Cross Border Sub-Plan

A supporting plan for coordinating authorities during disaster/emergency events that impact the Gold Coast – Tweed cross border area

Gold Coast City Local Disaster Management Group

Annexure 9.2
Gold Coast City Local Disaster Management Plan
V 1.0   6 May 2010

Tweed Shire Local Emergency Management Committee

Annexure to the Tweed Shire DISPLAN
October 2010

AUTHORITY:

The Cross Border Sub Plan, known as a Supporting Plan to the Tweed Shire Local Disaster Plan (DISPLAN) has been prepared by the Tweed Shire Emergency Management Committee (and the Gold Coast City Local Disaster Management Group) under the authority of the State Emergency and Rescue Management Act, 1989, Section 29(1).

APPROVED

…………………………………………………….
Chairperson
Tweed Shire Local Emergency Management Committee.

Dated: _____

ENDORSED

…………………………………………………...
Chairperson
Northern Rivers District Emergency Management Committee.

Dated: _____

ENDORSED

…………………………………………………...
Chairperson
State Emergency Management Committee.

Dated: _____

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1   Distribution

This is a controlled document that supports the implementation of the Gold Coast City Local Disaster Management Plan and the Tweed Shire Local Disaster Plan.

This sub-plan is distributed to the following:

In Queensland:

– All members of the Gold Coast City Local Disaster Management Group

– Staff of the Disaster Management Unit, Gold Coast City Council

– Incident Management Team staff of the Gold Coast City Disaster Coordination Centre

– District Disaster Coordinator, Gold Coast District

– Executive Officer, State Disaster Management Group

– Any other person with an identified role in this sub-plan

– Chief Executive Officer, Gold Coast City Council

– Regional Director, South East Region, Emergency Management Queensland

In New South Wales:

– All members of the Tweed Shire Local Emergency Management Committee

– Local Emergency Operations Controller

– Northern Rivers District Emergency Operations Controller

– Other officers that support the Local and District Emergency Operations Centres

– Any other person with an identified role in this sub-plan

2   Abbreviations

Queensland

DCC	Disaster Coordination Centre
DDC	District Disaster Coordinator
DMU	Disaster Management Unit
EA	Emergency Alert
EMA	Emergency Management Australia
EMQ	Emergency Management Queensland
GCCC	Gold Coast City Council
IMT	Incident Management Team
LDMG	Local Disaster Management Group
LDMP	Local Disaster Management Plan
XO LDMG	Executive Officer Local Disaster Management Group

New South Wales

DEMO	District Emergency Management Officer
DEOCON	District Emergency Operations Controller
DISPLAN	Tweed Shire Local Disaster Plan
EOC	Emergency Operations Centre
LEMC	Local Emergency Management Committee
LEMO	Local Emergency Management Officer
LEOCON	Local Emergency Operations Controller
TSC	Tweed Shire Council

Common

AIIMS	Australasian Inter-service Incident Management System
MOU	Memorandum of Understanding
MAA	Mutual Aid Agreement
RDA	Rapid Damage Assessment
SITREP	Situation Report
SOP	Standard Operating Procedure

3   Rationale

This Cross Border Sub-Plan has been developed by the Gold Coast City Council and Tweed Shire Council with funding assistance from the Commonwealth of Australia and the Queensland Government under the Natural Disaster Mitigation Programme. This funding has enabled the two Councils to work together in partnership with disaster/emergency management agencies on both sides of the Queensland – New South Wales State border to develop effective coordinated disaster management arrangements for the Gold Coast – Tweed cross border community.

Although emergency management arrangements already exist on each side of the State border, there are differences in the command and control structures, language and communication channels, which reflect the requirements of each State's respective legislation. These differences can pose significant challenges to coordination of disaster response and recovery in the cross border area, should a disaster simultaneously impact both sides of the State border. Further contextual factors such as different time zones over the summer period, add to these challenges, especially when communicating with the public.

This Cross Border Sub-Plan has been compiled to minimise the impact of these challenges and enhance cross border coordination of disaster management at the local level in preparation for, during and following a disaster event that impacts the cross border community of Gold Coast – Tweed. As such this sub-plan works to improve the collective resilience of these closely joined communities.

Within Queensland, this document is referred to as a Functional Sub-Plan of the Gold Coast City Local Disaster Management Plan; and in New South Wales, it is referred to as a Supporting Plan of the Tweed Shire Local Disaster Plan (DISPLAN). As such it must be read in conjunction with the Gold Coast City Local Disaster Management Plan and the Tweed Shire DISPLAN, and other relevant threat-specific, functional sub-plans or supporting plans.

This sub-plan serves two key purposes:

- It serves as an education document, by providing information about the disaster management arrangements in use within Queensland and New South Wales, so agencies within both States can understand how these systems operate, should a disaster event trigger a multi-agency, multi-jurisdictional response .

- It outlines arrangements that can be employed by the Gold Coast Local Disaster Management Group and the Tweed LEOCON, the Tweed Shire Local Emergency Management Committee and/or the New South Wales combat agency responsible for the management of the event, to assist in coordination of disaster response and recovery actions across the State border.

4   Overview of State Disaster Management Arrangements

4.1   Queensland

4.1.1   Legislation

Within Queensland, the primary legislation for disaster management is the *Disaster Management Act 2003* (the Act).

4.1.2   Structure

The Queensland Disaster Management Arrangements are based on a three-tier system involving local, district and State levels, with the Commonwealth providing support to the State, if requested.

Each level of the arrangements is managed by a disaster management group, which has statutory functions under the Act.

