

State of Queensland

# Brisbane CBD Emergency Plan

A plan establishing the framework for a multi-agency crisis management response to a significant emergency incident occurring within the Brisbane CBD.



**Copyright © State of Queensland 2007**

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system or transmitted in any form or means, electronically, mechanically, by photocopying, recording or otherwise, without the written permission of the copyright holders.

## Document control

The custodian has the responsibility for implementing and maintaining this plan and to ensure proper quality, security, integrity, correctness, consistency, privacy, confidentiality and accessibility.

Any queries or suggested amendments should be addressed to the custodian in writing for presentation to the Brisbane CBD Emergency Plan Committee as per maintenance and review guidelines contained within Part 9 of this document.

The custodian of this document is:

Title                District Officer, Brisbane Central District Queensland Police Service  
Phone                (07) 3258 2453

### Version history

Version no.	Date	Changed by	Nature of amendment
0.1	08/06/06	Project Team	Initial draft.
0.2	19/07/06	Project Team	2 <sup>nd</sup> Draft. Ongoing development of Plan.
0.3	18/10/06	Project Team	Final Draft. Ongoing development of Plan.
1.0	05/03/07	Project Team	Published Plan

## Table of Contents

<b>FOREWORD</b> .....	<b>6</b>
<b>Preface</b> .....	<b>8</b>
<b>Plan Structure</b> .....	<b>8</b>
<b>Part 1 Introduction</b> .....	<b>9</b>
1. Authority to plan .....	9
2. Purpose and Scope of plan .....	9
3. Key objectives of the plan.....	9
4. Assumptions.....	10
5. Shelter in Place in preference to Evacuation.....	10
6. CBD Area.....	10
<b>Part 2 Incident Stages</b> .....	<b>12</b>
7. Background .....	12
8. Crisis management.....	12
9. Incident stages.....	12
<b>Part 3 Roles and responsibilities</b> .....	<b>15</b>
11. Background.....	15
12. Queensland Police Service (QPS) .....	15
19. Department of Emergency Services (DES) .....	17
23. Brisbane City Council (BCC).....	18
28. Queensland Health (QH) .....	20
29. Department of the Premier and Cabinet (DPC).....	20
30. Queensland Transport (QT).....	20
32. QR (Queensland Rail).....	21
34. Department of Main Roads (MR).....	21
35. Educational Institutions .....	21
36. CBD Building Managers / Fire Wardens.....	22
37. CBD Emergency Support Site Managers .....	22
38. Department of Communities Queensland.....	23
40. CBD Child Care Centres .....	24
<b>Part 4 Crisis Management - Command and Control</b> .....	<b>25</b>
41. Background.....	25
42. Forward Commander .....	25
43. Police Forward Command Post (PFCP) .....	25
44. Major Incident Room (MIR) .....	25
<b>Part 5 Sub Plans</b> .....	<b>27</b>
45. Standing Operating Procedures (SOPs).....	27
<b>Part 6 Activation of the Plan</b> .....	<b>28</b>
46. Directed Activation.....	28
47. Automatic Activation.....	28
<b>Part 7 Mass Evacuation</b> .....	<b>28</b>
48. Background.....	28
49. Purpose of Evacuation .....	28
50. Authority to Evacuate .....	29
51. Shelter in Place in preference to Evacuation .....	29
52. Impact of an evacuation outside the Brisbane CBD .....	30
53. Media and Public Information .....	30
54. Emergency Actions / Advice to Affected Persons.....	30
55. Emergency Support Sites.....	31
56. Evacuation stages .....	32

<b>Part 8</b>	<b>Recovery</b> .....	<b>35</b>
57.	Recovery Plan.....	35
58.	District Community Recovery Committee .....	35
<b>Part 9</b>	<b>Maintenance, Testing and Review of Plan</b> .....	<b>35</b>
59.	Maintenance of Plan .....	35
60.	Review of the Plan.....	35
61.	Training .....	35
<b>Part 10</b>	<b>Public education strategy</b> .....	<b>36</b>
62.	Public education .....	36
63.	Strategy .....	36
<b>Part 11</b>	<b>Annexures</b> .....	<b>36</b>
Annexure 1	Traffic Management Sub-plan.....	36
Annexure 2	Public Transport Coordination Sub-Plan.....	36
Annexure 3	Media and Public Information Sub-Plan .....	36
Annexure 4	Communications Sub-plan.....	36
Annexure 5	Mass Warning Sub-plan .....	36
Annexure 6	Emergency Support Site Joint QPS & BCC SOP .....	36
Annexure 7	QPS Emergency Plan SOP .....	36
<b>Part 12</b>	<b>References</b> .....	<b>37</b>
<b>Part 13</b>	<b>Administration</b> .....	<b>38</b>
64.	Distribution .....	38
64.1.	Complete Copies.....	38
64.2	Public Access Versions.....	39
<b>65</b>	<b>Abbreviations</b> .....	<b>40</b>
<b>66</b>	<b>Definitions</b> .....	<b>41</b>
<b>67</b>	<b>Agency sign-off</b> .....	<b>46</b>

## FOREWORD

### Message from the Premier



It is not often that a Government puts a lot of effort into a project that it hopes will never be used, but the Brisbane CBD Emergency Plan is just such a project.

The plan has been developed to ensure that there is a well co-ordinated response to a threat or emergency in our CBD.

Everyday tens of thousands of workers, shoppers and tourists move through our capital city's main streets. Should an emergency or natural disaster occur this plan will ensure that we are as organised as possible to protect people, respond to the emergency and ensure recovery efforts start as soon as possible.

I want to congratulate all of the Government agencies and their staff who have worked closely with Brisbane City Council and QR to develop the Brisbane CBD Emergency Plan. A project team from the Queensland Police Service has lead this process, working collaboratively with the Departments of the Premier and Cabinet, Transport, Main Roads, Emergency Services, Communities, Education, and Queensland Health.

The plan recognises the responsibilities of all government agencies and stakeholders in responding to an emergency incident and in providing relief to the community. It also recognises that the community can play a significant role in preparing for such an event by having their own personal emergency arrangements in place.

We'll continue to update the plan as our city continues to grow to ensure we are always ready to quickly react and respond in the event of a crisis or emergency incident in our CBD.

This plan has been produced to ensure that we can continue with business as usual in our dynamic city, with the confidence that measures are in place to guarantee that we can minimise the risks and impacts associated with a major emergency incident.

A handwritten signature in black ink, reading "P Beattie". The signature is written in a cursive, flowing style.

**Peter Beattie MP**  
**Premier and Minister for Trade**

## Message from the Lord Mayor



Ensuring the safety of Brisbane residents has been one of my major priorities since being elected in 2004. Unfortunately recent world events have meant there has been a stronger need for cities to take extra precautions and planning measures for the safety of residents.

Brisbane is recognised worldwide as being a safe and welcoming city, and I remain committed to maintaining this reputation. Our Central Business District (CBD) is a vibrant hub in the centre of Brisbane. It is internationally recognised for the Queen Street Mall, Australia's busiest pedestrian precinct. The CBD offers diverse retail and entertainment opportunities, and close proximity to the stunning South Bank Parklands, the former World Expo '88 site. It is also, of course, the principal location for employment in Queensland.

The CBD Emergency Plan was developed to ensure the safety and security of the area. Additionally, it will provide every visitor, resident and business with the confidence to enjoy the many activities and facilities available to them in the CBD.

This plan provides a comprehensive framework for coordinated responses to significant events that could occur within the CBD. Importantly, it addresses all potential incidents and harms that could impact on the community, to make sure we have a more prepared, resilient and safer community. Further, it will be continually reviewed to keep pace with the changing and dynamic times that we live in and to ensure we learn from other events in Australia and overseas.

I have been pleased to work collaboratively with the State Government, led by the Queensland Police Service, in the delivery of this Plan. Effective partnerships and cooperation will ensure that we can respond and recover from all events quickly and effectively and I thank the Premier and his team for their support.

A handwritten signature in black ink, which appears to read 'Campbell Newman'. The signature is written in a cursive, flowing style. To the right of the signature is a vertical red line, likely a placeholder for a stamp or official seal.

**Campbell Newman**  
**Lord Mayor**

## Preface

The Brisbane Central Business District (CBD) is a dynamic commercial, residential and entertainment precinct. It is the business centre for many large companies, state and local government agencies, the legal system and the Queensland University of Technology – each drawing a large number of people to the CBD daily.

In addition, its shopping, public space, restaurants, high-density living and entertainment venues attract many people outside normal business hours.

The CBD is also a transport hub for people travelling to the city or other parts of Brisbane and nearby regions.

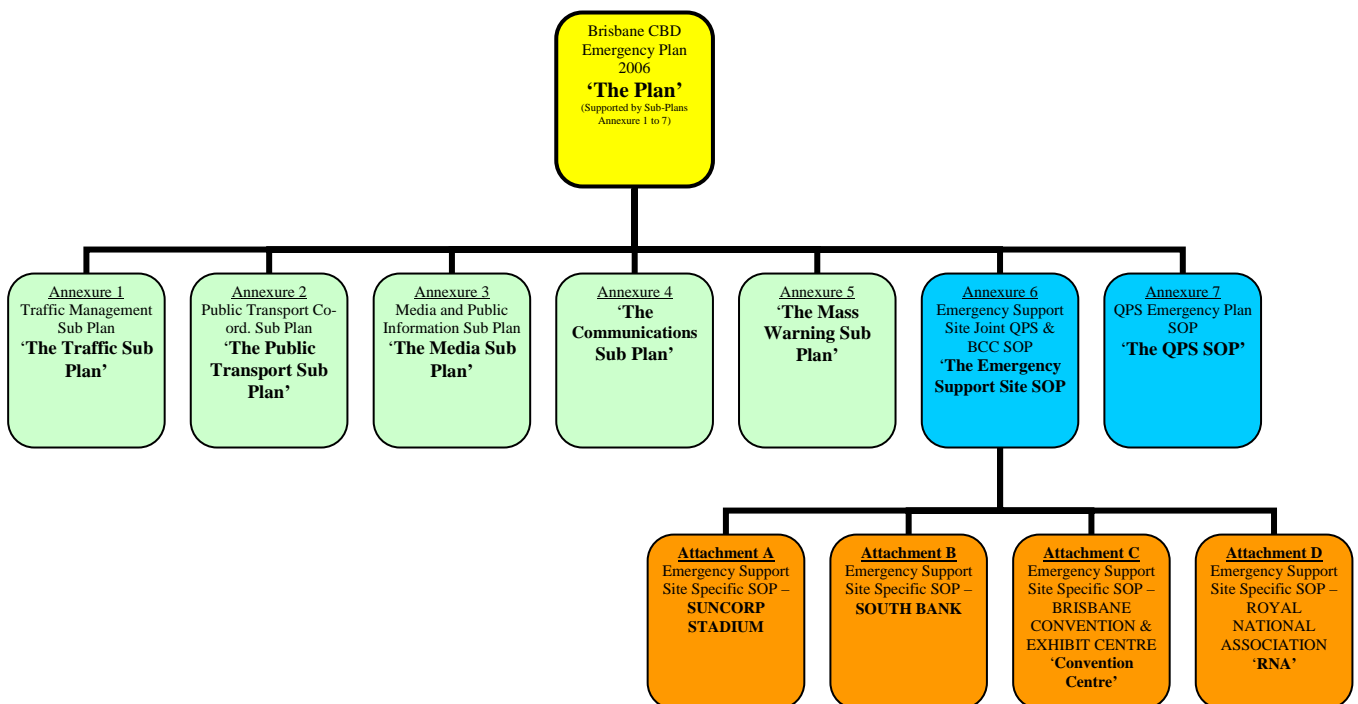
The Brisbane CBD Emergency Plan was developed in recognition of its unique nature as a precinct with a large concentration of people, high-rise buildings and focal points for business and government.

