilant to all hazards
- Do not use candles at home due to the associated fire risk
- Generators should not be used indoors due to the risk of illness and/or death due to carbon monoxide poisoning

Warning templates need to be populated with the following information:

- What is happening
- When will it happen
- What people have to do in order to maximise their safety
- The evacuation route/s showing where they should go
- > Transportation assistance services available to people without means to travel
- > When the evacuation will be happening
- Which assembly areas and evacuation centres will be used
- ➤ How long they are likely to be away from their residence
- ➤ What to pack
- ➤ Which agencies will be assisting with the evacuation
- Where to access more information
- Potential hazards that they may face during the evacuation



City of Ipswich Local Disaster Management Sub Plan

Resource Management and Logistics

A3980097: April 2018



Not For Distribution

This sub plan is a restricted document and not for distribution without the express written authorisation of the Local Disaster Coordinator, Ipswich City Council or delegate.

Recipients must take reasonable steps to ensure that the confidentiality of restricted operational information is maintained, this includes annexures such as the Local Disaster Management Group member personal information.

Recipients must not intentionally access files, registers or any other document that contains restricted operational information unless it is necessary for their duties. Where access is necessary, recipients must not disclose operational information to an unauthorised person.

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PART 1 – ADMINISTRATION AND GOVERNANCE

Sub Plan Distribution and Information Privacy

This sub plan is a restricted document and is not for distribution to parties outside of Ipswich City Council, with the exception of the Local Disaster Management Group (LDMG), as required by law, or with the consent of the Local Disaster Coordinator (LDC) or delegate.

Recipients must take reasonable steps to ensure that the confidentiality of restricted operational information is maintained, this includes annexures.

Authority to Plan

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

Sub Plan Principles

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

Planning and Review Cycle

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

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

Post <u>Chief Executive Officer</u>

Attention: Emergency Management

Ipswich City Council

PO Box 191, Ipswich QLD 4305

Email <u>council@ipswich.qld.gov.au</u>



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

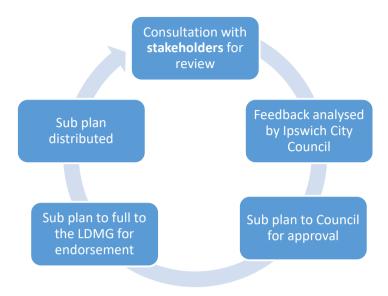


Figure 1 – Sub Plan Review Cycle

Amendment Register

Vers.	Date	Comment
1.00	April 2018	Initial version

Table 1 – Amendment Register

Purpose of the Sub Plan

The purpose of this Sub Plan is to assist with the management of resources within the City of Ipswich Local Disaster Management Group (LDMG) area of responsibility.

The implementation of this sub plan will provide support to the LDMG in making timely, informed decisions regarding logistics, resupply, finance and procurement management, and offers of assistance in the form of goods and services, volunteers, and financial aid.

Key objectives

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

Context

Resource management logistics is a complex collection of tasks, which involve the appropriate management, allocation and distribution of a variety of goods and services in response to an event. Broadly, in this context may be divided into the following categories:

- · Managing requests for assistance, including offers of assistance
- Emergency supply
- · Resupply operations



PART 2 – FINANCE AND PROCUREMENT MANAGEMENT

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

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

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

Financial Accountability

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

Procurement Policy³

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

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

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

State government agencies must comply with the Queensland Procurement Policy

Suppliers

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



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

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

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

Record Keeping

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

Fund Recovery

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

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

Specialist Advice and Information

The Queensland Reconstruction Authority is responsible for administering Counter Disaster Operations (Category A) and Restoration of Essential Public Assets (Category B) relief measures, which can be applied for by local government authorities and state government agencies.

All members of the LDMG should review the information including the guidelines by visiting http://gldreconstruction.org.au/ndrra.