Within Queensland, local government is responsible for appointing and managing the local disaster management group (LDMG). Amongst other functions, the group has the legislated function to coordinate disaster operations when a disaster is likely to, or has impacted a local government area.

The LDMG is comprised of members of key disaster management agencies that support the city's disaster management arrangements.
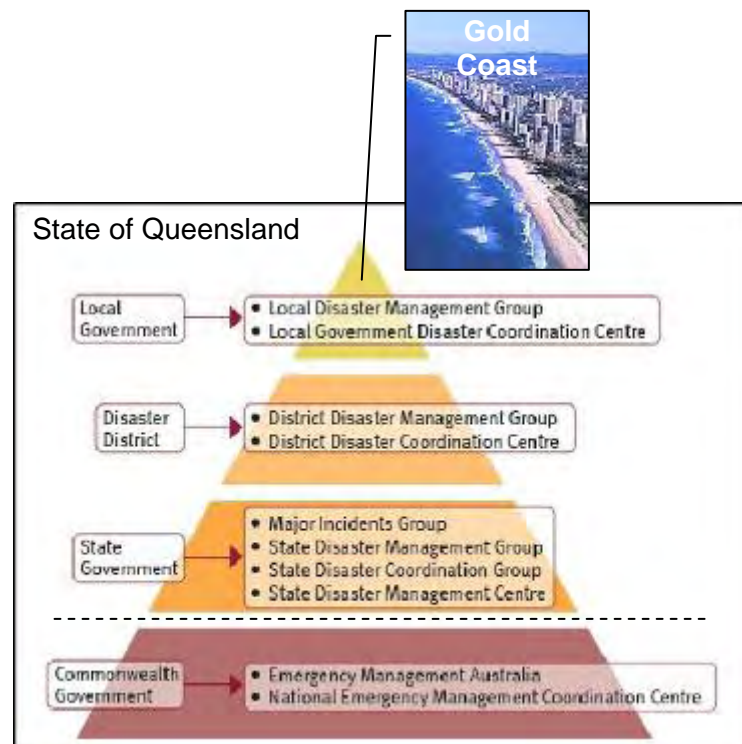
Within the Gold Coast, the chair of the LDMG is the Mayor, and the deputy chair is a Councillor. The business of the Gold Coast City LDMG is managed by the group's Executive Officer, who is the Director Engineering Services, Gold Coast City Council.

Gold Coast City Council also has a Disaster Management Unit, which is managed by an Executive Coordinator Disaster Management, to provide support

to the City's disaster management arrangements. The Executive Coordinator Disaster Management reports to the Director Engineering Services.

Within Queensland, the role of the district and state levels is primarily to provide support to local disaster management groups, through the provision of resources, coordinating events that exceed the capacity of local groups, provision of extraordinary powers and other functions as specified in the Act.

Within the Gold Coast, there are two disaster districts that support the local group: Logan Disaster District for the city's northern area, and the Gold Coast Disaster District that supports the city's southern area (which includes the border area). Each district is managed by a District Disaster Coordinator (DDC), who is usually the most senior Queensland Police Service officer in the district.

When the disaster management arrangements are activated, the LDMG coordinates the actions of all agencies, including threat-specific combatant agencies and functional agencies.

4.1.3   Threat-specific agencies

Within Queensland, threat-specific lead agencies control the management (or combat) of a specific threat. They are also often referred to as *lead combatant agencies*.

When multiagency emergency responses to hazards are required, the concepts and principles of the Australian Inter-service Incident Management System (AIIMS) are usually adopted; and threat-specific lead agencies will exercise control horizontally across agencies that are contributing to the management of the particular hazard. This means managing "what should be done, when, by whom" to suppress the risks of a hazard. During disasters, functional lead agencies (below) are also engaged to deliver disaster management services; and the actions of all agencies are coordinated by the Gold Coast City LDMG.

Lead agency status is usually bestowed by legislation, common law, regulations, or by agreement of the Gold Coast City LDMG. Lead agencies for the City's disaster risks are listed in Table 6 of the Gold Coast City Local Disaster Management Plan.

For example, during a wildfire threat, the Queensland Fire and Rescue Service is the threat-specific lead combatant agency and therefore controls the actions of those agencies that are contributing to fire fighting operations to suppress the wildfire threat. This includes giving directions and tasks to supporting agencies, allowing access into various zones, determining the need for evacuation from a threatened area.

Following AIIMS, control does not extend to commanding the resources (personnel and equipment) of other agencies. Each agency is responsible for commanding their own assets in accordance with their own SOPs.

Within the Gold Coast, the roles and functions of key agencies that support disaster management are listed in Table 2 of the Gold Coast City Local Disaster Management Plan.

4.1.4   Functional agencies

In addition to threat-specific lead agencies, the Queensland Disaster Management Arrangements also have *functional lead agencies*, which are

responsible for controlling the delivery of a service required as a consequence of a disaster event (eg, evacuation, welfare and damage assessment).

The concept of control of functional agencies also operates in accordance with AIIMS in that being in control does not mean that the lead agency supplies all the resources to deliver a function nor commands the resources of other agencies.

As for threat-specific lead combatant agencies, functional lead agency status is usually bestowed by legislation, common law, regulations, or by agreement of the Gold Coast City Local Disaster Management Group, and is outlined in Table 6 of the Gold Coast City Local Disaster Management Plan.

4.1.5   Role of LDMG to coordinate

When the Queensland Disaster Management Arrangements are activated, the Gold Coast City LDMG is responsible for the overall coordination of disaster events within the City. This includes setting of strategic objectives and priorities for response, the systematic acquisition and deployment of resources, coordinating the gathering and dissemination of intelligence and public warnings.