As a significant incident within the CBD would pose unique challenges to responding agencies, it was recognised that a coordinated crisis and consequence management plan was required to provide an effective whole-of-government emergency response.

In an emergency, the purpose of crisis and consequence management is to protect public health and safety, restore essential government services and provide emergency relief to those affected by an emergency incident. However, this Plan will focus only on those aspects of consequence management concerned with managing the immediate or short-term effects of such an incident. Longer-term recovery issues, that are part of the total ambit of consequence management, will be carried out using existing disaster recovery plans. This Plan provides a coordination framework and builds on the existing capabilities of responding agencies.

## Plan Structure

The operation of this Plan is achieved through use of a number of detailed sub-plans and Standard Operation Procedure (SOP) documents as annexures (1 to 7) to the plan. These sub-plans and SOP documents are not provided with the public-access copy of the Plan. The structure of the plan is illustrated below.



## Part 1 Introduction

### 1. Authority to plan

1.1. The Brisbane Emergency Plan (the Plan) has been prepared by the Queensland Police Service in partnership with relevant government and non-government stakeholders. Sub-plans and Standard Operation Procedures (SOPs) have been prepared by each relevant agency in partnership with relevant stakeholders. Governance for development of the Plan has been provided by the *Brisbane CBD Emergency Plan Planning Committee* with representatives from:

- a) Queensland Police Service (Chair)
- b) Department of the Premier and Cabinet
- c) Queensland Transport
- d) Department of Main Roads
- e) QR
- f) Department of Emergency Services
- g) Brisbane City Council
- h) Queensland Health
- i) Department of Communities

### 2. Purpose and Scope of plan

2.1. The purpose of the Plan is to establish a framework for a coordinated inter-agency and community response to a significant emergency incident, occurring within the Brisbane CBD. The Plan will also provide a framework for continuing public education, the building of preparedness capability, training and the review of the Plan and its strategies.

2.2. The Plan is 'all hazards' focusing on crisis and short-term consequence management immediately after an incident and prior to the implementation of existing disaster management arrangements.

2.3. This Plan is to be read and, where necessary, activated in conjunction with existing crisis management plans (including counter-terrorism) and Commonwealth, State and Local Government consequence management plans and obligations.

2.4. This Plan is also to be read in conjunction with the detailed sub-plans developed to address traffic management, public transport coordination, communications, mass public information and warning and media and public information.

### 3. Key objectives of the plan

3.1. The objectives of the Plan are to:

- provide the framework for an integrated multi-agency crisis response to a significant emergency incident within the Brisbane CBD;
- increase government and community preparedness for any emergency incident;
- provide members of the community affected by a significant emergency incident with:
  - timely advice;
  - the safest possible environment during the resolution of the incident; and

- public transport services to assist people to return home (excluding those persons that reside within the CBD boundary);
- reduce the adverse impacts of an emergency incident on the personal, business and general community;
- provide a management framework for the sub plans and associated specific response plans; and
- provide continued public education, review and testing.

## 4. Assumptions

### 4.1. The Plan assumes:

- the arrangements already in place in relation to counter-terrorism and disaster management adequately address State responsibilities in relation to responses and recovery from such incidents. In this regard, this Plan does not address consequence management responsibilities and arrangements;
- in relation to mass warning and mass communication - that a variety of technological systems will be progressively implemented to provide information to the population when required;
- all buildings in the CBD have in place an accurate and practiced Fire and Evacuation Plan in accordance with the requirements of the *Fire and Rescue Service Act 1990* and AS3745 and AS4801 (Emergency Management Plans) and other statutory requirements;
- building owners, managers and tenants will be provided with information via a community education strategy regarding their responsibilities during a significant emergency incident, including an evacuation;
- that stakeholder agencies have sufficient trained and equipped personnel to perform the roles and responsibilities identified in the Plan;
- that stakeholder agencies have in place effective operational plans, standard operating procedures or similar which detail the specific responses of that agency in support of the Plan; and
- that stakeholder agencies have in place redundancy plans to provide a response in the event that particular resources are unavailable.

## 5. Shelter in Place in preference to Evacuation

5.1. While this Plan incorporates a framework for mass evacuation from the Brisbane CBD the preferred strategy for persons affected by an incident, but who are not at immediate risk, is to 'Shelter in Place'. Evacuation of large numbers of persons from the CBD may create additional safety risks, is resource intensive and may have a significant impact on the wider Queensland community and economy.

## 6. CBD Area

### 6.1. The CBD area for the purposes of the Plan consists of the area bounded by;

- Saul Street, Countess Street, the east side of exhibition railway line, College Road, Wickham Terrace, Turbot, Boundary and Ivory Streets and the northern shoreline of the Brisbane River.

- The CBD boundary for the purpose of the plan scope is illustrated below;



## Part 2 Incident Stages

### 7. Background

7.1. This Plan is intended to provide a framework for management of the crisis and immediate consequences of an emergency incident. A distinction is drawn between such a response and a response which may be provided under existing disaster management arrangements.

### 8. Crisis management

8.1. A crisis response is the initial response by emergency service agencies to an emergency incident that has occurred, is occurring or is imminent with limited warning. Examples of a crisis may include:

- a criminal (or terrorist) act with impact on a significant number of persons such as a siege, hostage situation, armed person, or major public disturbance/riot;
- use of or threats to use explosives or explosive substances;
- explosion or potential explosion not linked to a criminal act;
- fire;
- escape, intentional release or threat to release - oil, gas, chemicals or radioactive, biological or flammable materials;
- accidents including transport or workplace accidents; and
- natural events with limited or no warning i.e. earthquake.

8.2. Events such as cyclones and floods typically occur with some warning and allow sufficient time for self-evacuation and for agencies to restrict the entry of persons to potentially affected areas. These events are not within the scope of this Plan as existing arrangements are in place.

### 9. Incident stages

9.1. Responses to major incidents typically move through a number of phases:

a) First Stage (Crisis)

The first stage involves the initial crisis management response. This stage will predominantly involve the first response agencies (Police, Fire and Rescue and Ambulance). This stage is focussed on:

- prevention of loss of life;
- gathering of intelligence so as to deliver an appropriate response;
- isolation and containment of the incident to prevent the spread of the hazard;
- activation of resources to the incident site;
- establishing command, control and coordination structures;
- commencement of combat of the incident; and
- evacuation of persons at immediate risk.

During this stage, persons who are affected by the incident but who are not at immediate risk will be advised to seek a secure position at their current location and remain there until further directed (shelter in place). Persons in areas that are unaffected by the incident may be allowed to continue as normal (business as usual). It is assumed that some self-evacuation will occur.

Typically, for a crisis that is not a natural disaster a declaration will be made under the *Public Safety Preservation Act 1986*. In accordance with that declaration and/or general public safety responsibilities, overall control of responses in the first stage is the responsibility of the QPS.

b) Second Stage (Immediate consequences)

The second Stage generally is considered to commence when:

- the parameters of the incident are better understood;
- the incident is isolated and contained; and
- a command and control structure is in place.

Responses in the second stage involve:

- coordinated combat of the incident;
- involvement of supporting agencies (i.e. other agencies, SES, Local Government, community groups, Media);
- larger scale evacuations;
- identification and triage of injured persons; and
- establishment of welfare support to affected persons and responding agency personnel.

In this stage, more is known about the incident, its potential impacts and the extent of resources that may be required to resolve it. Existing disaster management arrangements may be utilised to assist during this stage (i.e. aiding displaced persons).

If it is considered necessary, the establishment of the relevant declarations and structures under the *Disaster Management Act 2003* (DMA) may also occur during this stage for consequence management and recovery outside the immediate incident area. Control at the incident site will remain under the provisions of the *Public safety Preservation Act (PSPA)*.

c) Subsequent Stages

Subsequent stages include resolution, investigation, recovery, shelter, rehabilitation and return. Evacuation of the affected area will have been completed. Evacuees will have been transported home, or be in the process of being transported or provided temporary accommodation.