PART 3 – LOGISTICS GENERALLY

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

Logistics Management

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

Resource Management

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

The five step process to effectively manage resources within a logistics supply depot is4:

- Track
- Request
- Store
- Use
- Document

There is a QFES model of resource management that has been specifically designed for use in a disaster coordination centre. This is an overarching method of managing resources in a scalable manner as required by the extents of an event. The five steps to this method are⁵:

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



⁴ Australian Red Cross Queensland Evacuation Centre Field Guide

⁵ Queensland Disaster Management Training Framework *Disaster Coordination Centre Participation Guide*

Requests for Assistance

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

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

Requests for assistance must contain the following⁶:

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



⁶ Request for Assistance Reference Guide, 2018, a supplementary document to the Queensland PPRR Guideline

PART 4 – EMERGENCY SUPPLY

Emergency supply is the arrangements that are in place aviation providers, bedding suppliers, construction contractors, chemical/cleaning specialists, food stocks/stores, general hardware, hire equipment, refrigeration/ice, transport providers, waste management and water suppliers⁷.

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

Local Arrangements

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

Escalation Beyond Local Arrangements

When local and district operations require additional resources during a disaster, QFES, as the functional lead agency for emergency supply, coordinates the acquisition and management of supplies and services, either through the SDCC Watch Desk or by its logistics capability when the SDCC is activated. Emergency supply is generally conducted as an RFA⁸.



⁷ Section 4.4.6, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

⁸ Section 5.8.2, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

PART 5 – RESUPPLY

Resupply refers to procedures for the resupply of isolated communities, isolated rural properties and stranded persons, as well as ensuring retailers and the wider community are aware of their responsibilities for periods of isolation (e.g. stocking up on sufficient foods, medicines, water, fodder stockpiles, fuel) with the long term aim of increasing resilience⁹.

Resupply operations are not intended to ensure retailers can continue to trade nor are they a substitute for individual and retailer preparation and preparedness. Resupply operations are expensive and logistically challenging and must be considered as a last resort¹⁰

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

While Council and State Government schemes will assist where appropriate, individuals and communities should not become reliant on resupply operations, and should make every effort to become self-sufficient in all their needs in case they become isolated.¹¹

Principles for Resupply

The following general principles will apply to the conduct of resupply operations: 12

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



⁹ Section 4.4.6, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

¹⁰ Section 4.4.6.2, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

¹¹ Queensland Resupply Guidelines, 2012, to be absorbed in the Resupply Manual which is currently under development

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

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

Responsibility for Resupply¹³

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

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

Table 2 – Responsibility for Resupply



¹³ Section 5.8.4, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

PART 4 – OFFERS OF ASSISTANCE¹⁴

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

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

Offers of assistance are categorised under one of the following:

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

Principles of Offers of Assistance¹⁵

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

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



¹⁴ Section 4.4.7, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

 $^{^{15}}$ Queensland Policy for Offers of Assistance, 2016, a supplementary document to the Queensland PPRR Guideline

Offers of Assistance Process

	Criteri	a	Consid	derations
Receipt	•	Identify who will be undertake the task of receiving offers within the affected area, agency or group. Ensure that those receiving offers of assistance are familiar with the approved offers of assistance arrangements.	•	Offers of assistance can be requested from numerous sources and may be received by a number of different agencies or disaster management groups.
Acceptance	•	Before accepting an offer: determine if the offer will meet the needs of the affected community validate that the offer is genuine ensure the offer meets any necessary legislative or Australian standard requirements to enable its use if the offer relates to goods such as clothing or appliances assess the quality record and confirm all relevant details about the offer such as location of offer, time and date the offer is available if offer is accepted, communicate that to the source. Determine which level the offer should be managed at i.e. local or district level or outsourced	•	The person accepting the offer must understand and confirm any costs associated with the offer (e.g. receiving written confirmation that an invoice will not be issued post event under any circumstances).
Matching	•	Identify those in the community with the greatest need, in consultation with community groups, leaders and NGOs. Ensure the offers address the need and any limitations. Depending on the size and scale of the need, determine which level the offer should be coordinated at i.e. local or district or outsourced.	•	The person accepting the offer must understand and confirm any costs associated with the offer (e.g. receiving written confirmation that an invoice will not be issued post event under any circumstances).



