

Australian Capital Territory

Emergencies (Emergency Plan) 2012 (No 1)

Instrument NI2012–225

made under the

Emergencies Act 2004, Part 7.2 (Emergency Plan)

1 Name of instrument

This instrument is the *Emergencies (Emergency Plan) 2012 (No 1)*.

2 Commencement

This instrument commences on the day after it is notified.

3 Emergency Plan

In accordance with section 147 (2) of the *Emergencies Act 2004*, I make the emergency plan.

Mr Simon Corbell MLA
Minister for Police and Emergency Services
2 May 2012



Australian Capital Territory

Emergency Plan

Version	Version Four
Replaces	Version Three, 15 October 2010
Date of release	
Contact	ACT Emergency Service Agency 9 Amberley Avenue Fairbairn, ACT 2609 emergencymanagment@act.gov.au .

ACT Emergency Plan (2012).

Table of Contents

TABLE OF CONTENTS	II
AUTHORITY	VII
EMERGENCY PLAN STRUCTURE	VIII
PART 1 OVERVIEW	1
1.1 Aim	1
1.2 Objectives.....	1
1.3 Core Principles for Emergency Management in the ACT	1
1.4 Context.....	2
Geography of the ACT	2
Security in Government	2
Natural Hazards.....	2
1.5 Scope.....	3
PART 2 GOVERNANCE ARRANGEMENTS	5
2.1 Context.....	5
2.2 Legislative Arrangements.....	5
2.3 ACT Government Arrangements	5
2.3.1 Security and Emergency Management Committee of Cabinet	5
2.3.2 Security and Emergency Management Senior Officials Group	6
2.3.3 Security and Emergency Management Planning Group	6
2.3.4 Sub committees of SEMPG	6
2.4 National Arrangements	7
2.4.1 Council of Australian Governments	7
2.4.2 Standing Council on Police and Emergency Management	7
2.4.3 The Australian Health Ministers Conference	7
2.4.4 National Counter Terrorism Committee	7
2.4.5 National Emergency Management Committee	7
2.4.6 Australian Health Ministers Advisory Council.....	7
2.4.7 National Sub committees and Working Groups	7
PART 3 PREVENTION AND PREPAREDNESS	9
3.1 Context.....	9
3.2 Legislative Arrangements.....	9
3.3 Prevention and Mitigation	9
3.3.1 Emergency Risk Management	9

3.3.2	Climate Change and Adaptation	10
3.3.3	Business Continuity.....	10
3.3.4	Protective security	10
3.4	Preparedness	11
3.4.1	Roles and Responsibilities.....	11
3.4.1.1	Hazard Management Agencies.....	11
3.4.1.2	Supporting Agencies.....	11
3.4.2	Emergency Management Planning	11
3.4.2.1	Hazard Specific Sub Plans	12
3.4.2.2	Supporting Sub Plans.....	12
3.4.2.3	Other Planning arrangements	12
3.4.2.4	Commonwealth Planning Arrangements	12
3.4.2.5	Planning Hierarchy	13
3.4.2.6	Approval Process	13
3.4.2.7	Document Control Arrangements	13
3.4.3	Capability and Capacity.....	14
3.4.3.1	Information Management	14
3.4.3.2	Community Warnings and Public Information	14
3.4.3.3	Training and Exercising	14
3.4.3.4	Operational analysis and lessons learned	14
PART 4	RESPONSE AND RECOVERY ARRANGEMENTS	16
4.1	The Management of Emergencies in the ACT	16
4.1.1	The Framework for managing emergencies	16
4.1.2	The Dynamics of an Emergency	16
4.2	Response	17
4.2.1	Context	17
4.2.2	Concept of Operations for the management of emergencies in the ACT	17
4.2.2.1	Incident Management Systems	17
	Australasian Interagency Incident Management System	17
	Incident Command and Control System	17
4.2.3	Legislative Arrangements	18
4.2.3.1	ACT Chief Minister	18
4.2.3.2	Minister for Police and Emergency Services	18
4.2.3.3	Emergency Services Commissioner	19
4.2.3.4	Chief Police Officer	19
4.2.3.5	Chief Officers ESA	19

4.2.3.6	Chief Health Officer	19
4.2.4	Procedural arrangements for emergency declarations and appointments in the ACT	19
4.2.4.1	The Emergency Controller	19
	Authority to Appoint	19
	Appointment when there is a Declared State of Emergency	19
	Factors to consider in making appointment – no declared Emergency	19
	Recommendation to Appoint	20
	Determination of appropriate individual	20
	Powers of the Emergency Controller	20
	Procedures for appointment	20
4.2.4.2	Declaration of a State of Alert	20
	Authority to declare	20
	Factors to consider in making declaration	21
	Recommendation to Declare	21
	Procedures for declaration	21
4.2.4.3	Declaration of State of Emergency	21
	Authority to declare	21
	Factors to consider in making declaration	21
	Recommendation to Declare	22
	Procedures for declaration	22
4.3	Roles for Emergency Response in the ACT	23
4.3.1	Control and Command	23
4.3.1.1	Cabinet	23
4.3.1.2	Emergency Controller	23
4.3.1.3	Management Executive of the Emergency Controller	23
4.3.1.4	Lead Response Agency Controller	23
	Incident Control Centre	24
	Police Operations Centre	24
	Health Emergency Control Centre	24
	Forward Command Post or Police Forward Command Post	24
4.3.2	Coordination	25
4.3.2.1	Security and Emergency Management Senior Officials Group	25
4.3.2.2	Emergency Coordination Centre	26
4.3.2.3	Emergency Coordination Centre Coordinator	27
4.3.2.4	Agency Liaison Officers	27
4.3.2.5	Territory Crisis Centre	27