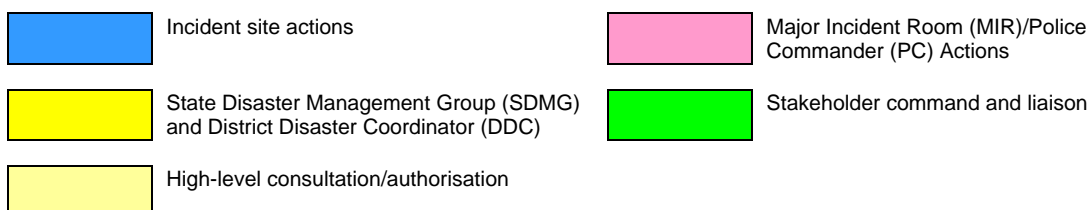
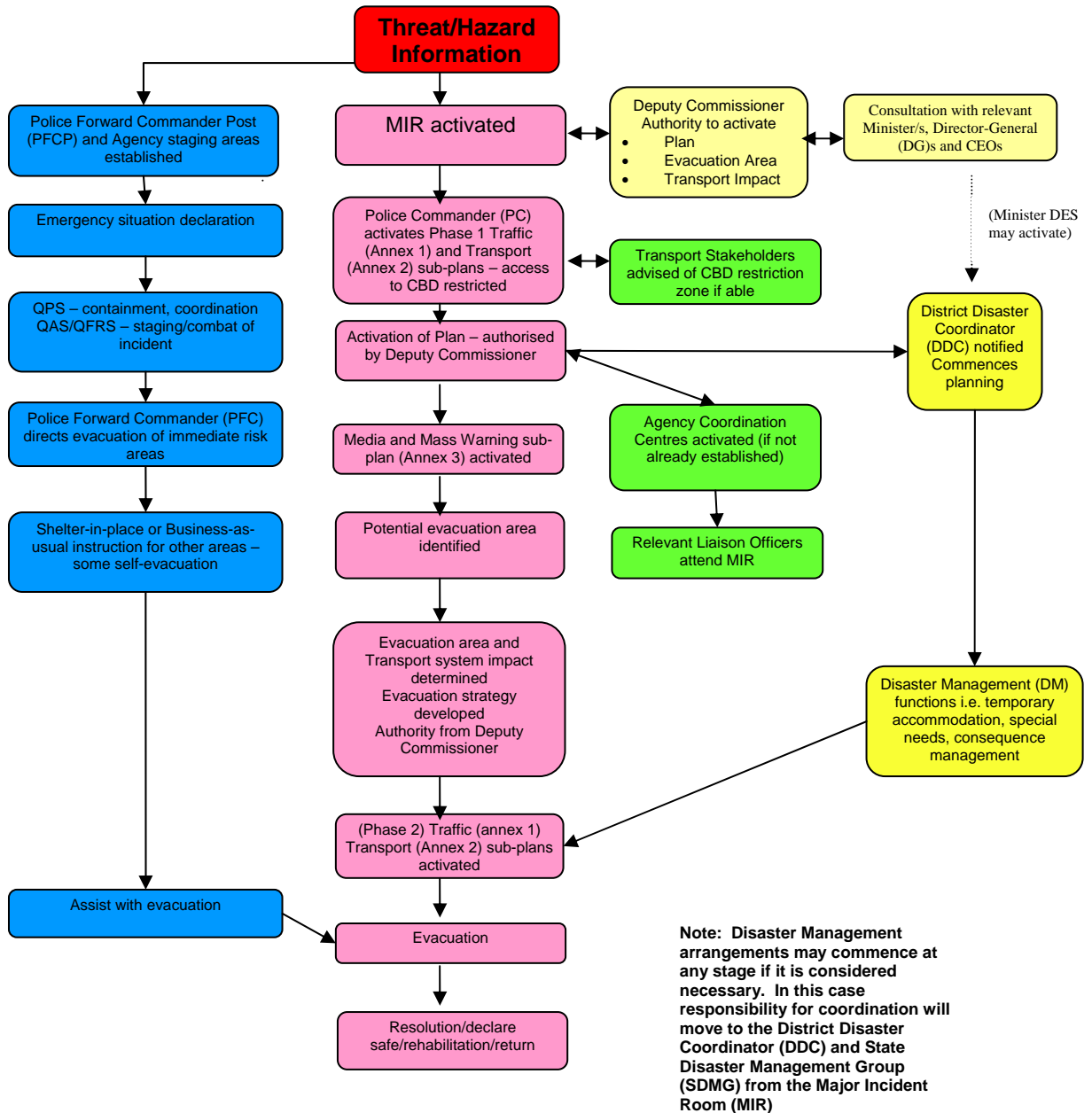
While the declarations under the Disaster Management Act (DMA) may not necessarily have been made; Disaster Management functions will be well underway in relation to provision of assistance to displaced persons and in planning for rehabilitation and return.

Ultimately the incident will be resolved. If it hasn't occurred previously there will then be a transition of command and coordination functions from crisis management to the Disaster Management structure (consequence management).

The return of displaced persons will be coordinated by the Brisbane District Disaster Management Group,

## 10. Flowchart

10.1. The below flow chart is provided by way of example:



## Part 3 Roles and responsibilities

### 11. Background

- 11.1. As this Plan has an 'all hazards' approach, the relevant active legislation, lead Agency and combating authority will differ dependant on the incident. This Plan sets the framework for roles and responsibilities regardless of the cause of the emergency incident.
- 11.2. Involvement and preparedness by a variety of non-government agencies and community members will significantly enhance the responses under this Plan. These responsibilities are also detailed below.

### 12. Queensland Police Service (QPS)

- 12.1. In most cases of an emergency incident with limited warning, the QPS will be an early public and agency contact point and the first responders to an incident scene. In the initial stages of response to an incident the QPS carries out the 'First Response Management' role.

### 13. Crisis Management

- 13.1. The QPS is responsible for coordination and the security of an incident site, including:
  - a) establishing and maintaining the Police Forward Command Post/s (PFCPs);
  - b) establishing the Major Incident Room (MIR);
  - c) making declarations of an emergency situation under the provisions of the *Public Safety Preservation Act 1986*, as necessary and utilising the powers under that declaration;
  - d) activation of the Plan or Sub-plan/s or parts thereof;
  - e) security issues including evidence security and security support for all involved agencies;
  - f) crowd and traffic control and maintaining public order under the *Police Powers and Responsibilities Act 2000*;
  - g) the rendering safe of explosive devices;
  - h) establishing registration of evacuees if time and resources permit;
  - i) establishing victim registration;
  - j) controlling entry/exit points to and at relevant areas (i.e. incident scene, emergency situation specified area, potential evacuation area);
  - k) staging and marshalling areas off-site for supporting agencies/resources;
  - l) coordination of public protection strategies including evacuation;
  - m) intelligence collation and dissemination;
  - n) investigation;
  - o) media coordination prior to activation of the Public Information Coordination Centre (PICC);
  - p) control of operations under the Plan; and
  - q) on-site recovery (return site to operational function and capacity).

## 14. District Disaster Coordinator (DDC)

- 14.1. The Superintendent, Manager, Police Communications Branch is the District Disaster Coordinator (DDC) for the Brisbane City Council Local Government Area. The DDC, on activation, becomes an officer of the State and is the first point of contact for managing the impact of an event on the community under the Queensland Disaster Management Arrangements and is responsible for ensuring counter disaster plans are prepared within the Disaster District. These plans focus on coordinating a whole-of-government capability to support Local Governments and the local community in managing the consequences of an event, such as the provision of recovery services, whether the result of a natural event or from an accidental or criminal incident.
- 14.2. When a determination has been made to activate this Plan, the District Disaster Coordinator (DDC) will be advised by the Police Commander (PC) or delegate in the Major Incident Room (MIR) and will commence planning to utilise State disaster management arrangements to support the actions taken if required. The District Disaster Coordinator (DDC) will also commence planning in relation to consequence management of the incident.
- 14.3. If Brisbane City Council capabilities are overwhelmed it will escalate to the Disaster District Structure irrespective of a disaster declaration. This will involve the DDC.

## 15. Police Forward Commander (PFC)

- 15.1. The first response officers at the incident scene will gather information and provide advice to the Police Communications Centre. The QPS Regional Duty Officer or other Commissioned Officer will attend the incident scene and take on the role of Police Forward Commander (PFC).
- 15.2. Responsibility for establishing initial command and coordination at an emergency incident rests with the QPS.
- 15.3. The occurrence of multiple incidents may require the establishment of multiple Police Forward Command Posts (PFCPs) and multiple Police Forward Commanders (PFCs). In such a case the Police Commander has responsibility for coordinating the PFCPs.

## 16. Major Incident Room (MIR) – Police Communications Centre (PCC)

- 16.1. The QPS has responsibility for the establishment of the Major Incident Room (MIR) including appropriate lines of communication with stakeholder agencies and liaison officers. In the event that the MIR at Roma Street is unavailable the QPS has responsibility for establishing an alternate site.

## 17. Police Commander (PC)

- 17.1. The role of the Police Commander (PC) (which may include incident coordinator or CBRE coordinator if referred to in the context of the *Public Safety Preservation Act 1986*), is to be responsible to the Commissioner of Police for the overall management of an incident, the provision of strategic direction and guidance to the Police Forward Commander/s (PFCs), making decisions requiring a higher level of authority and the allocation of resources for the management and resolution of an incident.

## 18. Counter-Terrorism

- 18.1. Should at some stage the QPS determine that the incident is a terrorist act, National arrangements will be activated. The responses to the incident will be coordinated under the QPS Counter Terrorism Plan. Elements of this Plan may be utilised to support the Counter Terrorism Plan.

## 19. Department of Emergency Services (DES)

- 19.1. The Department of Emergency Services incorporates the Queensland Fire and Rescue Service, the Queensland Ambulance Service and Emergency Management Queensland.

## 20. Queensland Fire and Rescue Service (QFRS)

- 20.1. The QFRS provides a combat and preventative service in respect to incidents or potential incidents involving hazardous materials, including Chemical, Biological, Radiological (CBR) related incidents. QFRS is the lead agency for the implementation of the State Chemical/Hazardous Material (HazMat) Plan. In a HazMat incident the QFRS is responsible for the establishment of safe operating zones and the safety of personnel including those of other agencies. In a HazMat incident the Fire Commander is responsible for operations within the HazMat control zones.
- 20.2. QFRS procedures regarding Chemical, Biological, and Radiological (CBR) may be extended to cover hazardous materials other than chemicals, including biological materials, where the responsible agency has requested assistance.
- 20.3. The *Fire and Rescue Service Act 1990* outlines the responsibilities of the QFRS as to the protection of persons, property and the environment from fire and hazardous materials emergencies.
- 20.4. QFRS operations at a Chemical, Biological, Radiological (CBR) incident are supported by specialist advice from the QFRS Scientific Unit.
- 20.5. At a major multi-agency incident all QFRS personnel will be under the control of a designated Fire Commander who will take responsibility and control at an incident control point for all fire service operations. If it is a large scale incident with numerous QFRS resources, the Fire Commander may report back to a Regional Fire Coordination Centre (RFCC) which in turn may report back to the State Operations Coordination Centre situated at DES headquarters at the Kedron Park Complex. If required the QFRS may supply liaison officers to the Police Major Incident Room (MIR) to facilitate the exchange of information.