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Distribution

Criteria

Financial donations:

- May be distributed through: vouchers issued for local businesses, Incentive grants, or Electronic Funds Transfer.
- Should be managed through a preestablished and auditable financial management system.

Volunteers:

- Require local planning, understanding of community needs and triaging those in most need, supervision and coordination to induct, deploy and debrief volunteers to the disaster affected areas.
- Require effective volunteer management and engagement prior to being deployed to the community or individuals in need, to support cost effective and safe work practices. It is advisable this responsibility is outsourced to a nominated service delivery entity or NGO to manage the offers from volunteers.
- May use virtual volunteer management to register and track offers of to help through volunteering and corporate volunteering offers.
- Spontaneous volunteers should be partnered with experienced volunteers where possible.

Goods:

- May require storage in virtual warehouses prior to distribution to the community or individuals in need, to support cost effective and safe work practices.
- Should be set up for distribution at appropriate distribution points.
- May use virtual warehousing to register and track offers of goods and corporate offers.

Considerations

- Offers need to be distributed to the community or individual in need, in a coordinated and inclusive manner.
- It is crucial that offers of assistance are integrated in such a way that those receiving the support have a say in how it will assist them.
- Virtual warehousing is increasingly being used and provides an online matching service connecting those who have registered offers, with the charities that accept their offers. Volunteering management experts support service to organisations and volunteers including training. Advice is also offered on national standards and community involvement, consultancy and advice.



	Criter	ia	Consi	derations
Use		Once the offer has been received, assess the use to ensure that the need has been met. In some circumstances, particularly when spontaneous (unsolicited) offers are presented they may not be matched or utilised.	•	Ongoing monitoring of offers to ensure need is met. Assess the potential need for more offers. If offers are not utilised they may be repurposed, redirected or declined the offer and must be recorded appropriately.

Table 3 – Offers of Assistance Process¹⁶

Financial Donations¹⁷

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

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

- 'disaster appeal fatigue'
- the expectation that every disaster will result in an appeal
- a perception that funds from appeals can replace appropriate levels of insurance.

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

A relief appeal can be activated through:

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

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



¹⁶ Managing Offers of Assistance Manual, 2018, a supplementary document to the Queensland PPRR Guideline

¹⁷ Section 7.6, Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guideline, 2018

Spontaneous Volunteers

Community responses before, during and after a disaster are a valuable resource in disaster and emergency management¹⁸. Spontaneous volunteers can be described as individuals or groups of people who seek or are invited to contribute their assistance during and/or after an event, and who are unaffiliated with any part of the existing official emergency management response and recovery system and may or may not have relevant training, skills or experience¹⁹.

A case study following Hurricane Katrina in the United States of America identified that the individuals have 'a compelling need to help²⁰.' This need to help was observed in the City of Ipswich following the Summer Floods of 2010-2011.

In addition to feeling a desire to help, research also suggests "volunteering is also an important part of people making sense of the disaster, coping with psychological impacts themselves, and regaining a sense of control that they may feel had been lost"²¹.

With the compelling evidence regarding the benefit of assisting others, it important that this is enabled and supported. Volunteering where directed towards family, friends and neighbours in the first instance will occur faster than a centralised and coordinated approach. There is also a stronger sense of personal connection with those being assisted.



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

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

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

Donated Goods and Services

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



¹⁸ Handbook 12, Communities Responding to Disasters: Planning for Spontaneous Volunteers, 2017

¹⁹ Australian Government, Spontaneous Volunteer Management Resource Kit

²⁰ Michel, LM 2007, 'Personal responsibility and volunteering after natural disasters: the case of Hurricane Katrina', Sociological Spectrum, vol. 27, no. 6, pp. 633-52

²¹ Handbook 12, Communities Responding to Disasters: Planning for Spontaneous Volunteers, 2017

Service Delivery Entity

Offers of goods and services can be self-managed by the LDMG or outsourced to a nominated service delivery entity. ²² Ipswich City Council currently holds a Memorandum of Understanding with **Givit** for undertaking services associated with the management of donated goods and services in the event of a disaster or emergency.