4.3.3	Information and Communications	27
4.3.3.1	Public Information Coordinator	27
4.3.3.2	Public Information Coordination Centre	28
4.3.4	Operational Arrangements and Relationships.....	29
4.3.5	Support to other Jurisdictions	31
4.3.5.1	Interstate and Commonwealth Assistance.....	31
4.3.5.2	Interstate Memoranda of Understanding	31
4.3.5.3	Emergency Services Cooperative Agreements	31
4.3.5.4	Commonwealth Assistance	31
4.3.5.5	Australian Defence Force Assistance.....	31
4.3.5.6	Pathways for Requesting Assistance	31
4.4	Recovery.....	32
4.4.1	Context	32
4.4.2	Legal Requirements	32
4.4.3	Initial Recovery	32
4.4.4	Long Term Recovery	32
4.4.5	Elements of Recovery	33
4.4.5.1	Psycho-Social Impacts - The ACT Community Recovery Sub Plan	33
	Evacuation.....	33
	Establishment of Evacuation Centres	34
	Recovery Centre.....	34
4.4.5.2	Economic Recovery	34
	Emergency Financial Assistance.....	34
	Insurance.....	34
	Commonwealth Government Assistance.....	34
4.4.5.3	Infrastructure Recovery.....	34
4.4.5.4	Environmental Recovery	35
PART 5	PLAN ADMINISTRATION	36
5.1	Review Requirements and Issue History	36
5.2	Distribution	37
5.3	Glossary.....	39
5.4	Acronyms	43
PART 6	ANNEXURES.....	45
	Annexure A – ACT and National Committees.....	45
	Annexure B - Lead Response Agencies for Identified Hazards.....	47
	Annexure C - Emergency Support Functions Responsible Agencies	50

Annexure D – Hazard Specific and Supporting Plans Framework	54
Annexure E – Template for the Appointment of an Emergency Controller (no declared emergency)	55
Annexure F - Template for the Appointment of an Emergency Controller (during a declared State of Emergency)	58
Annexure G – Template for the Declaration of a State of Alert	61
Annexure H – Template for the Revocation of a State of Alert.....	62
Annexure I - Template for the Declaration of a State of Emergency	63
Annexure J - Template for the Revocation of a State of Emergency.....	64
Annexure K - Relevant ACT Legislation.....	65
Annexure L- National Governance and Plans	66
Annexure M - National Principles for Disaster Recovery	68

Authority

The Australian Capital Territory Emergency Plan (The Plan) has been prepared by the ACT Emergency Services Commissioner in accordance with Section 147(1) of the *Emergencies Act 2004*.

This Plan replaces the previous ACT Emergency Plan that was made 15 October 2010.

In accordance with Section 147(2) of the *Emergencies Act 2004*, I make The Plan as the Emergency Plan for the Australian Capital Territory.

.....

Simon Corbell MLA

Minister for Police and Emergency Services

Dated: 2 May 2012

Emergency Plan Structure

Part One Overview

Part one provides the basis and scope of the Plan and the arrangements under which it operates.

Part Two – Governance Arrangements

Part two establishes the governance arrangements for emergency management in the Territory, including committee and consultation structures and reporting arrangements.

Part Three – Prevention and Preparedness

Part three identifies the agencies responsible for the management of hazards and supporting functions, and the planning arrangements and hierarchy for emergency management in the ACT.

Part Four– Response and Recovery Arrangement

Part four identifies those agencies that are responsible for responding to specific hazards and the key operational roles that may be established in an emergency. It establishes the framework for the effective coordination of the Territory's resources and provides arrangements for recovery from the consequences of emergencies.

Part Five – Plan Administration

Part five provides for the administration of the Plan, as well as a glossary of terms used.

Part Six - Annexures

Annexures list specific arrangements relevant to identified sections of the Plan.

Part 1 Overview

1.1 Aim

The ACT Emergency Plan describes the responsibilities, authorities and the mechanisms to prevent, or if they occur, manage emergencies and their consequences within the Australian Capital Territory (ACT) in accordance with the requirements of the ACT *Emergencies Act 2004*.

1.2 Objectives

The objectives of the ACT Emergency Plan are to:

- outline the principles for emergency management in the ACT;
- describe how the components of emergency management in the ACT work together under a single, comprehensive and flexible framework;
- identify roles and responsibilities related to identified hazards and associated emergencies;
- identify, in relation to each different form of hazard, the lead agency primarily responsible for controlling the response to the emergency;
- provide for the coordination of the activities of other agencies in the Territory and elsewhere in support of a lead response agency in the event of an emergency; and
- identify the key roles and responsibilities that may be activated during an emergency.

1.3 Core Principles for Emergency Management in the ACT

The emergency management arrangements in this plan are based on the following core principles which are intended to guide balanced, effective and efficient emergency management.

- The *comprehensive approach* which encompasses the spectrum of Prevention, Preparedness, Response and Recovery (PPRR) will be applied.

This approach allows ACT Government agencies and the community to approach emergency management in a comprehensive and structured manner. Flexibility in this framework is necessary and emphasis on a particular category may vary between individuals, organisations and locations, and over time.

(Note: for the definition of Prevention, Preparedness, Response and Recovery refer to the glossary.)

- An *all hazards* approach for managing the possible effects of emergencies will be applied.

A range of hazards can cause similar problems. Actions such as warning, evacuation, medical services and community recovery may be required prior to, during and following emergencies. Many hazards require specific response and recovery measures along with specific prevention and mitigation measures.

- All agencies are involved to some extent in emergency management.