## 21. Queensland Ambulance Service (QAS)

- 21.1. Under the provisions of the *Queensland Ambulance Service Act 1991* the QAS is responsible for:
  - a) on-site medical care in accordance with Queensland Health clinical co-ordination arrangements;
  - b) establishment of casualty collection, initial triage, treatment and transport areas;
  - c) on-site medical support to other incident responders; and
  - d) casualty treatment information to off-site health facilities.

## 22. Emergency Management Queensland (EMQ)

- 22.1. EMQ is the Division of the Department of Emergency Services responsible for providing:
  - a) operational support, assistance and advice on disaster management; and
  - b) advice and assistance to agencies and committees within the disaster management system.
- 22.2. EMQ also has the responsibility for the overall management of the Queensland disaster management system on behalf of the State Disaster Management Group.

## 23. Brisbane City Council (BCC)

- 23.1. The primary focus of the BCC disaster management system is to mitigate the effects of disasters on the community wherever possible or practical, while preparing to respond when disasters do occur.
- 23.2. Brisbane City Council's disaster arrangements are shaped by the Queensland *Disaster Management Act 2003*. The Act requires a local government to establish a Local Disaster Management Group, and maintain a disaster response capability.

### 23.3. Council's Responsibilities

When an event occurs, BCC exercises primary responsibility for disaster management within its boundaries based on its capability and core functions. Council is required to deploy all available resources to contribute to the response and recovery. Depending on the nature of the event, the incident coordinator may be one of the emergency services, or BCC. BCC will provide support to the incident coordinator as requested, based on core capability.

### 23.4. Specific responsibilities with regard to the response phase are to:

- a) activate the Brisbane City Local Disaster Management Group (BCLDMG);
- b) activate the Event Operations Centre (EOC);
- c) assist with responding to the event;
- d) assist with providing immediate relief for persons affected by the disaster; and
- e) maintain liaison and timely communications with partner agencies.

### 23.5. Specific responsibilities with regards to the recovery phase are to:

- a) maintain liaison and timely communications with District Disaster Coordinator (DDC) and partner agencies;
- b) satisfy immediate, essential personal and community needs to the extent of BCC's capability;
- c) contribute to the community recovery function coordinated at Disaster District level (or coordinate the recovery of the community if the disaster district is not activated);
- d) coordinate the recovery of physical infrastructure (or to contribute to the infrastructure recovery function if that is being coordinated at Disaster District level);
- e) coordinate activities with relevant Disaster District initiatives and plans;
- f) manage the process of restoring services to a normal level;

- g) participate in long term recovery, reconstruction and rehabilitation; and
- h) communicate with the public regarding the restoration of BCC services (in conjunction with partner agencies, if activated).

## **24. Brisbane City Local Disaster Management Group (BCLDMG)**

- 24.1. Under the *Queensland Disaster Management Act 2003*, Local Government is required to maintain a Disaster Management Group.
- 24.2. For the purposes of this plan, the role of the Brisbane City Local Disaster Management Group (BCLDMG), chaired by the Lord Mayor, will support QPS to manage an event in such a way as to minimise the adverse effects on the community, the natural environment and the built environment. It does this by maintaining a strategic, forward looking overview of the situation; and by setting priorities and assigning BCC resources to ensure the efficient and effective recovery of the disaster-affected community. This is done based on Council's core functions and capabilities.
- 24.3. Under the Queensland Disaster Management arrangements (under the *Disaster Management Act 2003*) the BCC will ensure the Disaster District Coordinator (DDC) is informed of Council activities via situation reports issued by the BCC Event Operations Centre. The EOC Event Manager will co-ordinate with the DDC and request State Government support be coordinated and provided by the Brisbane Disaster District Management Group.

## **25. Brisbane Transport (BT)**

- 25.1. Brisbane Transport is the major bus service provider within the TransLink area. In the context of the Public Transport Coordination Sub-Plan, BT is responsible for the provision of bus services from the transport nodes to the drop off suburban locations.

## **26. Event Operations Centre (EOC)**

- 26.1. The Event Operations Centre (EOC) is the focal point for implementing BCLDMG priorities and for coordinating Council's response and recovery in the event of a disaster. It maintains regular liaison and communications with District stakeholders and with State authorities through the District Disaster structure.
- 26.2. The Event Operations Centre (EOC) is staffed by a multi-disciplinary team directed by the Event Manager and is the focal point for all event-related information and decision making before during and after the event.
- 26.3. The Event Operations Centre (EOC):
  - a) coordinates Council's response to the event in accordance with BCC BCLDMG priorities;
  - b) collects, collates, summarises and analyses the needs of affected areas;
  - c) coordinates and develops priorities the deployment of available resources;
  - d) prepares SITREPs and briefings to LMO, CEO, Brisbane City Local Disaster Management Group (BCLDMG), District Disaster Coordinator (DDC);
  - e) puts into effect actions to respond to the event; and
  - f) requests, coordinates, or provides mutual aid through the appropriate channels.

## 27. Evacuation and Emergency Support Sites (ESS)

- 27.1. Given the scale of the implementation of this Plan, in reality BCC resources would be quickly overwhelmed. Should this occur, BCC will request the District Disaster Coordinator (DDC) activate and assume coordination of the provision of government resources (see item 24.4).
- 27.2. As it relates to evacuation of the CBD, BCC will support the QPS in the development and execution of the evacuation strategy. In relation to Emergency Support Sites, BCC will support the Disaster District Coordinator to deploy resources to the Emergency Support Site to provide immediate and short-term relief and assistance to evacuees. BCC will provide resources to assist with the management of evacuees under the command of the QPS Emergency Support Site Coordinator.

## 28. Queensland Health (QH)

- 28.1. Queensland Health (QH) is responsible for administration of legislation under the *Health Act, 1937* and the *Radiation Safety Act 1999*. There are provisions under the *Health Act 1937* and the *Public Health Act 2005* that provide the Minister for Health with extensive and wide-ranging powers in the event of a major health issue arising.
- 28.2. Queensland Health (QH) is responsible for the control of communicable disease outbreaks underpinned by the requirements and powers of the *Health Act 1937*.
- 28.3. Queensland Health (QH) administers the *Radiation Safety Act 1999* and is the lead agency for radiation safety in Queensland and is the administering authority pursuant to the *Environmental Protection Act 1994* for all matters relating to land affected by radioactive material. Queensland Health is the lead agency for implementation of the State Biological Disaster Plan and State Radiological Disaster Plan.

## 29. Department of the Premier and Cabinet (DPC)

- 29.1. The role of the Department of the Premier and Cabinet (DPC), in the context of this Plan, is to provide support to the Premier and senior executive officers in the strategic management of the emergency.
- 29.2. Department of the Premier and Cabinet (DPC) is responsible for the whole-of-government overview of any significant emergency and would:
  - a) provide leadership to and coordination of the State Government response;
  - b) if the incident is determined to be a terrorist act, activate state arrangements in keeping with the national counter-terrorism arrangements;
  - c) coordinate media and public information arrangements through the activation of whole-of-government communication strategies utilising the Government Information Group (GIG) and Public Information Coordination Centre (PICC); and
  - d) provide a single point of contact for the Australian Government, if appropriate.

## 30. Queensland Transport (QT)

- 30.1. Queensland Transport is the government department responsible for developing and managing the land, air and sea transport environment in Queensland. In disaster situations, QT is the lead agency for the Transport Portfolio which includes Queensland Transport, Department of Main Roads and QR.

## **31. TransLink**

- 31.1. TransLink, a division of Queensland Transport, brings together state and local governments, industry and community groups to deliver an integrated public transport system for south-east Queensland.
- 31.2. TransLink's business partners include Brisbane Transport, QR, Brisbane City Council (ferries) and 14 private bus operators.
- 31.3. TransLink is responsible for coordinating the development and delivery of public transport services as outlined in the Public Transport Coordination Sub-Plan.

## **32. QR (Queensland Rail)**

- 32.1. In the context of activation of the CBD Emergency Plan and the Public Transport Coordination Sub-Plan, QR is responsible for the provision of rail transport services and related customer service support where the rail network is available.
- 32.2. Rail services are planned and coordinated by the Train Control Supervisor in Mayne Control Centre. The General Manager Passenger Services Delivery, Passenger Services Group, QR is responsible for having processes in place so that the rail sub-plan is maintained in a state of readiness.

## **33. Brisbane Transport (BT) – Refer to Brisbane City Council (BCC)**

## **34. Department of Main Roads (MR)**

- 34.1. The Department of Main Roads works in close partnership with local governments, industries and communities in relation to the state-controlled road network. Main Roads role also extends to the management of activities that occur within the reserves that contain the road infrastructure such as pavements, traffic signs etc.
- 34.2. In an emergency, Main Roads will provide a supporting role to relevant agencies in the response to an incident. This may include provision of expert advice and resources, assistance with the management of traffic and provision of information and warnings to motorists.

## **35. Educational Institutions**

- 35.1. In the event of a major incident in the CBD it is likely that one or more of the transport hubs will be affected. This will cause significant impact on persons intending to use public transport which transits the CBD. Of particular concern are children who utilise the systems to travel from school to home.
- 35.2. Education Queensland, Catholic Education and the Association of Independent Schools have the responsibility to develop and maintain contingency plans for situations where the public transport system is unavailable. These plans are to be activated on advice from emergency services.