²² Queensland Fire and Emergency Services: Offers of Assistance Guidelines Version 1.0, 2016

PART 5 – ANNEXURES

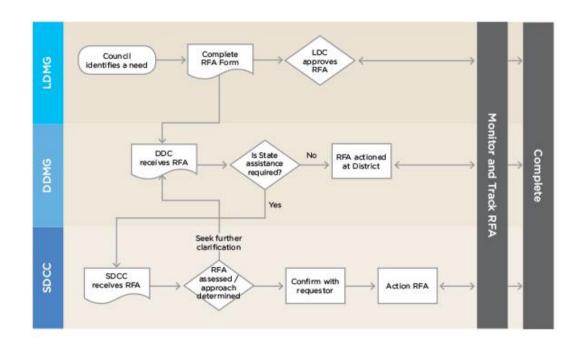
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Annexure 2 – RFA Flowchart





Infrastructure and Emergency Management Committee				
•	OAR:	YES		
Authorisation: Charlie Dill				

29 March 2018

MEMORANDUM

TO: CHIEF OPERATING OFFICER (INFRASTRUCTURE SERVICES)

FROM: COMMERCIAL FINANCE MANAGER

RE: INFRASTRUCTURE DELIVERY PROGRESS AS AT 29 MARCH 2018

INTRODUCTION:

This is a report by the Commercial Finance Manager dated 29 March 2018 concerning the delivery of the 2017-2018 Infrastructure Services Capital Works Portfolio.

BACKGROUND:

The Infrastructure Services (IS) Department is responsible for the planning and delivery of the city's transport and municipal capital infrastructure. The Infrastructure Services Monthly Activity Report (Attachment A) is for the month of March as of 29 March 2018.

CONCLUSION:

The Infrastructure Services Monthly Activity Report provides a status on the delivery of the Capital Works Portfolio, progress update on key capital projects and community affairs.

ATTACHMENT:

Name of Attachment	Attachment
Infrastructure Services Monthly Activity Report, March 2018	Attachment A

RECOMMENDATION:

That the report be received and the contents noted.

David Hillman

COMMERCIAL FINANCE MANAGER

I concur with the recommendation/s contained in this report.

Charlie Dill

CHIEF OPERATING OFFICER (INFRASTRUCTURE SERVICES)



Monthly Activity Report March 2018 Presented by Charlie Dill





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Glossary of Terms

Term / Acronym	Description
СО	Financial carry-over from previous financial year
EOFY	End of Financial Year
FFC	Forecast Final Cost
FY	Financial Year
FYTD	Financial Year to Date
IS	Infrastructure Services Department

Introduction

Council's Department of Infrastructure Services (IS) is the lead service provider in the Ipswich community for the planning and delivery of the city's transport and municipal capital infrastructure. This includes Strategic Transport and Investment Planning, Program Development, Traffic Engineering & Road Safety Advice, Program Management, Design and Survey, Procurement, Project Management and Construction.

The IS Department's activities are delivered through its four (4) Branches:

- Infrastructure Planning, comprising of:
 - Transport Planning
 - o Infrastructure Planning
 - Management of Customer Service Requests related to transport, traffic and local drainage
 - o Manage and operate the traffic signal network and intelligent transport systems
- Program Management & Technical Services, comprising of:
 - Program Management and Coordination Section (Pre-Tender Management)
 - Technical Services Section (Design, Survey, Geotech)
- Construction, comprising of:
 - Transport Delivery
 - o Municipal Works Delivery (Open Space, Drainage, Facilities, Divisional works)
- Business Support
 - Cost Management
 - Procurement
 - o Performance and Control

This monthly activity report, dated 29 March 2018, provides a status of Infrastructure Services key activities for the 2017-2018 Infrastructure Services Capital Works Portfolio.