The context of emergency management for different agencies varies and this Plan relies on cooperative, coordinated and consultative relationships between the ACT Government, and its agencies, the Commonwealth Government, and the private sector and community organisations. Agency context may include:

- ensuring the continuity of their business or service;
- protecting their own interests and personnel;
- protecting the community and environment from risks arising from the activities of the organisation; and
- protecting the community and environment from credible risks.

- Public safety and community engagement is fundamental to effective emergency management in the ACT.

The Plan establishes the basis for communication and media strategies to ensure effective and timely provision of accurate information to the public. The ACT Government will maintain effective relationships with the community of the ACT to enable the public and the private sector to mitigate against the impact of emergencies.

1.4 Context

Geography of the ACT

The ACT is a self-governing territory entirely surrounded by the State of New South Wales. Recognising that many of the hazards that threaten the ACT will have cross jurisdictional implications, emergency management arrangements in the ACT are closely aligned and integrated with NSW arrangements.

The topography of the ACT is characterised by rugged mountains in the west and south, and plains and hill country in the north, with approximately 60% of the Territory hilly or mountainous. The highest peak is Bimberi Peak at 1910 metres in the south east, and the lowest point is at 450 metres where the Murrumbidgee River crosses the ACT / NSW border in the north west.

The total area of the of the ACT is 236,000 hectares (2360 km²), consisting of

- 16,000 ha urban area;
- 169,000 ha of national parks and nature reserves;
- 42,500 ha of rural lease; and
- 8,500 ha. Commonwealth Land and other leases.

The population of the ACT as at 30 June 2009 was approximately 352,000 with approximately 133,500 households.

Security in Government

The ACT is the seat of the Australian Government. Consequently, within the ACT are a large number of Commonwealth Government departments and agencies, and these are spread across the ACT.

Also present in the ACT are embassies, high commissions and consulates of other nations, with these mainly concentrated in the inner south region of Canberra. The higher than average concentration of foreign officials within the ACT presents specific challenges during an emergency incident.

The likelihood of Canberra being a focus for political groups and issue motivated groups means the Territory must maintain its preparedness in relation to emergent security issues and be prepared to respond effectively to any acts of violence or terrorism.

Natural Hazards

Between 1939 and 2003, the ACT has experienced severe bushfire events when intense bushfires burnt over thousands of hectares and in some cases entered urban areas under the influence of high temperatures, dry conditions and strong winds. The worst of these was in January 2003 and which resulted in the loss of four lives, destroyed over 500 dwellings and incurred the highest cost of any natural disaster in the ACT, including property losses valued between \$600 million and \$1 billion.¹

While significant flooding events in Canberra are not frequent, there have been major events, including the flash flood that occurred on Australia Day 1971 which killed seven people including four

¹ From: *The Canberra Firestorm, Inquests and Inquiries into Four Deaths and Four Fires between 8 and 18 January 2003*. Coroner Maria Doogan December 2006

children, injured 15 and affected a further 500 people. The insurance damage at the time was estimated at \$9 million. It was estimated that around 95mm of rain fell in one hour during this event.²

Severe thunderstorms occur in this region and in recent years such storms have been frequent, with extensive damage occurring on 2 December 2005, New Year's Eve 2006 and in February 2007.

Canberra has experienced on average one earthquake per year for the past 50 years. It lies within a broad north east – south west trending belt of epicentres. The largest events recorded in this zone were of Richter magnitude ML 5.6, the same size as the December 1989 Newcastle earthquake.

With extreme weather conditions and natural disasters expected to continue, the requirement for a clear and robust Emergency Plan is paramount.

1.5 Scope

The *Emergencies Act 2004* (the Act) sets out the emergency management arrangements in the ACT. The objects of the Act include:

- protect and preserve life, property and the environment; and
- provide for effective emergency management that;
 - has regard to the need to prepare for, prevent, respond to and recover from emergencies; and
 - takes an all-hazards approach to emergency management; and
- to provide for the effective and cohesive management by the Commissioner of the State Emergency Service, the Ambulance Service, Fire and Rescue and the Rural Fire Service; and
- recognise the value to the community of all emergency service members, including volunteer members.

The Act provides for the preparation of the Plan, which must include details of a plan for an emergency if there is a reasonable possibility of the emergency happening in the ACT, and a community communication and information plan.

The Act provides for the appointment of the ACT Emergency Services Commissioner who is the public servant responsible for the overall strategic direction and management of the emergency services, community education and improving community preparedness for emergencies. The Commissioner leads the ACT Emergency Services Agency (ESA), a business unit of the ACT Justice and Community Safety Directorate.

The Act also establishes the ACT State Emergency Service, the ACT Ambulance Service, ACT Fire and Rescue and the ACT Rural Fire Service known collectively as the ACT emergency services, which operate administratively as part of the ESA. Chief Officers of the services are the public servants responsible for emergency response and for matters relating to professional and technical expertise, capability, operational planning, community awareness and preparedness.

The Director General of the Justice and Community Safety Directorate is responsible for appointment of the Commissioner, the Chief Officers and the general administration of the Act.

ACT Policing is a business unit of the Australian Federal Police and is responsible for the delivery of community policing services to the ACT. These services are provided in accordance with the arrangement between the Minister for Home Affairs, Justice, Privacy and Freedom of Information of the Commonwealth and the Australian Capital Territory for the provision of Police Services to the Australian Capital Territory.

The Policing Arrangement also provides for the establishment of a Purchase Agreement between the ACT Minister for Police and Emergency Services (the Minister), the Commissioner of the AFP and the Chief Police Officer for the ACT for the provision of policing services to the ACT. The Purchase

² From: *Emergency Management Australia Disasters Database*, www.ema.gov.au/ema/emadisasters.nsf/

Agreement specifies the type and level of services required by the ACT Government from ACT Policing on an annual basis.