When activated the LDMG operates horizontally across all agencies. During a disaster, a number of lead combatant agencies may be in operation at the same time. For example, during a flood disaster, a number of threat-specific lead agencies may be activated to suppress a variety of threats (eg, floods, chemical spills and environmental health hazards), and a number of agencies may be activated to manage delivery of disaster-related functions (such as evacuation, shelter management and community support). The role of the LDMG is to set strategic objectives and priorities for and on behalf of these lead agencies and coordinate their actions.

4.1.6   Disaster Coordination Centre

Gold Coast City Council (GCCC) provides a fulltime standalone Disaster Coordination Centre to manage disasters at the Lionel F Perry Building, 195 Queen St, Southport.

The GCCC Executive Coordinator Disaster Management is the officer responsible for maintaining this facility.

During disasters GCCC provides 70-80 staff, trained in disaster management, to operate the Centre.

GCCC also maintains plans for alternate sites, as a redundancy, should the main Centre not be able to operate during an event.

4.1.7   Key disaster management stakeholders

In Queensland, key stakeholders for disaster management during an event are:

- Threat-specific agencies (lead and support)
- Functional agencies (lead and support)
- Executive Officer, Local Disaster Management Group (XO LDMG)
- Local Disaster Management Group (LDMG)
- District Disaster Coordinator (DDC)

4.1.8   Activation triggers

Activation of the Queensland Disaster Management Arrangements can occur by any tier – local, district or State.

With respect to local activation, the Gold Coast City Local Disaster Management Plan details the following levels of activation:

- ***Stage 1 – Alert***

  When a warning or notification is received that a disaster event is possible in the Gold Coast City, the Chair and/or Executive Officer is required to consider the potential disruption to the community and whether a significant coordinated response is required. Should the potential disruption be serious, and a significant coordinated response is required, the Chair and/or Executive Officer will:

  - Activate the City's Local Disaster Management Plan and place the LDMG on *Stage 1 - Alert.*

  In the case of a disaster where no warning is possible, lead agencies may request that the Chair or Executive Officer:

  - Activate the plan and place the group on *Stage 1 – Alert* in case coordination support is required.

- ***Stage 2 – Stand By***

  When a warning or notification is received that a disaster event is probable, the Chair or Executive Officer on behalf of the Chair, will:

  - Activate the plan and place the group on *Stage 2 – Stand By*
  - Place the Disaster Coordination Centre on *Stage 2 – Stand By*

  In the case of a disaster where no warning is possible, lead agencies may request that the Chair or Executive Officer:

  - Activate the plan and place the group on *Stage 2 – Stand By*
  - Place the Disaster Coordination Centre on *Stage 2 – Stand By*

- ***Stage 3 – Activate***

  In the event a disaster has happened, is happening, or is about to happen in the City, the Chair or Executive Officer on behalf of the Chair, will:

  - Activate the plan and place the group on *Stage 3 – Activate*

- ***Stage 4 – Stand Down***

  Once there is no longer a need for the activation of the Gold Coast City Local Disaster Management Group and the Gold Coast City Disaster Coordination Centre, the Chair or Executive Officer on behalf of the Chair, will:

  - Deactivate the plan, the Gold Coast City Local Disaster Management Group and the Gold Coast City Disaster Coordination Centre.

4.2   New South Wales

4.2.1   Legislation

Within New South Wales, the primary legislation for the management of emergencies is the *State Emergency and Rescue Management Act 1989*.

4.2.2   Structure

As with Queensland, disaster management arrangements are based on a three-tier system involving local, district and state levels, with the Commonwealth providing support to the various levels, if requested.

At each level Emergency Management Committees (EMC) are established and Emergency Operations Controllers (EOCON) are appointed. An Emergency Management Officer (EMO) provides the executive support to the committees.

Committees at the local level are chaired by a senior employee of the local government authority and its members are representative from all emergency service agencies and support organisations. The Tweed Shire Local Emergency Management Committee operates across the entire local government area of Tweed Shire and forms part of the Northern Rivers District Emergency Management Committee.

Disaster plans (DISPLANs) are required at each level, the objectives of which are to ensure a coordinated response to emergencies. DISPLANs detail the roles and responsibilities of agencies for differing types of response operations. Emergency Operations Centres (EOCs) are activated to either control the operation directly (in the absence of an identified combat agency) or to coordinate resource support as required.

Local Emergency Operations Controllers (LEOCONs) operate from a Local Emergency Operations Centre (LEOC). Emergency operations that involve more than one local government area are controlled at district level utilising District Emergency Operations Controllers (DEOCON), who operate from a District Emergency Operations Centre (DEOC).

Part 2 of the Tweed Shire DISPLAN (Roles and Responsibilities) lists the primary agencies responsible for controlling operations to combat specific hazards. Unless otherwise stated, the roles of emergency service organisations apply equally to the management of incidents and emergencies.

The primary operational roles of each of the Combat Agencies, Functional Areas and other organisations described in Part 2 of the DISPLAN do not preclude the flexibility to adjust roles or responsibilities if circumstances require such action.

4.2.3   Operations controlled by combat agencies

Without limiting the authority of Combat Agency Controllers, Combat Agency operations may be managed in the following ways:

a) The responsible Combat Agency Controller controls an operation which requires no support resources other than the Combat Agency resources;

   or

b) The responsible Combat Agency Controller:

   I.   Controls the operation; and

   II. Coordinates pre-planned support from other agencies; and

   III. Ensures that the LEOCON is kept aware of these operations;

   or

c) The responsible Combat Agency Controller retains overall control of the operation and requests the LEOCON to:

   I.   Coordinate the external support services specified by the Combat Agency Controller

   II. Manage part of the operation to meet the requirements of the Combat Agency Controller (e.g. evacuation operations)

While a lead agency controls and manages an event, the Local Emergency Operations Controller (LEOCON) monitors these operations, maintains liaison with support agencies, and coordinates support for the allocation of resources when required by the combat agency.