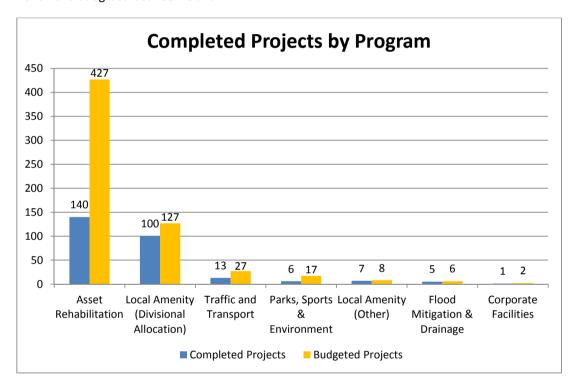
"Trusted Advisor to Council for Infrastructure Planning, Design and Delivery"

Capital Portfolio

Progress Summary

The 2017-2018 Portfolio performed well against the Master Schedule for the period. IS has completed 272 projects financial year to date out of approximately 614 construction projects. It should be noted that this includes 331 reseal and rehab road projects.

There were 19 projects carried over from the 2016-2017 financial year to be completed this financial year. Seventeen carryover projects have been completed. Of the remaining two (2) projects, one project is scheduled for completion by June 2018 and the other has been deferred for delivery in 2018-2019 as agreed between IS and WPR.



Cost Summary

The Council Approved Budget (BAv2) for IS Deliverable component of the 2017-2018 Capital Works Portfolio is \$81.6 million with progress tracking well against budget.

There is continued focus on multi-year project milestones to ensure delivery timeframes and mitigation of 2018-2019 carryovers as far as possible.

Planning

The recommended actions outlined in iGO continue to be progressed; including strategy and policy development, investment and corridor planning, grant applications, project scoping and feasibility and provision of transport and traffic advice.

Norman Street Bridge Preliminary Business Case – In Progress (iGO Action R9). The Preliminary Business Case to "Address Congestion, Cross River Connectivity and Network Resilience in the Ipswich City Centre" has commenced. An options prioritisation workshop was held on 8 March 2018 to prioritise the options identified in the Strategic Business Case. The high priority options have now been shortlisted for further technical analysis, with the view to identifying the preferred option to be taken to the Detailed Business Case.

10 Year Transport Infrastructure Investment Plan (10 Year TIIP) – In Progress (iGO Action D8). The 10 Year TIIP provides intelligence for logical and effective program management and the delivery of major transport projects including effective planning, design, procurement, pre-construction and construction processes. The annual revision of the plan has commenced and will be further consulted on with Council's Executive Team prior to being reported to the Infrastructure and Emergency Management Committee. The 10 Year TIIP will be completed once the 2018-2019 capital works portfolio has been finalised.

Springfield Parkway Planning Study – In progress (iGO Action R2). A road corridor planning study for the upgrade of Springfield Parkway between Old Logan Road and the Centenary Highway to four (4) lanes. The consultant has completed the site review and assessment of intersection requirements. A workshop to discuss and identify the preferred road alignment and configuration was held on 27 March 2018.

Goodna Roundabout Planning Study – In progress (iGO Action R2). Project analyses potential short to long term upgrade options which improve the intersection's traffic operations during peak hours (queuing and delays) and improves pedestrian safety and mobility when crossing approach roads of the intersection. Consultation with the Divisional Councillor will commence in the coming months.

iGO Public Transport Advocacy & Action Plan – In progress (iGO Action PT7). This project will identify short, medium and long term improvements to the future public transport system and advocacy strategies. Councillors Workshop was held in March 2018. A Project Advisory Group meeting is scheduled for 9 April 2018 to seek endorsement for the direction of the plan's draft actions and priorities.

iGO Parking Pricing Strategy – Commencement pending (iGO Action P6). The project will identify short, medium and long term pricing actions; technologies, zones, pricing models, etc. to effectively manage short and long stay parking arrangement in the Ipswich City Centre.

iGO Active Transport Action Plan Implementation – In progress (iGO ATAP Action 1.1, 1.2 and 2.2). Identification of the 2018-2019 projects is in progress.