The Plan recognises the roles and functions of the Chief Minister, the Minister and the Cabinet, and the provision of advice on matters relating to emergency management in the ACT by the Security and Emergency Management Senior Officials Group (SEMSOG).

The Plan provides for an integrated emergency response, utilising the skills and resources of all relevant ACT Government agencies and the community to respond to emergencies. The Plan also aims to ensure identified arrangements are scalable and flexible so they can be adapted as required.

The Plan recognises the role, functions and capacity of the ACT Government and its agencies in discharging local and territory government functions and national level engagement. PPRR arrangements will be scaled appropriately to reflect the geographic, demographic, social and political nature of the Territory.

Reflecting the capacity of the Territory to respond to incidents and its location, it is inevitable that significant emergencies are likely to be cross jurisdictional in their impacts and require the collective application of the capacity and capability of the resources of the ACT and surrounding jurisdictions. The Plan provides for cooperative arrangements with other jurisdictions for effective and integrated response to emergencies.

The Plan recognises the important role of the ACT local media in emergency management. The media provides significant support to emergency services in assisting in the delivery of education and awareness programs, and has a critical role in disseminating information, advice and warnings when emergencies occur.

Part 2 Governance Arrangements

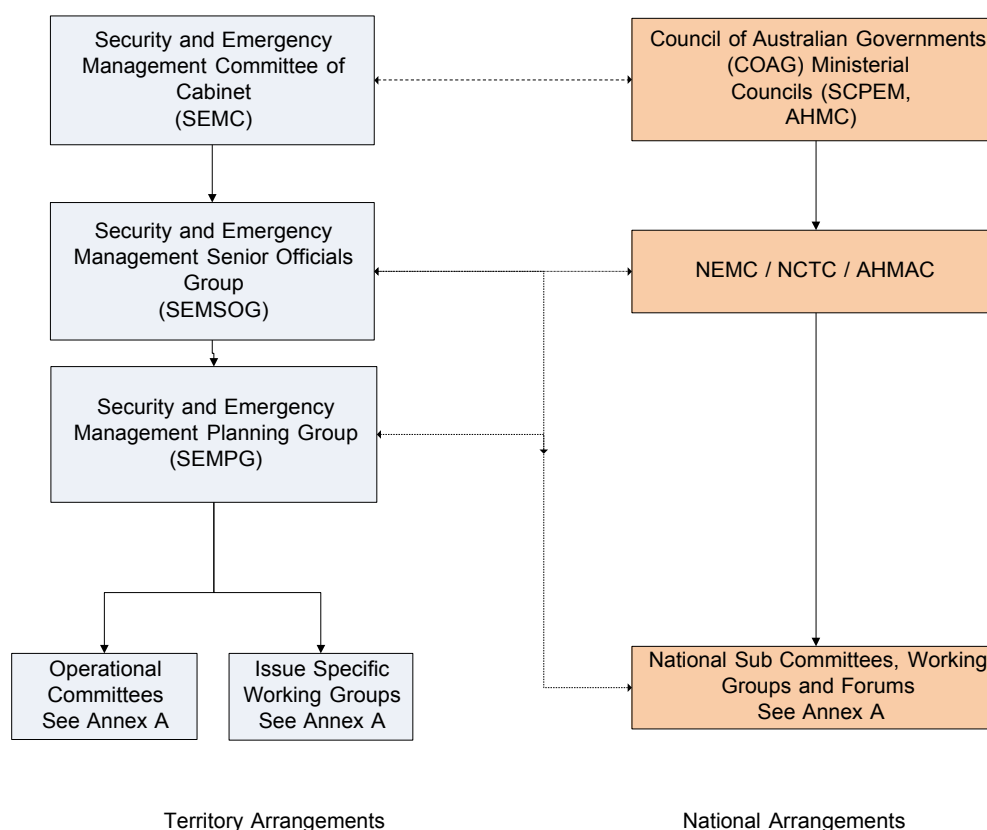
2.1 Context

The ACT Government's relationships with the Commonwealth Government, non-government organisations, industry and property owners are increasingly important for planning and operational aspects of emergency management that support community resilience.

The governance arrangements established in this Plan provide the necessary forums, mechanisms and procedures for communication, liaison and coordination between the ACT Government, its Agencies, the community, private sector and national emergency management bodies.

Figure 1 below details the relationship of the key ACT and national forums for emergency management, which are further described below.

Figure 1 – Governance arrangements for emergency management prevention and preparedness in the ACT.



2.2 Legislative Arrangements

The Act establishes strategic and whole of government arrangements for emergency management in the ACT.

The SEMSOG is established under section 141 of the Act.

2.3 ACT Government Arrangements

2.3.1 Security and Emergency Management Committee of Cabinet

The Security and Emergency Management Committee of Cabinet (SEMC) provides general strategic direction to the ACT Government's prevention and preparedness arrangements for emergencies under the all-hazards planning framework.

Membership and governance of SEMC is established in the *ACT Government Cabinet Handbook (2009)*, or subsequent revisions.

SEMC will not be activated for specific emergencies.³

2.3.2 Security and Emergency Management Senior Officials Group

The SEMSOG is the primary mechanism for ensuring cooperation and coordination of activities between ACT Government agencies in planning for and responding to emergencies.

In exercising its functions, SEMSOG seeks to:

- enhance emergency management capabilities, reduce community vulnerability to the effects of emergencies, and improve emergency management awareness and training;
- coordinate and develop whole of government emergency management policy arrangements and related sub plans;
- provide for the coordination and review of specific emergency management matters between government entities for consideration by the SEMC;
- provide advice to the Minister and the Chief Minister about security and emergency management, and support the Emergency Services Commissioner in emergency management; and
- provide policy advice to the Emergency Controller and Cabinet during emergencies (see 4.3.2.4 below).