If requested by a combat agency the LEOCON will activate the Emergency Operations Centre (EOC).

4.2.4   Operations controlled by the LEOCON

Emergency Operations controlled by the LEOCON are those where:

a) The LEOCON is designated in a plan as the controller of a specific operation

b) The LEOCON automatically assumes control for operations where there is no designated or identified Combat Agency

c) The LEOCON is requested by the Combat Agency to assume control, with the approval of the Combat Agency head and the SEOCON

d) The LEOCON controls the operation and coordination of resources with the individual agencies commanding their own resources and carrying out tasks as directed

4.2.5   Functional Area Support to Local Level Operations

With the exception of Welfare Services and Local Government, functional areas have not been established at the individual local area level.

Functional area support is coordinated by the relevant District Functional Area Coordinator for the following local level operations:

- Agriculture and Animal Services

- Environmental Services

- Engineering Services

- Public Information Services

- Health Services

- Transport Services

Community Services Centre Managers coordinate the Welfare Services Functional Area.   The Department's administrative boundaries determine responsibility for the coordination of the Welfare Services Functional Area at the individual local level.

Arrangements for welfare in the Tweed Shire Local Emergency Management area are vested in the Community Service Centre Manager based in Tweed Heads.

4.2.6   Key disaster management stakeholders

In New South Wales, key stakeholders for disaster management during an event are:

- Combat and support agencies

- Functional areas

- Local Emergency Operations Controller (LEOCON)

- Local Emergency Management Committee (LEMC)

- Local Emergency Management Officer (LEMO)

- District Emergency Operations Controller (DEOCON)

- District Emergency Management Officer (DEMO)

4.2.7 Activation triggers

Activation of the New South Wales emergency management arrangements can occur by any tier – local, district or State.

With respect to local activation, the Tweed Shire DISPLAN (Part 6) details the following activation:

ALERT STAGE	
RESPONSIBILITY	**ACTION**
Relevant Combat or Warning Agency	Will notify the LEOCON in accordance with local arrangements, that an operation with potential to escalate has occurred or is imminent
LEOCON	Notifies LEMO, DEOCON and monitors operations
LEMO	Notifies the Supporting Emergency Services Controllers Notifies the Functional Area Co-ordinators

STANDBY STAGE	
RESPONSIBILITY	**ACTION**
Lead Combat Agency Controller	Notifies the LEOCON that assistance under DISPLAN arrangements might be required
LEOCON	Notifies LEMO and DEOCON Collects intelligence on the potential emergency
LEMO	Activates the LEOC and tests communications Notifies the Supporting Emergency Services Controllers Notifies the Functional Area Representatives, and The General Manager of Tweed Shire Council
Supporting Emergency Services Controllers	Open Control Centres and test communications within the LEOC Prepare resources for response
Functional Area Representatives	Move to normal work place and test communications within the LEOC Prepare resources for response

CALL OUT STAGE	
RESPONSIBILITY	**ACTION**
Lead Combat Agency Controller	Notifies the LEOCON that assistance under DISPLAN arrangements is required
LEOCON	Provides a liaison officer to Combat Agency's control centre Notifies LEMO and DEOCON Moves to LEOC
LEMO	Escalates LEOC to required staff level: Notifies the Supporting Emergency Services Controllers and FACs Notifies the General Manager of Tweed Shire Council Moves to LEOC
Supporting Emergency Services Controllers	Through their own centres, deploy resources as required by the LEOCON Provide LO to the LEOC
Functional Area Representatives	From their normal workplace, deploy resources as required by the LEOCON Provide LO to the LEOC

STAND DOWN STAGE	
RESPONSIBILITY	**ACTION**
Agencies	Controllers must authorise "Stand Down" of their own and supporting agency resource after incidents
LEOCON	If the LEOCON issues an alert, standby or callout, the LEOCON is to issue the "stand down" advice to all agencies originally placed on alert or called out. This may be done after consultation with the combat agency controller if there is a combat agency for the particular type of operation

4.3   Key Differences and Similarities

4.3.1   Key positions

Listed below are the corresponding descriptions for those directing and/or coordinating disaster management activities in each State at the local level:

Queensland Counterpart	New South Wales Counterpart
Executive Officer LDMG *(XO LDMG)* Director Engineering Services, Gold Coast City Council	*Local Emergency Operations Controller* *(LEOCON)* NSW Police Commander, Tweed Heads
Executive Coordinator Disaster Management, Gold Coast City Council *(ECDM)*	*Local Emergency Management Officer* *(LEMO)* Environmental Health Coordinator, Tweed Shire Council
Disaster Coordination Centre *(DCC)*	*Emergency Operations Centre* *(EOC)*
Local Disaster Management Group *(LDMG)*	*Local Emergency Management Committee* *(LEMC)*
District Disaster Coordinator, Gold Coast *(DDC)* District Officer, Gold Coast District, Queensland Police Service	*District Emergency Operations Controller* *(DEOCON)* Region Commander NSW Police, Northern Rivers Emergency Management District

4.3.2   Lead and support agency terminology

The following outlines the differences in terminology used by each State to describe combat, support and functional roles:

Queensland	New South Wales
Threat-specific Lead Agency	**Combat Agency**
The agency in *control of the management or combat* of a specific threat.	The agency *primarily responsible for controlling* the response to a particular emergency.
Support Agencies	**Supporting Organisations**
Agencies that support the lead agency in the management of a threat and subsequent response. They command their resources and ensure their SOPs are correctly implemented.	Agencies that *participate and provide specialist support resources* to a Combat Agency Controller or Functional Area Coordinator during an emergency.
Functional Lead Agency	**Functional Area Coordinator**
The agency in *control of the management or delivery of a disaster function* when this plan is activated.	Coordinator of a Functional Area *tasked to co-ordinate the provision of Functional Area support and resources* for emergency response and recovery operations.