## 36. CBD Building Managers / Fire Wardens

36.1. Owners and or Managers of CBD buildings have the following responsibilities:

- a) in accordance with OH&S responsibilities, AS3745 (*Emergency Control Organisation and Procedures for Buildings, Structures and Workplaces*), BCC requirements and other statutory obligations, building managers are to have a Fire and Evacuation Plan which complies with AS3745 and the *Fire and Rescue Service Act 1990*;
- b) Fire Wardens should familiarise themselves with the material provided detailing their responsibilities under the Plan;
- c) all Fire and Evacuation Plans should include detail on how the information regarding an evacuation will be disseminated from the Chief Warden to occupants of the building;
- d) the Fire and Evacuation Plans should contain details of the most relevant Emergency Support Site for a building. All wardens/marshals are to be aware of the Emergency Support Sites, routes to the site (from the building and the emergency assembly area) and how to liaise with building occupants at the site;
- e) during an incident, Fire Wardens are to firstly carry out the appropriate response as shown in their relevant emergency response plan. They should seek advice from emergency services and comply with that advice;
- f) Fire Wardens should also monitor commercial media for general information regarding the incident and for specific directions from emergency services. In the event that a mass evacuation is necessary, information will be provided to Fire Wardens via direct contact and/or through broadcast over commercial media networks; and
- g) unless immediate evacuation is required, emergency services advice will typically be to initially secure the building and shelter-in-place. When advice is given to evacuate, Fire Wardens are to marshal building occupants from the building, to the Assembly Area. Fire Wardens are then requested to assist with marshalling from the Assembly Area, along the Evacuation Route to the Emergency Support Site or self-evacuation as relevant.

## 37. CBD Emergency Support Site Managers

37.1. Owners and or Managers of sites selected as Emergency Support Sites under this Plan have the following responsibilities:

- a) advise the QPS of any physical changes to the site which significantly reduce its capacity to be utilised for the purposes of this Plan;
- b) provide reasonable support and resources to Emergency Support Site Coordinators; and
- c) provide details of appropriate contact persons relevant to the site (including after-hours contacts).

### **38. Department of Communities Queensland**

Community Recovery may commence during the response phase of disaster management.

#### **Specific responsibilities with regard to the response phase are to:**

- a) upon request from the DDC, activate the Brisbane District Community Recovery Committee (discussed below);
- b) activate the Recovery Operations Centre;
- c) in collaboration with BCC, assist with providing personal support services at the Emergency Support Site/s;
- d) coordinate specific recovery strategies in relation to provision of community services information, personal support, medium to long term accommodation and community development as required to respond to the event;
- e) maintain liaison and timely communications with partner agencies;

#### **Specific responsibilities with regards to the recovery phase are to:**

- f) maintain liaison and timely communications with DDC and partner agencies;
- g) in collaboration with BCC coordinate the delivery of recovery services to the community in the event that the DDMG is activated
- h) deliver essential personal and community recovery services to the extent of the Brisbane District Community Recovery Committee capability;
- i) coordinate activities with relevant Disaster District initiatives and plans;
- j) participate in long term recovery, reconstruction and rehabilitation; and
- k) communicate with the public regarding the recovery strategies.

### **39. Brisbane District Community Recovery Committee**

- 39.1. The State Counter Disaster Plan 2001 outlines the Department of Communities functional role in relation to community recovery.
- 39.2. The Brisbane District Community Recovery Committee is a sub-committee to the Brisbane District Disaster Management Group and reports to the District Disaster Coordinator (DDC).
- 39.3. The role of the Brisbane District Community Recovery Committee (BDCRC), chaired by the Assistant Regional Director, Department of Communities is to manage an event in such a way as to minimise the adverse effects on the community. It does this by maintaining a strategic, forward looking overview of the situation; and by setting priorities and assigning resources to ensure the efficient and effective recovery of the disaster-affected community. This is done based on the core functions and capabilities of the member agencies represented on the BDCRC.
- 39.4. If Brisbane District Community Recovery Committee (BDCRC) capabilities are overwhelmed it will escalate to the State Community Recovery Committee.

## 40. CBD Child Care Centres

- 40.1. Owners, Licensees and Directors of CBD child care centres have the following responsibilities:
- a) in accordance with statutory requirements have an emergency plan for the safe evacuation of the centre in accordance with AS3745 (*Emergency Control Organisation and Procedures for Buildings, Structures and Workplaces*);
  - b) licencees and Directors should familiarise themselves with the material provided detailing their responsibilities under the Plan;
  - c) have an emergency plan for 'lock down' of the centre;
  - d) plans for care of children for an extended period if required to shelter in place;
  - e) have systems that educate parents on their responsibilities in an evacuation and how their children will be managed and cared for in such an event;
  - f) have a communication strategy for providing advice to parents should the circumstances allow; and
  - g) assist emergency services in development and execution of an evacuation strategy for instances where the centre may be required to evacuate out of the CBD.
- 40.2. If affected by an incident and immediate evacuation is not required, centres will initially 'lock down' and shelter in place.
- 40.3. If an evacuation is necessary, Commanders should make specific plans for assisting child care centres. The default for evacuation of child care facilities is for evacuation to the designated Emergency Support Site where a safe area will be provided. The public transport coordination sub plan designates preferred transport assistance for child care facilities (vulnerable persons 8.2.4 of that plan) as being taxi transport.

**Child care facilities may need to move outside of the immediate exclusion zone adopting own emergency plan strategies and then link up with designated taxi/bus transport as arranged through MIR/Translink.**

- a) **Manager/s and/or carer/s will once outside the exclusion zone report the need for designated transport to a police officer at the established outer cordon of the incident.**
  - b) **This officer will then make radio contact to the Major Incident Room / Police Forward Command Post where a request through the MIR will be made to Translink.**
- 40.4. During an incident, Managers and/or Centre Fire Wardens are to monitor commercial Media for general information regarding the incident and for specific directions from emergency services. Should a mass evacuation be necessary, information will be provided to them via direct contact and/or through broadcast over commercial media networks;

## **Part 4 Crisis Management - Command and Control**

### **41. Background**

- 41.1. At an incident involving a multi-agency response, the Queensland Police Service (QPS) will maintain the lead role in coordination pursuant to section 5 of the *Public Safety Preservation Act 1986*. Each attending agency is responsible to its own command structure and will operate within the parameters of its relevant legislation. The QPS in its coordination role will be assisted and guided in discharging its particular role by other attending agencies and in consultation with their representatives.
- 41.2. As required, agencies other than the QPS will establish their own Coordination Centres for management of their resources. These centres will coordinate responses with the Major Incident Room (MIR) and will provide liaison officers to the MIR when requested.
- 41.3. Designated liaison officers to the MIR should have the authority to deploy the relevant agency resources at the request of the MIR in accordance with the plan.
- 41.4. As the response to an incident progresses it may move from a crisis management to a consequence management focus. A determination may be made to utilise the declaration of a disaster situation and activate the Disaster Management structure. In such cases the lead role in coordination will pass from the Police Commander (PC) to the District Disaster Coordinator (DDC) and the *State Disaster Management Group (SDMG)*.

### **42. Forward Commander**

- 42.1. The Police Forward Commander (PFC) is responsible to the Police Commander (PC) for the overall command of the incident site. The PFC will take charge of the incident scene at the Police Forward Command Post (PFCP). The PFC will consult with, and where required, take instructions from the Police Commander located at the QPS Major Incident Room (MIR).

### **43. Police Forward Command Post (PFCP)**

- 43.1. The Police Forward Command Post (PFCP) is a field operations and communications centre from which the Police Forward Commander (PFC) commands, controls and coordinates allocated resources. Depending on the nature and scale of the incident, the PFCP may be staffed by more than one agency.
- 43.2. Other Agencies may be required to establish forward command posts or staging areas at the incident site. The Police Forward Commander (PFC) is to facilitate the establishment of these functions. In incidents where other agencies have the lead or combatant role (e.g. a radiological incident where Queensland Health are the lead agency or a fire or hazardous materials incident where QFRS are the lead combatants) the Police Forward Commander (PFC) is to provide coordination in accordance with the requirements of the incident.

### **44. Major Incident Room (MIR)**

- 44.1. The QPS Major Incident Room (MIR) is the primary command and control point for actions under the Plan. Unless the incident requires evacuation of QPS Headquarters, Roma Street, or it is otherwise unsuitable, the MIR will be established at that location.

- 44.2. The Major Incident Room (MIR) may be activated by the Duty Officer, Police Communications Centre based on the immediate information available or following advice from the Police Forward Commander (PFC). In any event, the activation of this Plan or a Sub-plan or any part thereof requires the activation of the MIR which will be under the command of the Police Commander (PC).
- 44.3. At the request of the MIR, Stakeholders will dispatch a Liaison Officer to the MIR who will carry out the following duties:
- a) contribute to planning by providing advice on agency's capabilities, relevant policies and plans;
  - b) identify resources required;
  - c) advise the MIR of the potential impact of their plan upon agency;
  - d) provide contact details for relevant persons and establish communications; and
  - e) exchange situation reports between the MIR and relevant Event Operations Centre.

## Part 5 Sub Plans

Sub-Plan	Facilitating agency	Purpose
Traffic	QPS	To establish traffic control and direction of vehicles and pedestrians to support the evacuation of the CBD and the operations of the Public Transport Coordination Sub-Plan;  To assist with isolation of the CBD or part of the CBD as required;  To enable the movement of emergency vehicles to and from the CBD by restricting road access to the general public; and  To enable the movement of public transport vehicles to and from the CBD by restricting road access to the general public.
Public Transport Coordination Sub-Plan	QT, QR, BCC	<u>Phase 1</u> – activates closure of the CBD to incoming passengers and establishes a state of readiness for activation of Phase 2;  <u>Phase 2</u> – activates the procedures established to evacuate persons from Transport Nodes to 'Drop-Off' Suburban Locations; and  Where able, provide assistance to support the movement of vulnerable persons.
Media and Public Information	QPS	To provide a media strategy for responding to an emergency event in the CBD; and  To assist with the marketing of the Plan.
Communications	QPS	To provide a structure for inter-agency communication during the response to a crisis event.
Mass-Warning	QPS	To provide warnings and information to persons within and outside the CBD regarding an emergency event and/or evacuation; and  This may include instructions to identified sub-groups i.e. Critical Infrastructure, Fire and Evacuation Marshals, Emergency Support Sites etc.

### 45. Standing Operating Procedures (SOPs)

Emergency Support Site Joint QPS & BCC SOP	QPS/BCC	To provide protocols for activation of each Emergency Support Site;  To provide instructions for Emergency Support Site Coordinators;  To provide instructions for the management of the relevant Emergency Support Site; and  BCC to provide support to the QPS at each of the sites.
QPS Emergency Plan SOP	QPS	To provide guidance to the Police Communications Centre (PCC), Police Forward Commander (PFC), Police Commander (PC), District Disaster Coordinator (DDC), Major Incident Room (MIR) and Deputy Commissioner in relation to the responses under the Plan.