2.3.3 Security and Emergency Management Planning Group

The Security and Emergency Management Planning Group (SEMPG) comprises officials from all relevant ACT Government agencies. SEMPG is tasked with developing, implementing and reviewing specific protective security, counter terrorism and emergency management plans and procedures.

Where appropriate, SEMPG may review the management of emergencies that have occurred in the region to identify and promote opportunities for improved emergency management.

SEMPG reports to SEMSOG and may be supported by sub committees or working groups as required.

2.3.4 Sub committees of SEMPG

Sub Committees or Working Groups to the SEMPG may be established to:

- undertake, coordinate and oversight emergency management arrangements that may be routine and ongoing;
- promote opportunities for improved emergency management including checking that plans and arrangements are interoperable;
- provide for external stakeholder engagement and input to emergency management planning in the ACT; and
- complete defined projects within a specified period of time.

Sub committees and Working Groups will report to SEMPG in accordance with agreed governance arrangements.

Annexure A identifies existing sub committees and working groups of SEMPG in the ACT.

³ As described in 4.2.1.1 of the Plan, the Cabinet will provide strategic leadership to the ACT Government's response to emergencies requiring whole-of-government coordination. In this role, it would be supported by advice from officials with particular responsibility for managing the incident, SEMSOG and the Emergency Controller if one has been appointed under the Act.

2.4 National Arrangements

2.4.1 Council of Australian Governments

The Council of Australian Governments (COAG) is the peak intergovernmental forum in Australia. COAG comprises the Prime Minister, State Premiers, Territory Chief Ministers and the President of the Australian Local Government Association (ALGA).

The role of COAG is to initiate, develop and monitor the implementation of policy reforms that are of national significance and which require cooperative action by Australian governments.

2.4.2 Standing Council on Police and Emergency Management

Reporting to COAG is the Standing Council on Police and Emergency Management (SCPEM). This council replaces the Ministerial Council for Police and Emergency Management - Emergency Management. SCPEM oversees national emergency management arrangements. The objectives of the SCPEM are to oversee the implementation of the natural disaster resilience framework, provide national leadership and strategic direction on emergency management and encourage best practice in emergency management among jurisdictions.

SCPEM is chaired by the Commonwealth Attorney General and the ACT is represented by the Minister.

2.4.3 The Australian Health Ministers Conference

The Australian Health Ministers Conference (AHMC) has the role and objective of providing a forum for Australian, State and Territory Governments and to discuss matters of mutual interest concerning health policy, health services and programs and promote a consistent and coordinated national approach to health policy development. Membership comprises Australian Government, State, Territory and New Zealand Ministers.

2.4.4 National Counter Terrorism Committee

The National Counter Terrorism Committee (NCTC) is a senior officials group and the national coordinating body for counter terrorism in Australia. The NCTC reports directly to COAG and provides for the coordination of a nation-wide cooperative framework for counter terrorism and its consequences. It is co-chaired by the Department of Prime Minister and Cabinet and a State/Territory senior official and comprises senior representation from relevant Australian Government agencies and police services from each jurisdiction.

The ACT is represented on the NCTC by the Chief Police Officer and the Justice and Community Safety Directorate.

2.4.5 National Emergency Management Committee

The National Emergency Management Committee (NEMC) is the senior officials body to support the SCPEM on issues relating to emergency management. The NEMC reports directly to COAG on issues relating to disaster resilience requiring a whole-of-government view or that lie outside the remit of the emergency management agencies. The NEMC will oversee implementation of COAG's disaster resilience agenda.

The ACT is represented on the NEMC by senior officials of the Justice and Community Safety Directorate including the Emergency Services Commissioner.

2.4.6 Australian Health Ministers Advisory Council

The Australian Health Ministers Advisory Council (AHMAC) has the role and objectives of advising the AHMC on strategic issues relating to the coordination of health services across the nation and operating as a national forum for planning, information sharing and innovation. Membership comprises the Head (plus one other senior officer) of each of the Australian Government, State and Territory and New Zealand Health Authorities.

2.4.7 National Sub committees and Working Groups

The committees identified above have a number of groups established as Sub Committees, Working Groups or Forums:

- sub committees undertake national programs that require ongoing strategic direction and input from the national committees;
- working groups are established to complete a defined national projects within a specified period of time; and
- forums are established to discuss largely jurisdictional responsibilities to promote information sharing and networking.

Where appropriate to the ACT's requirements for engagement, the ACT will be represented on these groups. In addition to ongoing contribution and support to the groups, ACT representatives will report on matters considered by these groups through SEMPG and SEMSOG.

Annexure A identifies existing ACT and national subcommittees and working groups and reporting arrangements on which the ACT is represented.

Part 3 Prevention and Preparedness

3.1 Context

In the context of the Plan, arrangements for prevention establish a shared awareness and understanding of risk in the ACT, including the mechanisms and key considerations that will be applied in addressing risk.

Accountability for the management of risks in the ACT is defined and supported by a planning framework that ensures agencies have in place preparedness arrangements to respond to emergencies when they occur.

3.2 Legislative Arrangements

Section 147 of the Act establishes the requirement for, and basis of, the Plan. This section also identifies the ACT Emergency Services Commissioner as the person responsible for preparing the draft Plan and for monitoring the scope and effectiveness of the Plan. Section 143 requires SEMSOG to support the Commissioner in the preparation of the Plan. Section 149 of the Act requires that the Plan must include a Community Communication and Information Plan.

3.3 Prevention and Mitigation

Prevention and mitigation can be achieved through strategic oversight of the relevant research, risk assessment and risk reduction activities within the ACT across all levels of government. This can include but is not limited to:

- providing information on hazards so priorities can be set for risk reduction activities; and
- supporting agencies, critical infrastructure owners and other organisations in hazard research and risk assessment activities.