4.3.3 Lead/Combat agency reference guide

Emergency classification New South Wales	Combat agency New South Wales	Equivalent agency ⟷	Disaster/Emergency Hazard Queensland	Threat-Specific Lead / Combat Agency Queensland
Exotic Animal or Plant Disease	NSW Dept Industry and Investment	⟷	Exotic Diseases (Flora & Fauna)	Qld Primary Industries & Fisheries
Aviation	Local Emergency Operations Controller	⟷	Accident – Aircraft On airport Off airport	Aust Federal Police Qld Police Service Qld Police Service
Earthquake	Local Emergency Operations Controller	⟷	Earthquake	Gold Coast City Council
Fire in a Fire District (urban) Fire in Rural Fire District	NSW Fire Brigades NSW Rural Fire Service	⟷	Fire – building Wildfire	Qld Fire & Rescue Service Qld Fire & Rescue Service (Rural Operations)
Flood & Storm	NSW State Emergency Service	⟷	Extreme Weather Events (cyclone, severe storms, east coast lows, storm surge)	Gold Coast City Council Qld State Emergency Service
Tsunami	NSW State Emergency Service	⟷	Tsunami	Emergency Management Queensland Gold Coast City Council Qld Police Service

Emergency classification New South Wales	Combat agency New South Wales	Equivalent agency ←→	Disaster/Emergency Hazard Queensland	Threat-Specific Lead / Combat Agency Queensland
Hazardous Material (land)	NSW Fire Brigades	←→	Hazardous Material accident gas accident	Qld Fire & Rescue Service
Hazardous Material (Inland waters)	NSW Fire Brigades			
Hazardous Material (State waters)	NSW Maritime or Relevant Port Authority			
Marine Oil & Chemical Spills	NSW Maritime or Relevant Port Authority	←→	Oil Spill at Sea	Qld Dept of Transport & Main Roads
Landslip	Local Emergency Operations Controller	←→	Landslip	Gold Coast City Council
Law Enforcement	NSW Police Force	←→	Civil unrest	Qld Police Service
Major Structure Collapse	District Emergency Operations Controller	←→	Major Building Collapse	Qld Fire & Rescue Service
Pandemic	NSW Health	←→	Public Health Pandemic	Qld Health

Emergency classification New South Wales	Combat agency New South Wales	Equivalent agency ←→	Disaster/Emergency Hazard Queensland	Threat-Specific Lead / Combat Agency Queensland
Terrorist Act	NSW Police Force	←→	Terrorist attack / criminal act	Qld Police Service
Searches for missing persons	NSW Police Force (coordination)	←→	Searches for missing persons	Qld Police Service (coordination)
General land rescue	NSW Police Force (coordination)	←→	General land rescue	Qld Police Service (coordination)
Heatwave	NSW Health	←→	Heatwave	Qld Health
Infrastructure failure – loss of utilities Power Gas Water Sewerage	Local Emergency Operations Controller Country Energy Australian Pipeline Trust Tweed Shire Council Tweed Shire Council	←→	Infrastructure failure – loss of utilities Power Gas Water Sewerage	Energex Australian Pipeline Trust Allconnex Gold Coast City Council
Dam Failure	NSW State Emergency Service	←→	Dam failure Hinze dam Loders Creek Biggera Waters Tallebudgera Creek	Allconnex Gold Coast City Council Gold Coast City Council Gold Coast City Council

5   Cross Border Disaster Management Arrangements

The cross border disaster management arrangements outlined in this section are designed to facilitate a coordinated approach in the delivery of response and recovery actions during a disaster event that impacts across the State border.

These arrangements recognise the similarities and differences between the disaster management arrangements in operation in Queensland and New South Wales.

5.1   Agency-level agreements

This sub-plan recognises that there are Memoranda of Understanding (MOUs), Mutual Aid Agreements (MAAs) and/or Standard Operating Procedures (SOPs) in place for Queensland and New South Wales combat and support agencies to undertake cross-border multiagency operations.   It also recognises that combat/support agencies have specific guidelines on how to operate in another State's jurisdiction, especially with respect to Workplace Health & Safety, Worker's Compensation Insurance and/or other policy issues.

The cross border disaster management arrangements outlined in this sub-plan do not seek to amend these arrangements.

Rather, this sub-plan seeks to outline a series of cross border arrangements that sit above the level of agency response and recovery, to enhance how multiagency, multijurisdictional response and recovery will be coordinated when disaster management arrangements are activated.

5.2   Concept of cross border operations

The purpose of this sub-plan/supporting plan is to provide a reference document to assist relevant authorities of Queensland and New South Wales in coordinating response and recovery activities during a disaster event that impacts the cross border area of Gold Coast – Tweed, and to facilitate a coordinated approach to responding and recovering from a disaster event that impacts across the State border.