## Part 6 Activation of the Plan

This Plan may be activated either by way of direct or automatic activation.

### 46. Directed Activation

- 46.1. Directed Activation is the activation of the Plan by the QPS where it is determined as the appropriate response to an emergency incident.
- 46.2. Activation of the Major Incident Room (MIR) and Phase 1 of the Traffic and Public Transport Coordination sub-plans is authorised by the Duty Officer, Police Communications Centre (PCC) or the Police Commander (PC).
- 46.3. Authority to activate the remainder of the Plan and the sub-plans rests with the QPS Deputy Commissioner (DC).
- 46.4. While responding agencies will evacuate persons who are at immediate risk utilising their own legislation or authorities, a decision to evacuate a large part of the CBD due to impending or potential risk requires greater consultation.
- 46.5. Authority to evacuate a large part of the CBD due to potential risk rests with the Deputy Commissioner, QPS who will consult with the Commissioner, QPS. The Commissioner QPS will consult with the Director General, Department of the Premier and Cabinet and other relevant Government and agency stakeholders.
- 46.6. Activation of the Plan and sub-plans is coordinated by the Police Commander at the Major Incident Room.

### 47. Automatic Activation

- 47.1. Automatic activation occurs when the Police Communications Centre (PCC) or Police Forward Commander (PFC) becomes aware of an unexplained evacuation of a significant number of people within the CBD. In such instances the decision to activate the Plan and to evacuate the CBD has in effect already been made.

## Part 7 Mass Evacuation

### 48. Background

- 48.1. This part of the Plan provides a framework for management and coordination of a large-scale evacuation of the CBD or part of the CBD. It is intended that this framework will remain constant regardless of the size of the evacuation response. In effect, the tactics utilised will remain the same and be escalated or decreased depending on the size of the incident and affected area.
- 48.2. The intention of this Plan is to provide guidelines for 'immediate' evacuations as opposed to 'pre-warned' evacuations. Pre-warned evacuations are those arising from an event that provides sufficient warning and does not unduly limit preparation time. Pre-warned evacuations are addressed in existing disaster management plans.
- 48.3. Significant guidance in the development of this part was taken from the Emergency Management Australia '*Australian Emergency Manuals Series*' and from Australian Standards AS3745 (*Emergency Control Organisation and Procedures for Buildings, Structures and Workplaces*) and AS3795.

### 49. Purpose of Evacuation

- 49.1. Evacuation is a risk management strategy that may be used as a means of mitigating the impact of an emergency on a community. It involves the movement of persons to a safer location.

- 49.2. While the decision to evacuate persons who are at immediate known risk is reasonably clear, the decision to evacuate persons based on incomplete information and/or from a relatively safe location generally requires greater consideration. Evacuation in such circumstances will generally be carried out when:
- a) It is determined that persons would be significantly safer at another location and that the risks involved in the evacuation are less than the risks of remaining at their present location; and/or
  - b) Evacuation is necessary to allow effective management of the response to the incident.

## 50. Authority to Evacuate

- 50.1. Generally the authority to evacuate will be drawn from the powers available to police officers following the declaration of an emergency situation under the provisions of the *Public Safety Preservation Act 1986*.
- 50.2. Powers are also provided to authorised fire officers by the *Fire and Rescue Service Act 1990* and ambulance officers by the *Ambulance Service Act 1991* under certain circumstances to require any person not to enter or remain in a specified area and to remove any person who fails to comply with such a requirement.
- 50.3. There are also significant powers provided to the Minister for Health and Queensland Health (QH) under the *Health Act 1937* and the *Public Health Act 2005* relating to public health emergencies.
- 50.4. Should the incident require the declaration of a disaster situation under the *Disaster Management Act 2003* (and the powers under the emergency situation declaration are revoked) the powers provided by this declaration will be used.
- 50.5. While not limiting the flexibility of this Plan it is envisaged that in the first instance the Police Forward Commander will utilise the powers available following the declaration of an emergency situation to evacuate those areas which are under imminent threat.
- 50.6. Authority to evacuate a large part of the CBD due to potential risk rests with the Deputy Commissioner, QPS who will consult with the Commissioner, QPS and relevant Government and Agency stakeholders.
- 50.7. The declaration of a disaster situation should be considered for incidents where an emergency situation declaration may not be possible i.e. natural disasters, disruptions to essential services not caused by an accident etc or where the Disaster Management (DM) structure is required.**
- 50.8. Note: For Chemical, Biological, Radiological (CBR) incidents the *Public safety Preservation Act (PSPA)* declaration should be used as unique authorities for CBR response exist in this legislation.**

## 51. Shelter in Place in preference to Evacuation

- 51.1. Although evacuation is an important element of an emergency response, there may be occasions where a risk assessment by building authorities and/or responding agencies will determine that it would be safer for persons to stay and Shelter in Place. In a high-density area such as the Brisbane CBD, buildings offer a level of security (particularly the option to move to higher/lower floors or side of a building) and evacuation may mean the movement of large numbers of persons into a congested and panicked

environment. It is therefore likely that Shelter in Place will be considered a more appropriate response.

- 51.2. Shelter in Place means that persons who are not at immediate risk but are affected by or in the proximity of an emergency incident should consider moving to a secure area at the location they are in and remain there until provided with advice by an appropriate person.
- 51.3. However, the concept of shelter in place should not conflict with established evacuation policies that are the responsibility of the relevant building to develop and practice e.g. if a building's fire alarm is activated or other trigger occurs that would typically activate the building's evacuation plan or other emergency response, that plan should be followed and occupants should not wait for advice from emergency services.

## **52. Impact of an evacuation outside the Brisbane CBD**

- 52.1. The evacuation of the CBD, or a substantial part, may have a significant flow-on effect for stakeholders with responsibilities outside of the CBD area. For example, the management of crowds and traffic at major train stations following the transportation and disembarking of larger than normal passenger volumes.
- 52.2. **Arrangements for dealing with the impact of a CBD evacuation outside of the CBD are outside the scope of this Plan. However, all stakeholders should give consideration to strategies for managing such impact.**

## **53. Media and Public Information**

- 53.1. A central strategy to reduce panic and facilitate an effective and coordinated mass evacuation is the provision of consistent and clear advice. This includes general advice and directions to all potential evacuees and specific advice to sections of the CBD community.
- 53.2. As part of the marketing strategy for the Plan, building owners and managers and fire wardens will be provided with information regarding their responsibilities under the Plan. Generally this will be:
  - a) if a building's fire alarm is activated or other trigger occurs that would typically activate the building's evacuation plan or other emergency response, and in the absence of advice from emergency services, that plan or response should be followed and occupants should not wait for advice from emergency services; otherwise
  - b) listen for advice from emergency services, secure the building, shelter in place, and monitor the media for further instruction.
- 53.3. The QPS Media and Public Affairs Branch (MPAB) will provide information to the media requesting that the general advice and specific instructions be broadcast regularly as an essential component of the response strategy.

## **54. Emergency Actions / Advice to Affected Persons**

- 54.1. Distinctions must be drawn between the levels of impact of an incident on persons in the CBD. The level of risk to persons typically reduces as the distance from the incident increases. Further, the impact on normal activities from the incident and from the directions from responding agencies should also reduce i.e. evacuation carries significant impact on the person, the business and the wider community. Shelter in place has less impact but still requires the cessation of normal business activity.

- 54.2. Accordingly, the following guidelines for potential emergency actions have been developed; and will be disseminated during community education. Persons will be informed that advice from emergency services will be one or more of the following:
- A. Immediate Evacuation
    - Persons immediately at risk will either self-evacuate or evacuate at the direction of building management; in response to alarms; in accordance with procedures outlined in on-site emergency response plans; or when directed by emergency services responding to the incident site (Forward Commanders). Generally this will be to the building's Assembly Area which is typically open space near the building. Persons may then be directed to further evacuate from the Assembly Areas.
  - B. Shelter in Place
    - Persons not at immediate risk but affected by or in the proximity of an incident will generally shelter in place in the first instance and await advice from emergency services. If necessary, advice may be provided to move to a certain floor/level of a building or away from windows etc.
  - C. Mass Evacuation
    - A determination may be made by the Major Incident Room (MIR) in consultation with Forward Commander/s to evacuate a wider area. Such an evacuation involves more planning than an immediate evacuation and will include the activation of supporting roles and structures.
  - D. Business as Usual
    - Persons within CBD buildings that are not affected by the incident may be advised to carry on as normal - 'Business as Usual'. Business as Usual means people should go about normal business, however, they may not be able to access other parts of the CBD. Further, they should be aware that public transport may not be operating as normal and vehicle access to their building may be restricted.

## 55. Emergency Support Sites

- 55.1. Emergency Support Sites are locations within or adjacent to the CBD that have been identified as suitable for the temporary management of large numbers of persons who are evacuated from within the CBD.
- 55.2. Emergency Support Sites must be:
- a) located within reasonable walking distance;
  - b) have sufficient facilities to provide for the short term needs of a large number of persons;
  - c) be suitable for the temporary management of persons with special needs; and
  - d) be adjacent to 'Transport Nodes' which may be activated to transport people away from the CBD.
- 55.3. Identified CBD Emergency Support Sites are:
- A. Suncorp Stadium
  - B. Southbank Parklands
  - C. Brisbane Convention and Exhibition Centre
  - D. RNA Showground

- 55.4. Other locations exist within or adjacent to the CBD that offer open space and some facilities to assist evacuees. However, these areas do not readily provide a mass transport solution and have other significant limitations. While these locations may be considered for short-term assembly of persons, the transport and disaster management components of this Plan have been developed to support the identified Emergency Support Sites.
- 55.5. The QPS will provide a command and coordination team (under the command of a Emergency Support Site Manager (ESSM)) to facilitate the management of evacuees until transport is accessed. Through the Disaster District Coordinator, the BCC will deploy resources to the Emergency Support Site to provide immediate and short-term relief and assistance to evacuees and to assist with their management.
- 55.6. For further refer to Emergency Support Site SOP Annexure 6.