The strategies for prevention and mitigation below need to be considered in the development of Sub Plans to the Plan.

3.3.1 **Emergency Risk Management**

The level of risk is used to describe the likelihood and consequences arising from the interaction of hazards, communities and the environment.

Risk management is a systematic application of management policies, procedures and practices to the tasks of identifying, analysing, evaluating, treating and monitoring risk.

All ACT Government agencies are involved with risk management to some degree. This may include ensuring the continuity of their business or service, protecting their agency interests and personnel and protecting the community and environment from risks arising from the activities of the agency.

Accepted risk prevention measures in accordance with *ISO 31000:2009 Risk Management – Principles and Guidelines* include:

- risk avoidance, that is not proceeding with the activity likely to generate the risk;
- risk reduction in the likelihood of harmful consequences occurring by modification of the source of risk;
- consequence reduction of the risk occurring by modification of susceptibility and/or increasing resilience;
- risk transfer resulting in another party sharing or bearing the risk; and
- risk retention by accepting the risk and planning to manage its consequences.

The principles of Emergency Risk Management will be used to inform and develop Hazard Specific and Supporting Sub Plans.

ACT Government Agencies will develop projects that will aid in mitigating disasters and provide appropriate emergency management capability and capacity consistent with a framework based upon a Territory wide prioritised natural disaster risk assessment. The analysis and treatment of risk will consider the National Disaster Resilience Framework, which articulates the high level disaster resilience agenda which was established by MCPPEM-EM and will continue to be implemented through SCPEM. The framework sets clear guidance and principles for the emergency management sector in contributing to a disaster resilience agenda being pursued across all jurisdictions and all levels of government.

3.3.2 Climate Change and Adaptation

The impacts of climate change are likely to have significant implications for our environment, economy and community. Many of these impacts will be on the emergency management sector and appropriate planning is required for climate change to ensure our environmental, social and economic systems are able to cope. Current practice indicates that to effectively respond to climate change, a comprehensive and integrated process is required that;

- scopes and assesses the components of vulnerability within a region;
- assesses climate change risks and opportunities to identify priorities; and
- results in the development and implementation of climate change adaptation strategies to address priority risks and capitalise on opportunities.

The ACT Government is undertaking the development of a Climate Change Adaptation framework. As part of this framework, the government aims to prioritise climate change work and responses within a number of related current ACT policy and strategy reviews and developments.

In the development of Hazard Specific and Supporting Sub Plans, Agencies are required to consider issues associated with Climate Change, and where appropriate, identify appropriate mechanisms for adaptation.

3.3.3 Business Continuity

Agencies must build business continuity management into government processes to underpin organisational resilience and support the continued delivery of the agency's essential business in the face of disruptions caused by all types of hazards.

3.3.4 Protective security

Protective security policies and arrangements based on sound security risk management should be considered, where appropriate, in the broader context of any mitigation strategy. Effective application of protective security policies and arrangements assists in mitigating against the risk of emergency incidents which may occur as a result of a deliberate act.

3.4 Preparedness

3.4.1 Roles and Responsibilities

3.4.1.1 Hazard Management Agencies

As defined in the Dictionary of the Act, Hazard relates to a thing (including an intrinsic property of a thing), or a situation, with potential to;

- cause the death of or harm to a person; or
- damage property or the environment.

Hazard Management Agencies are identified for specific hazards for the coordination of resources, information and knowledge for each hazard and undertake the appropriate level of emergency planning for the hazard.

In general, but not always, the Hazard Management Agency will be Lead Response Agency for a particular hazard as identified at Annexure B.4.

A number of different government and non government agencies may have the responsibility for managing the elements of Prevention, Preparedness, Response and the initial phases of Recovery for a given hazard.

Ensuring effective arrangements are in place for different hazards will be dependent on support from, and collaboration with these bodies, and the Hazard Management Agency is responsible to identify and ensure appropriate coordination and input of advice from relevant agencies.

3.4.1.2 Supporting Agencies

Support relates to those essential services, personnel or materials that support the operations of the Lead Response Agency that may arise from a range of different hazards.

Support may include recovery arrangements, as well as incident based support in response to an emergency such as rescue, mass casualty and fatality management.

Supporting Agencies are those that:

- provide essential services, personnel or materials to support the operations of the Lead Response Agency;
- provide the single point of reference and advice to SEMSOG on the adequacy of the supporting agency functions; and
- manage the coordination of resources, information and knowledge for the supporting function and undertake the appropriate level of emergency planning.

Annexure C identifies those support functions that may be required by Lead Response Agencies and the Agency responsible for the delivery of Supporting Sub Plans.

3.4.2 Emergency Management Planning

Section 148 of the Act provides that the Plan must include a plan for an emergency if there is a reasonable possibility of the emergency happening in the ACT. Sub Plans form part of this Plan, however will be prepared separately in order to establish the appropriate level of detail to appropriately address emergency management requirements for the particular hazard or supporting function.

⁴ The hazard groups identified in this table are not intended to be exhaustive and changes to them can be made by agreement through the consultation framework over the life of this plan. They can also be altered as required during emergencies.

Sub Plans may be prepared when the management arrangements necessary to deal with the effects of the hazard or the supporting function:

- differ from the routine operational and coordination arrangements of agencies, including long running incidents;
- require specific measures to reduce potential impacts on life, property or the environment of the ACT;
- require the application of the resources and capability of multiple ACT Agencies or cross jurisdictional resources; or
- where otherwise identified in this Plan.

Annexure D identifies the relationship of this Plan, the Hazard Specific Sub Plans and Supporting Sub Plans. As required, additional sub plans may be prepared to address specific hazard or support functions.