TMR Cycle Network Local Government Grants – In progress (iGO ATAP Action 1.3). Successful applications will be announced on 1 July 2018.

Active Transport Way Finding Strategy – Commenced (iGO Action AT5 and iGO ATAP Action 6.1). Project involves the development of an active transport signage strategy and signage design guide. Review of the first draft of the strategy and design manual is currently in progress.

DTMR Ipswich CBD Public Transport Study – In Progress. Project is a joint study between the Department of Transport and Main Roads and Council which will determine current and future public transport demands and infrastructure requirements within the Ipswich Central Business District. The first Technical Working Group was held on 14 March 2018. The second Technical Working Group is scheduled for 14 June 2018.

iGO Intelligent Transport Systems Action Plan – Commenced (iGO Action R5). Project involves the development of a strategic plan for road based technologies. Procurement for a consultant has been completed and the inception meeting held. The project is to be delivered by the end of August 2018.

Deebing Creek Bikeway Corridor Plan – Commenced (iGO Action AT9 and iGO ATAP Action 1.4). A bikeway corridor planning study for Deebing Creek between Carr St (Ipswich) and the Cunningham Highway (Yamanto/ Flinders View) further building upon the work completed in the WPR & IS Deebing Creek Corridor Plan. Procurement of an engineering consultant has been completed.

Community

- Land acquisition negotiations are ongoing for the following projects:
 - o Blackstone and South Station (almost complete)
 - o Marsden Parade realignment
 - o Brisbane Street and
 - o Old Toowoomba Road.
- Ongoing consultation efforts to support the following projects:
 - o Brisbane Street Interim Upgrade
 - o Old Toowoomba Road
 - o Goodna Creek Bikeway
 - Springfield Library
 - Rosewood Library
 - Thorn Street survey and design
 - Resurfacing works across the City
 - Planning for Hunter Street, Redbank Plains Road Stage 3, Cole Street and Brisbane Road.

Opening/Media Events

The Ipswich Cycle Park was officially opened on Sunday 11 March 2018.