This sub-plan includes information on the following:

– Sharing of event information

– Coordination of access to resources

– Coordination and preparation of public warnings and information

– Provision of cross-border assistance

– Conducting post-impact damage assessments and sharing of information

5.3   Activation of arrangements

When activated for an event that occurs within either State that has impacted or is likely to impact the Gold Coast – Tweed cross border area, the LEOCON and/or Officer-in-charge of the NSW combat agency responsible for the management of the event, and the Executive Officer of Gold Coast Local Disaster Management Group should consult each other as to whether there is a need to activate this sub-plan.

Activation of this sub-plan will allow for direct consultation regarding response and recovery at the **local level.**

Upon activation, procedures that are outlined in this section may be implemented for the following:

– Sharing of event information

– Coordination of access to resources

– Coordination and preparation of public warnings and information

– Provision of cross-border assistance

– Conducting post-impact damage assessments and sharing of information

If the scale of the disaster management escalates to include district levels for coordination, each State's district-level disaster management plans will be activated in accordance with that State's standard policies and procedures.

5.4   Information Sharing

5.4.1   Cross membership

To facilitate the sharing of information between Gold Coast City and Tweed Shire in preparation for, during and following disaster events that impact the cross border area, the Gold Coast and Tweed will identify, nominate and appoint liaison officers/members to attend disaster/emergency management group/committee meetings in the other State.

The Tweed Shire Local Emergency Management Officer (LEMO) is appointed as a member of the Gold Coast City Local Disaster Management Group (LDMG).

The Executive Coordinator Disaster Management, Gold Coast City Council, is appointed as a member of the Tweed Shire Local Emergency Management Committee (LEMC).

The role of these "cross border" members is to ensure that information on disaster/emergency management arrangements continues to flow before, during and after a disaster event.

5.4.2   Situation Reports

Response and recovery agencies with a disaster/emergency management role in the Gold Coast City or Tweed Shire should produce regular situation reports (SITREPs); and when the disaster/emergency management arrangements of a State are activated, their reports should contribute to the SITREPs prepared by the LDMG and LEOCON and/or NSW combat agency, as appropriate.

Copies of each State's Situation Report (SITREP) templates are provided in Appendices 2 and 3.

When this sub-plan is activated for cross border disaster management, the Executive Officer Gold Coast City Local Disaster Management Group and the LEOCON and/or Officer-in-charge of the NSW combat agency responsible for the management of the event, will work to ensure event-based information is shared across the State border.

This includes disseminating event Situation Reports (SITREP) to the controlling agencies on each side of the State border.

During disaster events that impact the cross border region, SITREPs and other reports should be submitted:

– By the LEOCON, LEMO and/or officer-in-charge of the NSW combat agency responsible for managing the disaster event, to:

  o The Gold Coast City Disaster Coordination Centre (if activated)
    Email: ems1@goldcoast.qld.gov.au
    Fax: 07 5558 9866

    or

  o Executive Coordinator Disaster Management
    Email: dmu@goldcoast.qld.gov.au
    Fax: 07 5558 9888

– By the Executive Officer of the Gold Coast City Local Disaster Management Group, or delegate, to:

  o LEOCON, via the Tweed Local Emergency Management Officer
    Email: lemo@tweed.nsw.gov.au

5.4.3   Other information

During a cross border disaster event, the Executive Officer of the LDMG and the LEOCON and/or combat agency will consult over information needs, and will provide assistance with needs if and when possible.

Such needs may include:

– Geo-spatial information on the cross border area

– Any other information that the Executive Officer of the LDMG and the LEOCON and/or combat agency agree is important to the resolution of the event.

5.5   Accessing resources

It is important to note that most suppliers of goods and services within the Gold Coast – Tweed area, supply Councils and agencies on both sides of the border; and that it is likely during a disaster that impacts across the state border, the Gold Coast City LDMG and Queensland-based agencies, and the NSW LEOCON and combat agencies will seek to access the same pool of resources.

Hence, when this sub-plan is activated, the Executive Officer of the Gold Coast City LDMG or delegate, and the LEOCON and/or the NSW officer-in-charge of the combat agency responsible for the management of the event will:

- Consult to ensure that critical resources held in each State for response and recovery are made known for the benefit of all appropriate agencies in both States.

- Advise and consult each other when large quantities of a critical resource are to be accessed.

- Consult each other over the use of critical resources if it is likely that the supply of these resources will be insufficient to meet operational needs.

5.6   Coordination and preparation of public warnings and information

Due to the inter-connectedness of the Gold Coast and Tweed communities, it is essential when disaster events impact or are likely to impact across the State border, that the preparation and release of public warnings and information is coordinated.

Key potential issues relating to public warnings and information include:

- Different time zones across the border:

    o During summer months, New South Wales adopts Australian Eastern Daylight Summer Time (AEDT), and QLD continues to use Australian Eastern Standard Time (AEST), leading to difference of 1 hour between the States. This can lead to public confusion over community warning messages and calls for action, as public broadcasts are received on both sides of the border.

- Advising the public of activating/deactivating the emergency management arrangements in one State, when this is not the case in the other State:

    o For example, when one State activates its arrangements in preparation for an event, while the other State has not activated its arrangements due to a lower perceived threat, public concern in the cross border area can arise over safety issues. Likewise the stand down of arrangements in one State, prior to that in the other, may confuse the cross border community as to a premature return to safety.

- Issuing of Emergency Alerts (EA):

    o As many residents living in New South Wales are connected to Queensland telephone exchanges, it is possible that New South Wales residents may receive Emergency Alerts if activated from within Queensland, although the alerts may not have been activated from within New South Wales. This can lead to confusion in the cross border area.