3.4.2.1 Hazard Specific Sub Plans

Hazard Specific Sub Plans are prepared to ensure the delivery of comprehensive emergency management arrangements relevant to the hazard.

Hazard Specific Sub Plans will be prepared consistent with the framework of PPRR for identified hazards.

The development of Hazard Specific Sub Plans will be led and coordinated by the identified Hazard Management Agency.

Annexure B identifies those Hazard Specific Sub Plans required to be prepared under this Plan.

3.4.2.2 Supporting Sub Plans

Supporting Sub Plans will also be prepared as specific sub plans to the Emergency Plan where operational arrangements and functions may arise from a range of hazards, such as arrangements for recovery, mass casualty and fatality management. These plans will generally be focussed on functional arrangements to provide support to lead agencies, and need not apply the comprehensive framework of PPRR.

The development of Supporting Sub Plans will be led and coordinated by the identified Supporting Agency.

Annexure C identifies those Supporting Sub Plans required to be prepared under this Plan.

3.4.2.3 Other Planning arrangements

As required, operational plans, procedures and doctrines may be prepared to support emergency management arrangements in the ACT. These arrangements will usually be agency specific, and do not form specific sub plans to the Plan. They may include

- operational plans for significant events, such as mass gatherings and major community or political events to direct police and emergency services in operational response specific to the particular event; or
- operational procedures and doctrine to assist emergency services and Agencies in responding to incidents that have a low level of complexity and require limited interagency coordination of resources. Such arrangements are at the tactical or operational level, and provide the general day to day operational framework for response and supporting agencies. These arrangements will usually underpin the more complex and specific sub plans of the Plan.

3.4.2.4 Commonwealth Planning Arrangements

The Australian Government through Emergency Management Australia within the Attorney-General's Department has responsibility for Commonwealth disaster-related coordination and national security. A number of strategic national plans are in place to facilitate these arrangements and are identified at Annexure L.

3.4.2.5 Planning Hierarchy

Planning requirements shall be consistent with the nature and potential impacts of a hazard and requirements for support.

Annexures B and C identify the appropriate level of planning required consistent with the following ranking:

- tier 1 - Hazard Specific Plans and Supporting Plans required as Sub Plans to this Plan;
- tier 2 – Agency specific operational plans required for hazard or support requirements, but not as a Sub Plan to this Plan; and
- tier 3 – hazard or support requirements appropriately covered through Standard Operating Procedures and agency doctrine.

3.4.2.6 Approval Process

Under Section 147(2) of the Act, the Minister must in writing make an Emergency Plan for the ACT, which includes (under Section 148 of the Act) the tier one Hazard Specific Sub Plans and Supporting Sub Plans (Sub Plans) as described in 3.4.2.5 above.

The Minister may delegate the making of some Sub Plans to the Emergency Services Commissioner.

The endorsement process for Sub Plans will be undertaken as follows:

- the Sub Plan is prepared by the relevant agency for development and / or consideration by SEMPG;
- following agreement by SEMPG, the Sub Plan is presented by the relevant Chief Officer or Statutory Office Holder or responsible officer to SEMSOG for consideration;
- following agreement by SEMSOG, the Sub Plan is endorsed by the Chair of SEMSOG and is recommended by the relevant Chief Officer or Statutory Office Holder or responsible officer to the Emergency Services Commissioner and;
- if the Minister has delegated the making of the Sub Plan to the Emergency Services Commissioner, the Commissioner may then make the Sub Plan; or
- if the Minister has not delegated the making of the Sub Plan to the Emergency Services Commissioner, the Commissioner may then recommend that the Minister make the Sub Plan.

If required by the Minister, the Emergency Plan and any Sub Plan made under it may also be submitted to SEMC for noting.

Other operational plans and procedures (tier 2 and 3 Plans as described above) will be approved by the appropriate lead agency or supporting agency, as identified in Annexures B and C.

3.4.2.7 Document Control Arrangements

Arrangements to ensure the control of documents that include this Plan and its sub plans will be developed and maintained by the ESA. These arrangements should include as a minimum the:

- roles and responsibilities related to the management of documents;
- the infrastructure used to support document management;
- standards for document preparation and review;
- methods for document change control and review;
- arrangements for document storage, backup and retention; and
- register of Sub Plans including indicative timelines for review.

Where appropriate, there will be restriction on distribution of Sub Plans and agency procedures and doctrine where information is classified under Territory or National protective security arrangements.

3.4.3 Capability and Capacity

Capacity and capability refers to the processes, systems, assets and supplies that enable resources for response and recovery to be assigned in a safe and efficient manner.

The requirements for capability and capacity will be addressed in detail through Hazard Specific Sub Plans and Supporting Sub Plans and should consider the following key elements of capability and capacity that apply across agencies.

3.4.3.1 Information Management

Plans will ensure processes are maintained so information is shared during operations in an appropriate and timely manner. This includes the sharing of information in order to better facilitate response as well as arrangements for progressively reporting the status of incidents to Territory Agencies and the Government.

The Lead Response Agency is responsible for providing information about an emergency. This may utilise a range of mechanisms, including existing agency procedures and protocols.

3.4.3.2 Community Warnings and Public Information

In emergency management, it is a priority to provide timely, accurate and consistent information to the media and the community. Strategies for community warnings and information should include:

- information that reflects current knowledge and understanding of how the community should prepare for and respond to different hazards;
- information and advice that is targeted for communities and individuals vulnerable to hazards;
- utilisation of a range of mediums for the dissemination of information; and
- the use of the Standard Emergency Warning Signals and telephony warning systems.

In providing public information and warnings, specific consideration will be given to community groups with special needs that can impair their capacity to access and appreciate the warnings and public information being provided.