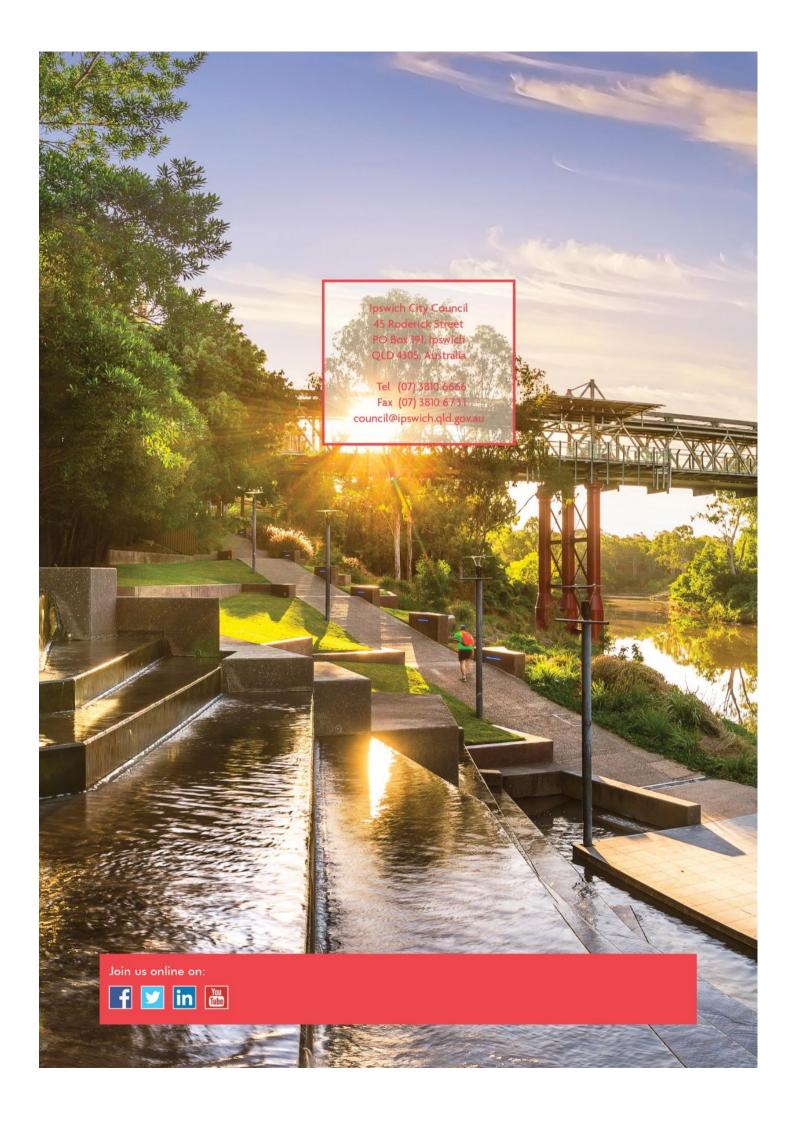
Media Releases/Articles Published

Articles regarding the opening of Ipswich Cycle Park were published.

Schedule

Key Capital Project Updates

- Springfield Central Library Fit-out works are continuing on site, both internally and externally to the building. Construction completion is scheduled for late May 2018, with the library setup and mobilisation to occur in June 2018.
- **Rosewood Library** Detailed Design is continuing, with the Development Application ready to be lodged and the 40% detailed design package was received in March 2018.
- **Redbank Plains Community Centre** The Community Centre reached Practical Completion on 27 March 2018.
- **Ipswich Cycle Park (Stage 1)** Works reached practical completion on 9 March 2018 and an official opening occurred on 11 March 2018.
- Road Resurfacing Program Scoping of all Divisions are now complete. Construction works are complete in Divisions 9 and 10 (Package 1). Construction works are underway for Divisions 6, 7 and 8 with completion scheduled late April 2018. Divisions 4 and 5 are scheduled to commence works in April 2018. Division 3 is out for quotation. Remaining Divisions are scheduled for completion by late June 2018, with the exception of Division 10 Package 2 which will go to tender (Local Buy) along with the three (3) additional R2R mill and fill projects. Intent is to mitigate risk of utilising one contractor with the time remaining in the financial year to complete these works.
- Kerb & Channel (K&C) Program The 2017-2018 Program is progressing well. The last remaining K&C project for 2017-2018 Child Street (Div 3) is now complete. Forward design for the 2018-2019 K&C projects are underway. All 28 design projects are expected to be completed by June 2018. This will allow construction to commence early in the 2018-2019 financial year.
- Redbank Plains Stage 3 Design Contract has been awarded with design to commence early April 2018.
- Old Toowoomba Road, Leichhardt Design complete. Property resumptions to be finalised.
 Relocation of major services scheduled to commence in April 2018 followed by the civil
 construction works to commence mid-2018. Request for Quotation (RFQ) was issued for the
 demolition of three (3) houses. RFQ closes in April 2018 with works scheduled for completion
 this FY.
- **Brisbane Street, West Ipswich** Design complete. Property resumptions to be finalised. Relocation of major services has commenced. This will be followed by the civil construction works to commence mid-2018.
- Blackstone/South Station Roads Intersection upgrade Service relocations are nearing completion for all accessible areas (property acquisition for remaining service relocations nearing completion). Civil construction works to commence mid-2018.
- Marsden Parade realignment Design progressing with 40% design due in April 2018. IS is seeking proposals to identify extent of site contamination at the old service station including remediation options.



Infrastructure and Emergency
Management Committee

Mtg Date: 16 April 2018 OAR: YES

Authorisation: Charlie Dill

DH: DH

6 April 2018

MEMORANDUM

TO: CHIEF OPERATING OFFICER (INFRASRUCTURE SERVICES)

FROM: COMMERCIAL FINANCE MANAGER

RE: SPRINGFIELD CENTRAL LIBRARY BUDGET AMENDMENT

INTRODUCTION:

This is a report by the Commercial Finance Manager (Infrastructure Services) dated 6 April 2018 concerning a proposed budget amendment for the Springfield Central Library Project.