To avoid this confusion, the Executive Officer of the Gold Coast City LDMG and the LEOCON and/or officer-in-charge of the NSW combat agency responsible for the management of the event, will:

- Consult during cross border disaster events to ensure that public information and warnings are coordinated, and to minimise public confusion

- Advise counterparts across the State border if telephone warnings are to be issued under the Emergency Alert System (EA)

5.7   *Requesting and providing assistance across the border*

This sub-plan/supporting plan recognises agency-level memoranda of agreement/understanding, and recognises that these agreements typically include arrangements for these agencies to share personnel and resources across the border.

However, when this sub-plan is activated, the Executive Officer of the Gold Coast LDMG, the LEOCON and/or officer-in-charge of the NSW combat agency responsible for management of the event, can request assistance from the disaster/emergency management system in operation in the other State.

5.7.1   Requesting assistance from Queensland

For New South Wales agencies to request assistance from the Queensland Disaster Management Arrangements, requests should be directed to the Gold Coast City Local Disaster Management Group via the Gold Coast City Disaster Coordination Centre or the Executive Coordinator Disaster Management, Gold Coast City Council.

- Gold Coast City Disaster Coordination Centre
    Phone: 07 5558 9812
    Fax: 07 5558 9888
    Email: ems1@goldcoast.qld.gov.au

- Executive Coordinator Disaster Management, Gold Coast City Council
    Phone: 07 5581 1578
    Fax: 07 5558 9888

5.7.2   Requesting assistance from New South Wales

For Queensland agencies to request assistance from the New South Wales emergency management arrangements, the Gold Coast City Local Disaster Management Group via the Gold Coast City Disaster Coordination Centre or the Executive Coordinator Disaster Management, Gold Coast City Council, should request assistance from the LEOCON via the Tweed Shire Local Emergency Management Officer.

- Local Emergency Management Officer

    Phone/fax: Refer to Appendix 4
    Email: lemo@tweed.nsw.gov.au

When resources are supplied across the border, normal account management procedures will apply; and the requesting agency will manage any funding issues that might apply under the Natural Disaster Relief and Recovery Arrangements (NDRRA) or State-based programs as applicable.

5.8   Damage assessment

5.8.1   Rapid damage assessment

Rapid damage assessment information is collected by disaster management authorities to provide a "snap shot" assessment of the impact of an event to gather a high level view of the overall situation and potential consequences, and to set initial priorities.   However, it is acknowledged that rapid damage assessment provides initial and often unconfirmed indicative information.

Typical methods of obtaining this information include:

– information provided by members, emergency services liaison officers and invitees of the LDMG and/or LEMC

– assessment data from Council's operational branches

– calls for assistance recorded at emergency services communications centres

– the tasking of emergency service assets

Information collected through rapid damage assessment processes should not be released publicly.

5.8.2   Contributing agencies

The following table lists key agencies from both States identified as having an important damage assessment role:

QUEENSLAND	NEW SOUTH WALES
Gold Coast City Council works units: • Construction Services • Maintenance Services • Traffic Management & Operations • Natural Areas Management • Lifeguard Services.	Tweed Shire Council works units: • Works, Recreation Services • Water, Natural Resources Management
Queensland Police Service	NSW Police Force
Queensland Fire & Rescue Service	NSW Fire Brigades and NSW Rural Fire Service
Emergency Management Queensland Queensland State Emergency Service	NSW State Emergency Service
Queensland Ambulance Service	NSW Ambulance
Allconnex (formerly Gold Coast Water)	Tweed Shire Council
Energex	Country Energy
Telstra	Telstra
Gas: Australian Pipeline Trust	Gas: Australian Pipeline Trust
Volunteer Marine Rescue Association and Australian Volunteer Coast Guard	Maritime Services
Department of Transport & Main Roads	Roads & Traffic Authority
Queensland Rail	Australian Rail Track Corporation
Community Groups	Community Groups

When this sub-plan is activated during a cross border disaster event, these agencies may be asked to report any known data in relation to:

– casualties

– key known damage within the community, including damage to critical infrastructure and losses of essential services

– significant events such as flooding and landslips

– significant road closures

5.8.3   Cross border coordination of damage assessments

For events that impact across the State border, the Executive Officer of the Gold Coast LDMG and the LEOCON and/or officer-in-charge of the NSW combat agency responsible for the management of the event will:

- Coordinate damage assessment actions

- Share damage assessment data

A Rapid Damage Form template for use in Queensland and/or New South Wales is included in Appendix 1.

5.8.4   Joint damage assessments

During large events with multiple community impacts, the Executive Officer of the Gold Coast City LDMG or delegate, and the LEOCON or officer-in-charge of the NSW combat agency responsible for the management of the event, may agree to form and coordinate cross-jurisdictional, multi-agency damage assessment teams to systematically collect and analyse impact assessment data in an impacted cross border area.

6   Back up communications systems

In the event of loss of normal telecommunications (telephone, mobile, fax and email), the Gold Coast City Local Disaster Management Group and the LEOCON and Tweed Shire Local Emergency Management Committee will maintain a redundant, backup communications system, to enable on-going coordination of cross border disaster/emergency management.

Appendix 4 of this sub-plan includes a list of satellite phones for use by the Executive Officer of the Gold Coast City Local Disaster Management Group and/or LEOCON, if required.