## **56. Evacuation stages**

- 56.1. Five (5) distinct stages in the evacuation process:
- a) decision to evacuate;
  - b) warning;
  - c) withdrawal evacuation;
  - d) shelter; and
  - e) return.

### **56.2. Decision to evacuate**

- The decision to evacuate persons at immediate risk will be made either by the:
  - a) Police Forward Commander (PFC) using the authorities provided by the declaration of an emergency situation and based on advice from the lead or combat agency where relevant; or
  - b) Lead or Combatant agency. In this case the Police Forward Commander (PFC) will be requested to facilitate or assist with the evacuation.
- Authority to evacuate a large part of the CBD due to potential risk rests with the Deputy Commissioner, QPS who will consult with the Commissioner, QPS. The Commissioner QPS will consult with the Director General, Department of the Premier and Cabinet and other relevant Government and agency stakeholders.
- Once a decision to mass evacuate is made the relevant sub-plans are activated. The Transport and Traffic sub-plans move from 'stand-by' (if on 'stand-by) to 'active' mode.

### **56.3. Warning**

- Warnings and advice provided to the public in relation to an incident will be through the Media and resources such as variable message and public information signs, etc that are available to Brisbane City Council, Queensland Transport, Queensland Rail and the Department.
- Unless legislation specifies another agency has this responsibility, the Queensland Police Service has the responsibility for developing and issuing warnings and advice regarding an incident.
- Refer to Annexure 5 - Mass Warning Sub-plan.

#### 56.4. Withdrawal

- If there is a decision to evacuate, or a self-evacuation commences, there is a need to follow a process to move people to a place of safety while the status of the transport system is assessed and arrangements are made to move people out of the CBD.
- The following process may apply:
  - a) building to Assembly Area (covered by building Fire and Evacuation Plan);
  - b) assembly Area to Emergency Support Sites (based on building location); or
  - c) self-evacuation from Assembly Area with no further support required; and
  - d) emergency Support Sites to Transport Nodes.
- Evacuees may be requested to:
  - a) move to other parts of the City and delay journeys home;
  - b) move to specific locations for transport out of the City;
  - c) identify themselves if they have specific needs;
  - d) move to an Emergency Support Site;
  - e) evacuate under their own means if the situation permits;
  - f) walk home; and
  - g) all or any of the above depending on the circumstances.
- Evacuees requiring temporary accommodation or special services will be managed under existing disaster management arrangements.
- Refer to Annexure 6 - Emergency Support Site SOPs.

#### 56.5. Shelter

- Initially all evacuees who do not evacuate under their own means or otherwise require assistance will be directed to an Emergency Support Site. Interim welfare facilities will be established/utilised at these locations. It is the intention of the Plan that most persons will be transported from the Emergency Support Site before more complex shelter facilities are required.
- Evacuated persons who are residents of the CBD including persons in temporary accommodation will be requested to make alternate arrangements with family or friends where possible. If this is not possible they will be requested to identify themselves. These persons will then be directed to temporary accommodation as arranged by the District Disaster Coordinator (DDC).
- Evacuated persons who are visiting or working within the CBD and require transportation out of the inner city area, will be transported by bus or train to their preferred outlying suburban location (in accordance with the Public Transport Coordination Sub Plan). These persons will not receive any further assistance under this Plan once they have been transported to the 'Drop Off' Suburban Location.

#### 56.6. Return

- Repatriation of the CBD will be managed and co-ordinated on a case by case basis. Short term evacuation (no activation of disaster management arrangements) will be managed by the Major Incident Room.

- Repatriation of the CBD following activation of disaster management arrangements will be managed and co-ordinated under existing disaster management arrangements.

## **Part 8 Recovery**

### **57. Recovery Plan**

- 57.1 Recovery is a coordinated process of supporting affected individuals, families and communities towards the restoration of emotional, social, economic and physical well-being following an emergency. Recovery Services can include: information service, personal support, financial assistance, specialist counselling and mental health services and community development activities.

### **58. District Community Recovery Committee**

- 58.1 As noted in section (24.3 and 27.1) Council will quickly escalate the event to the Disaster District Coordinator. The immediate, essential personal and community needs are then the responsibility of the District Community Recovery Committee, a multi agency committee convened by the Department of Communities.

## **Part 9 Maintenance, Testing and Review of Plan**

### **59. Maintenance of Plan**

- 59.1. The QPS has responsibility for maintenance of the Plan. Relevant agencies are responsible for maintenance of the sub-plans and SOPs to which they have primary responding responsibility.
- 59.2. Under the Chair of the QPS District Officer, Brisbane Central District the Committee comprised of one (1) representative of each of the plan stakeholders (as listed in Part 1) will meet twice per annum in March and September to discuss the Plan and any need for review.
- 59.3. The September meeting will include a desktop discussion exercise (DISCEX) to test the Plan. A review of the Plan will be conducted after the September meeting to incorporate any issues or mitigations raised by the DISCEX.

### **60. Review of the Plan**

- 60.1. The review of the Plan will be conducted;
- a) following any activation of the Plan for an emergency incident;
  - b) following any exercise designed to practice or test any part of the Plan; or
  - c) if the roles and responsibilities of any Agency involved in the Plan are changed.

### **61. Training**

- 61.1. Each agency is responsible for the training of its own personnel to perform the roles and responsibilities assigned in this Plan.

## **Part 10 Public education strategy**

### **62. Public education**

- 62.1 Public education is an important concept within the plan. It is vital that the public and special interest groups have knowledge of the plan, and its main aims and concepts. A multifaceted public education program has been developed, and it is designed to increase public awareness and preparedness prior to, during and after an activation of the plan.

### **63. Strategy**

The public education program includes the following strategies:

- 63.1. A public education component which will include community education and awareness sessions, to be delivered to throughout the community.
- 63.2. A media component which will advertise the plan and explain its main aims and concepts. The media component is linked with the Media and Public Information Sub-Plan.
- 63.3. A public website, where the community can access further information regarding the plan.

## **Part 11 Annexures**

<b>Annexure 1</b>	<b>Traffic Management Sub-Plan</b>
<b>Annexure 2</b>	<b>Public Transport Coordination Sub-Plan</b>
<b>Annexure 3</b>	<b>Media and Public Information Sub-Plan</b>
<b>Annexure 4</b>	<b>Communications Sub-Plan</b>
<b>Annexure 5</b>	<b>Mass Warning Sub-Plan</b>
<b>Annexure 6</b>	<b>Emergency Support Site Joint QPS &amp; BCC SOP</b>
<b>Annexure 7</b>	<b>QPS Emergency Plan SOP</b>

## Part 12 References

Emergency Management Australia (1998) *Australian Emergency Manuals Series, Part III Emergency Management Practice, Volume 2 – Specific Issues, Manual 1 Evacuation Planning*. Commonwealth of Australia.

QPS (2006) *Operational Procedures Manual*. Queensland Police Service. Brisbane.

### Legislation

*Ambulance Service Act 1991*. Queensland.

Australian Standard AS3745 – *Emergency Control Organisation and Procedures for Buildings, Structures and Workplaces*.

*Disaster Management Act 2003*. Queensland.

*Fire and Rescue Service Act 1990*. Queensland.

*Health Act 1937*. Queensland.

*Public Safety Preservation Act 1986*. Queensland.

## Part 13 Administration

### 64. Distribution

#### 64.1. Complete Copies

Complete copies of the plan 'Final Version' are provided to each of the Director-Generals and Chief Executive Officers of the stakeholder agencies prior to sign off.

Agency	Recipient	Copy Number 'Final version'
QPS	R. Atkinson, Chief Executive Officer	1
DPC	R. Rolfe, Director-General	2
BCC	J. Munro, Chief Executive Officer	3
DES	F. McKersie, Director-General	4
QT	B. Wilson, Director-General	5
QH	U. Schreiber, Director-General	6
DMR	A. Tesch, Director-General	7
QR	B. Schuber, Chief Executive Officer	8
DoC	L. Apelt, Director-General	30

Upon sign off, the plan will be documented by way of electronic copy in PDF format (read only).

Each stakeholder agency through the designated planning committee representative will be provided with a hard copy or designated number of copies and a watermarked PDF e-copy of the plan and will be responsible for distribution of the plan within their own agency only. Each stakeholder agency is to distribute the plan on needs only basis and have account for any distributions made.

Agency	Recipient	Copy Number 'Final version'
QPS	T. Carew, Brisbane Central District Officer	9-14 (6)
DPC	P. Hallinan, Director, Security Planning and Coordination	15-18 (4)
BCC	G. Scroope, Disaster Management Coordinator	19-22 (4)
DES	Mike Morrison, Regional Manager Emergency Management Queensland (EMQ)	23-24 (2)
QT	Gary Marwood, Principal Project Officer (Transport Security)	25-28 (4)
QH	Trevor Barnes, Coordinator, Emergency Health Services, Emergency Management Unit	29
DMR	R. Sawford, Risk Disaster Contingency Manager	31
QR	A. Dewar, Senior Security Advisor	32

Updates as a result of the maintenance provisions contained in Part 9 of the plan will be distributed via e-copy (PDF format).

## **64.2 Public Access Versions**

Hard copies of the public access version are provided to:

- Education Queensland
- Association of Independent Schools
- Catholic Education
- Department of Communities
- Disability Services Queensland

## **64.3 Public Access - General**

The public access version of the plan will be available on the Brisbane CBD Emergency Plan website – [www.police.qld.gov.au/BrisbaneSecure](http://www.police.qld.gov.au/BrisbaneSecure)

The public access of the plan is restricted to the main plan without the associated annexure and attachments which stipulate operational level procedures and actions for protecting public safety during plan activation.