BACKGROUND:

As part of the 2017-2018 financial year budget, \$5,000,000 was allocated to the design and fit-out of the Springfield Central Library.

Infrastructure Services Department (IS) completed the design for the works in December 2017. Through the building certification and construction phase, two matters require consideration:

- 1. Building certification: additional stairs
- 2. Information technology hardware

ADDITIONAL EGRESS STAIR TO ACHIEVE BUILDING CERTIFICATION:

IS submitted the design package for building approval through the appointed consultant. Upon review of the drawings for building approval, the building certifier identified that the current 'as built' fire egress route for the building could only be approved to an occupancy number of 200 people per level. The building approval required both a change in classification to the building due to proposed use type as well as certification of the building.

The ultimate capacity is established at 250-300 people at any one time (as per the operational brief). At a certified number of 200 people, this restricts the library from being fit for purpose. The design consultant and certifier investigated options available under the Building Code to satisfy the increase to the occupancy number. The outcome of the findings, in order to meet the Building Code and achieve an occupancy of 300 people, is to install an additional set of egress stairs between ground level and level one.

Options:

Following consultation with the Library stakeholders, Mirvac, the Contractor and Certifier, there are two options for the installation of additional egress stairs.

Option 1:

Install a new set of internal access stairs from the ground level foyer through to the level one foyer. This option would create a welcoming and visual impact to the entrance of the Library from the Main Street ground level foyer. However, it would involve major structure modifications by cutting in to an existing post tension slab and would require additional structural support to be installed.

Option 2:

Install an external set of egress stairs from the level one, north eastern corner, to the ground level footpath opposite the existing fire stair exit. The proposal would be a steel staircase structurally independent of the building.

It has been determined and supported by Mirvac that Option 2 is the preferred option for the following reasons:

- Less disruption to the foyer area
- No impact to adjacent tenancy's
- Structurally easier with minimal impact
- Minimal effort/expense for removal of stairs on completion of tenancy
- Whilst visible externally, it is located in a 'service area' at rear
- No impact to the carpark ramp heights or functionality

Budget impacts:

For indicative estimated cost to undertake the design and construction works for the option 2 stairs refer to Attachment A - Confidential background papers.

ADDITIONAL IT EQUIPMENT:

The sum of \$400,000 was allocated from the project budget for the IT Supply items to the Library. This was discussed at IS Project Working Group meetings during the planning phase and included attendees from the Library and ICT Branch. This allowance included specialist Library RFID equipment for management of the library items – borrowing and returning of books, cd's and etc.

In early January 2018 the Project Team received a first cut of the IT budget from the ICT Branch which identified that the \$400,000 allowed in the budget breakdown for the project would be insufficient. Refer to Attachment B - Confidential background papers.

FORECAST FINAL COST:

The forecast final cost for the Springfield Central Library taking into account the additional costs as outlined in this memo is outlined in Attachment C - Confidential background papers.

CONFIDENTIAL BACKGROUND PAPERS

Confidential Background Papers	Background Papers
Budget Issue 1 – Additional egress stair to achieve building certification	Attachment A
Budget Issues 2 – Additional IT equipment	Attachment B
Forecast Final Cost	Attachment C

RECOMMENDATION:

- A. That Council approve Option 2 for an additional certified compliant stairwell as outlined in the report by the Commercial Finance Manager dated 6 April 2018, with the additional budget to undertake the additional works to be sought via a Budget Amendment, BAv3.
- B. That Council approve additional costs to install the IT Supply requirements including the direct fibre connection as outlined in the report by the Commercial Finance Manager dated 6 April 2018 and the budget to be sought via a Budget Amendment, BAv3.

David Hillman

COMMERCIAL FINANCE MANAGER

I concur with the recommendation/s contained in this report.

Charlie Dill

CHIEF OPERATING OFFICER (INFRASTRUCTURE SERVICES)