7   References

The sub-plan relies on legislation and guidelines found in the following documents:

Queensland

Disaster Management Act 2003

Emergency Alert Protocol V 1.1 December 2009

Gold Coast City Local Disaster Management Plan v5.1 22 February 2010

Queensland Disaster Management Planning Guidelines 2005 for Local Government

Local Government Act 2009

Queensland Fire & Rescue Act 1990 (Mutual Aid Agreement 2005)

New South Wales

Local Government Act 1993

NSW Fire Brigades Act 1989 (Mutual Aid Agreement 2005)

NSW Rural Fire Service Act 1997

Police Act 1990

State Emergency and Rescue Management (SERM) Act 1989

State Emergency Management Committee DISPLAN

State Emergency Services Act 1889

Tweed Local Emergency Management Committee DISPLAN

Other documents:

Australian/New Zealand Standard 4360.2004

Emergency Risk Management Guidelines, EMA

Recommendations from the Councils of Australian Government Review

Appendices

Appendix 1: Template for Rapid Damage Assessment Form (RDA)

Rapid Damage Assessment Form
Gold Coast City Council Disaster Coordination Centre
Phone:(07) 5558 9812   Fax: (07) 5558 9888   Email: dmu@goldcoast.qld.gov.au

Date & Time:	**Location / Sector**
Report from :	

General description of event:

Persons injured / deceased:

Any evacuations required:

Water inundation \ flood levels \ wildfires \ urban fires :

Damage to buildings:

Infrastructure or utilities damaged:
Roads blocked \ rail \ electricity \ water supply

Appendix 2: Template for Situation Report (SITREP) QUEENSLAND

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Situation Report

To: Disaster District Coordinator
          Gold Coast Disaster District
 	
CC: Eddie Bennett
          EMQ Regional Director SER
	From: Warren Day
	          Executive Officer
	          Gold Coast City Local Disaster Management Group

Date	**Time**	**Sitrep No.**

1. WEATHER

Local observations:	
Any difference from official weather reports:	

2. TRANSPORT
(If roads, airstrips etc closed, include estimated time of opening)

Road:	
Rail:	
Aviation:	
Marine:	
Other:	

3. COMMUNICATIONS
(If communications out, include estimated time of reconnection)

Telephone Network:	
Mobile Telephone Network:	
Radio (2-way):	
Broadcast Radio / TV:	

4. POWER
(If power out, include estimated time of reconnection)

Mains:	
Auxiliary:	

5. DAMAGE REPORTS

Buildings:	
Services:	
Environmental:	

6. POPULATION

Deceased:	
Injured:	
Missing:	
Homeless:	

7. EVACUATIONS

Numbers:	
Origin:	
Destinations:	
Evacuation Centres Activated:	
Transport Logistics:	

8. INDUSTRY

Council:	
Government Offices:	
Schools:	
Hospitals:	
Private Enterprise:	

9. LOCAL ARRANGEMENTS

Changes In Contacts:	
Problems Encountered:	
Staff / Resources Deployment:	

10. ONGOING ACTIVITIES
(Include brief details of current operations; politician visits, etc)

11. PROJECTED OPERATIONS
(Major problems next 24/48 hours.   Anticipated resource requirements, including food re-supply)

12. GENERAL OVERVIEW OF THE SITUATION

Author	Date	Time:	Executive Officer Warren Day Executive Officer Gold Coast City Local Disaster Management Group	Date	Time:
Signature			Signature		

Appendix 3: Template for Situation Report (SITREP) NEW SOUTH WALES

[Location] emergency operations centre

SITUATION REPORT

as at DD MMM/HHHH

Situation   *Document No:*

Name of Event:			
Event date:	Time:	hrs	EM District/s:
Location (Including Councils):			Map attached: Yes / No

Background of what has happened
Describe the makeup of the community and the area affected:

IMPACT

SOCIAL

Type	Description of Type, Description of Damage, No#)	Where, How Long, Attachment Ref#
Human		
Domestic Animal		
Homes and Content		
Vehicles		
Events		

BUILT

Type	Description of Type, Description of Damage, No#)	Where, How Long, Attachment Ref#
Public Safety		
Transport		
Communications		
Health		
Electricity		
Water		
Sewerage		
Fuels		
Essential Foods		
Waste and Pollution		
Community		
Education		
Media		
Government Services		
Non-Government Services		

NATURAL

Natural Environment	Description of Type, Description of Damage, No#)	Where, How Long, Attachment Ref#
Lands		
Waterways		
Natural Resources		
Native Animals		
Native Vegetation		

ECONOMIC

Type	Description of Type, Description of Damage, No#)	Where, How Long, Attachment Ref#
Primary Production		
Retail		
Industrial		
Manufacturing		
Small Business		
Tourism		
Mining		
Local Government		
State Government		

TACTICS

Combat Agency Controller (and location):					
Emergency Operations Controller (and location)					
Public Information Agencies (and facilities (PIIC, PICC, JIMT)):					
Supporting Agencies providing situation reports	NSWFB:	ASNSW:	SES:	RFS:	VRA:
	Health:	Agriculture:	Utilities:	Engineering:	Communications:
NSW Police:	NSW Maritime:	Local Govt:	Welfare:	Environment:	Transport:
Recovery:	PIFAC:	CT:	Meteorology:	Defence:	Other:
Key Contacts (including websites, phone numbers and email):					

RESOURCES

What actions have been taken to date:

What additional resources are planned:

EXTERNAL ASSISTANCE

What external assistance is requested / needed

PROGNOSIS (24HRS & 1-3 DAYS)

RECOVERY RECOMMENDATIONS

Recovery Committees:	Yes	No	Location:
Recovery Centres:	Yes	No	Location:
Recovery Coordinator:	Yes	No	

PROGNOSIS

Situation (Include weather, worst case scenarios, considerations)
Impacts
Tactics
Resources

Appendix 4: Key Contact List

Restricted distribution

Circulated under separate cover.

Appendix 4: Key Contact List