## 65 Abbreviations

<b>AS3745</b>	Australian Standard AS3745 – <i>Emergency Control Organisation and Procedures for Buildings, Structures and Workplaces</i>
<b>BCC</b>	Brisbane City Council
<b>BCLDMG</b>	Brisbane City Local Disaster Management Group
<b>CBD</b>	Central Business District
<b>CBR</b>	Chemical, Biological, Radiological
<b>CBRN</b>	Chemical, Biological, Radiological, Nuclear
<b>DC</b>	Deputy Commissioner QPS
<b>DDC</b>	District Disaster Coordinator
<b>DES</b>	Department of Emergency Services
<b>DG</b>	Director-General
<b>DISCEX</b>	Desktop Discussion Exercise
<b>DM</b>	Disaster Management
<b>DMA</b>	<i>Disaster Management Act 2003</i>
<b>DMR</b>	Department of Main Roads
<b>DPC</b>	Department of the Premier and Cabinet
<b>EOC</b>	Event Operations Centre
<b>HazMat</b>	Hazardous Materials
<b>LO</b>	Liaison Officer
<b>MIR</b>	Major Incident Room
<b>MPAB</b>	Media and Public Affairs Branch
<b>PC</b>	Police Commander
<b>PFC</b>	Police Forward Commander
<b>PFCP</b>	Police Forward Command Post
<b>PCC</b>	Police Communications Centre
<b>PICC</b>	Public Information Coordination Centre
<b>PSPA</b>	<i>Public Safety Preservation Act 1986</i>
<b>QAS</b>	Queensland Ambulance Service
<b>QFRS</b>	Queensland Fire and rescue Service
<b>QH</b>	Queensland Health
<b>QPS</b>	Queensland Police Service
<b>QR</b>	Queensland Rail
<b>QT</b>	Queensland Transport
<b>RFCC</b>	Regional Fire Coordination Centre
<b>SCC</b>	State Crisis Centre
<b>SDMG</b>	State Disaster Management Group
<b>SES</b>	State Emergency Service

## **66 Definitions**

### **Assembly Areas**

Assembly Areas are areas identified by building or facility owners as the location for persons from that building or location to evacuate to. When a decision is made to evacuate a building, the direction will generally be to move first to the Assembly Area where marshals will deliver further instruction.

Assembly Areas are intended as a short-term staging area and evacuees will generally be directed from Assembly Areas to Emergency Support Sites.

### **Business as Usual**

Persons within CBD buildings that are not affected by the incident may be advised to carry on as normal - 'Business as Usual'. Business as usual means people should go about normal business within their building, however, they may not be able to access other parts of the CBD. Further they should be aware that public transport may not be operating as normal and vehicle access to their building may be restricted.

### **Bomb Hoax**

Includes a malicious deception where a device is located that is confirmed to be non-explosive, incomplete or unworkable and that was intended to deceive.

### **Bomb Threat**

Includes the declaration by an offender orally or by other means, of an intention to injure or harm any person, the general public or any property or thing.

### **Command**

The authoritative and responsible application of intent for the attainment of a common purpose. Authority for command is established in legislation or by specific agreement. Command includes the responsibility for the control and coordination of personnel and resources in the accomplishment of a stated purpose.

### **Consequence management**

Coordination of a whole-of-government and local community response in managing the consequences of an event, such as the provision of recovery services.

### **Control**

The application of structure, systems and processes devised by command to accomplish a stated purpose. Control is that authority which encompasses the responsibility for implementing action to attain the stated purpose. All or part of this authority may be transferred or delegated by specific agreement within or between agencies.

### **Coordination**

The interaction of resources and/or agencies facilitated by command to accomplish a stated purpose. Coordination is that authority which encompasses responsibility for the effective integration of capabilities to attain the stated purpose. All or part of this

authority may be transferred or delegated by specific agreement within or between agencies.

### **Crisis**

A significant emergency incident which is imminent or has occurred with little or no warning.

### **Crisis management**

The immediate stakeholder response to a crisis.

### **Chemical, Biological, Radiological (CBR) Agent**

Means a CBR substance which, due to its quantity; concentration; and physical state, would be dangerous to persons, property or the environment contaminated by it.

### **Chemical, Biological, Radiological (CBR) Device**

Means any item that contains a CBR agent designed to be released into the environment by explosive or mechanical means (e.g. by atomiser or aerosol) with the intention of causing disruption to the community and which is designed to detonate or activate by means of a timer, touching, impact or remote control. The term includes a suspect CBR device (ibid).

### **Chemical, Biological, Radiological (CBR) Incident**

An incident involving a CBR agent or reference to a CBR agent (ibid).

### **Chemical, Biological, Radiological (CBR) Zones**

The areas of control surrounding a CBR incident site identified for the purpose of managing the incident, and include:

- the **'hot zone'**, which refers to the area immediately surrounding the source of the release of a CBR agent where the concentration of the CBR agent poses a critical danger to persons, property and the environment. This zone is defined and controlled by the senior authorised fire officer in consultation with officers from the QFRS Scientific Unit;
- the **'warm zone'**, which refers to the area immediately surrounding the hot zone where the concentration of the CBR agent poses a serious danger to persons, property and the environment. This zone, in which decontamination is performed, is defined and controlled by the senior authorised fire officer in consultation with officers from the QFRS Scientific Unit; and
- the **'cold zone'**, which refers to the area immediately surrounding the warm zone where the concentration of the CBR agent poses no danger to persons, property and the environment. This zone, into which persons enter immediately following decontamination, is defined by the senior authorised fire officer in consultation with officers from the QFRS Scientific Unit and the Police Forward Commander, and is controlled by the Police Forward Commander (ibid).

## Deputy Commissioner

Deputy Chief Executive (Operations), Queensland Police Service.

## Evacuation Area

The area identified and then endorsed by the Deputy Commissioner QPS as the area of the CBD which will be evacuated under the management provided by this Plan. This is distinct from the area at immediate risk which is evacuated during the early response to an incident under the direction of the Police Forward Commander (PFC).

## Evacuation Route

The Evacuation Route is the route determined by the Major Incident Room (MIR) for the movement of evacuees from the Evacuation Area out of the CBD. Several routes may be required i.e.:

- building/location to Assembly Area;
- assembly Area to Emergency Support Site;
- evacuation route – pedestrian; and
- evacuation route – vehicle.

## Natural Disaster

Events not covered by the *Public Safety Preservation Act (PSPA)* and defined in the Disaster Management Act (DMA).

## Non-Natural Disaster

Items defined in the *Public Safety Preservation Act (PSPA)*.

## Potential Evacuation Area

'Potential Evacuation Area' refers to the area identified by the Police Forward Commander (PFC) or on the advice of the Lead or Combatant Agency which may require evacuation during the response to the emergency event. This area should be fully contained within the area specified in the emergency situation declaration and any subsequent declarations.

## Emergency Support Sites

Emergency Support Sites are locations within or adjacent to the CBD that have been identified as suitable for the temporary management of large numbers of persons who are evacuated from within the CBD.

## Self Evacuation

The Evacuation of persons without direction by emergency services or other authorities.

## Shelter in Place

Although evacuation is an important element of an emergency response, there may be occasions where a risk assessment by building authorities and/or responding agencies will determine that it would be safer for persons to stay and Shelter in Place. In a high-density area such as the Brisbane CBD, buildings offer a level of security (particularly the option to move to higher/lower floors or side of a building) and evacuation may mean the movement of large numbers of persons into a congested and panicked environment. It is therefore likely that Shelter in Place will be considered a more appropriate response.

Shelter in Place means that persons who are not at immediate risk but are affected by or in the proximity of an emergency incident should consider moving to a secure area at the location they are in and remain there until provided with instruction by an appropriate person.

However, the concept of Shelter in Place should not conflict with established evacuation policies that are the responsibility of the relevant building to develop and practice e.g. if a building's fire alarm is activated or other trigger occurs that would typically activate the building's evacuation plan or other emergency response, that plan should be followed and occupants should not wait for advice from emergency services.

Shelter in Place will form a major component of the public education strategy of this Plan. Depending on the nature of the incident, advice from emergency responders to persons not immediately at risk at an emergency event will be to either 'Shelter in Place' or 'Business as Usual'. It is recognised that some persons will self-evacuate contrary to this position.

Persons sheltering in place should move to a secure area, close and lock doors and windows, consider isolation of air conditioning systems and ensure access to some form of communication and public information system (television or radio). Shelter in Place directions from emergency agencies may include directions to move to a certain level, side or part of a building or location.

## Suspect Device

Includes any item that appears to contain an explosive or mechanical device, designed to explode by means of a timer, touching, impact or by remote control. A suspect device may appear suspicious by its placement, the circumstances surrounding its location or other information that may cause any person to become suspicious and decide that further investigation is necessary.

## Terrorist Act

A 'terrorist act' is defined under Australian law as an act or threat, intended to advance a political, ideological or religious cause by coercing or intimidating an Australian or foreign government or the public, by causing serious harm to people or property, creating a serious risk to the health and safety to the public, or seriously disrupting trade, critical infrastructure or electronic systems. (*Criminal Code Act 1995 (Cwlth).*)

## **Terrorist Incident**

A combination of circumstances or conditions which may lead to or result from a terrorist act, and which require preventative and/or responsive action.

## **Transport Nodes**

Transport Nodes are locations adjacent to the CBD which are identified as suitable for facilitating the movement of large numbers of persons. Transport Nodes are activated and coordinated under the Public Transport Coordination Sub-Plan.

Ideally, Transport Nodes will be located adjacent to identified Emergency Support Sites. The traffic flow will be restricted by the Traffic Sub Plan, providing buses with priority to allow the efficient movement of evacuees via public transport.

It is expected that most people will be moved from Transport Nodes to the vicinity of their homes by rail or bus.

The process of activating the Transport Nodes is as follows:

- **Transport nodes are activated automatically when the CBD Emergency Plan moves to phase 2.**
- **A coordinated assessment will be made by TransLink, QR, BT and QPS as to the appropriate location of the transport nodes – based on impact of the 'incident' on the transport network.**

## 67 Agency sign-off

<p>R Atkinson Chief Executive Officer <b>QUEENSLAND POLICE SERVICE</b></p>	<p>R Rolfe Director-General <b>DEPARTMENT of the PREMIER and CABINET</b></p>
<p>J Munro Chief Executive Officer <b>BRISBANE CITY COUNCIL</b></p>	<p>F McKersie Director-General <b>DEPARTMENT of EMERGENCY SERVICES</b></p>
<p>B Wilson Director-General <b>QUEENSLAND TRANSPORT</b></p>	<p>U Schreiber Director-General <b>QUEENSLAND HEALTH</b></p>
<p>A Tesch Director-General <b>DEPARTMENT of MAIN ROADS</b></p>	<p>B Scheuber Chief Executive Officer <b>QR</b></p>
<p>L.Apelt Director-General <b>DEPARTMENT of COMMUNITIES</b></p>	