The ACT will establish and maintain formal agreements between the ESA and local ACT media outlets, and develop Memoranda of Understanding to provide for the provisions of warnings and information to the community and advice to assist the community in preparing for emergencies.

3.4.3.3 Training and Exercising

The ACT will undertake exercises and workshops to examine and assess the effectiveness of emergency arrangements.

Training and exercising of this Plan and its sub plans will be undertaken on a routine basis to ensure Agencies are familiar with and understand the described emergency arrangements, and to provide for ongoing review of arrangements.

Exercises should also be conducted when:

- a plan or a set of arrangements within a plan is new;
- substantial changes have occurred, or are imminent:
 - to the plan or interfacing plans or related legislation;
 - with key personnel, positions or functions across the PPRR spectrum; or
 - relevant to new or emerging sources of risk.

3.4.3.4 Operational analysis and lessons learned

The ACT will seek to analyse the response to and impacts of emergencies for future learning and adjust strategies where this new information and knowledge will result in improved outcomes.

Formal debriefings and analysis of findings following emergencies may be undertaken and the factors that may be considered in undertaking this analysis include:

- where the Lead Response Agency requests the analysis;
- substantial resources were engaged;
- there was loss of life or injuries or safety was compromised;
- damage to assets was significant;
- significant recovery issues were raised; or
- where requested through the SEMSOG.

Part 4 Response and Recovery Arrangements

4.1 The Management of Emergencies in the ACT

4.1.1 The Framework for managing emergencies

The framework for managing emergencies in the ACT encompasses the key functional areas of:

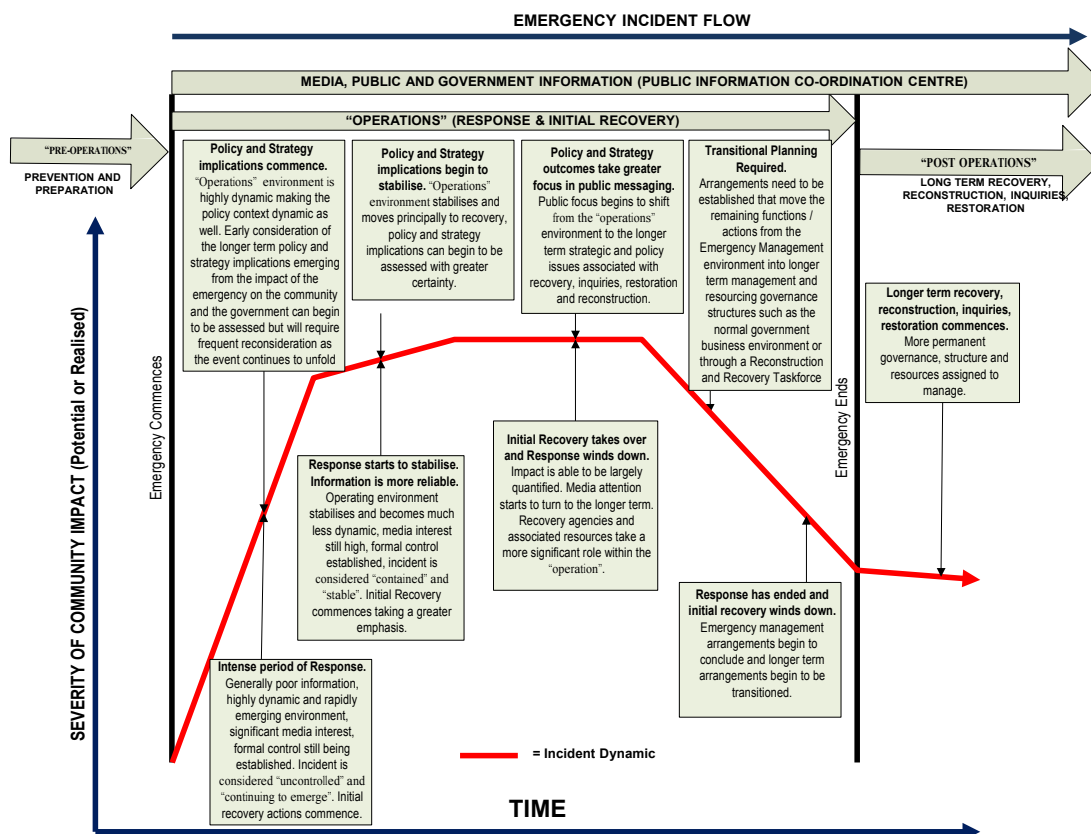
- **Command and Control:** the overall direction of the activities, agencies or individuals concerned and direction of members and resources to respond to an emergency;
- **Coordination:** bringing together of agencies and individuals to support the response to an emergency; and
- **Information and Communication:** the provision of information, advice and warnings relating to an emergency situation to the government and the community.

4.1.2 The Dynamics of an Emergency

Two phases can be used to describe the flow of an emergency, being the -Operations phase and the -Post Operations phase. Figure 2 below provides schematic representation of these dynamics.

- The Operations Phase is contextualised by the initially dynamic and emerging, but over time, stabilising operational environment which results in impacts on the community with adverse consequences. While the focus of resources will be on Response and Initial Recovery, early consideration of the implications of the emergency will be undertaken along with planning for the longer term policy and strategic implications as the emergency stabilises.
- The Post Operations phase is contextualised by the notional ending of response activities within a stabilised environment in which the impact, effects and consequences of the emergency are understood. This phase involves such matters as long term recovery, reconstruction, inquiries and restoration.

Figure 2: Emergency incident dynamics



ACT Emergency Plan (2012).

4.2 Response

4.2.1 Context

For the Plan, response refers to the deployment of resources to save lives, protect property and the environment, and preserve the social and economic structure of the community. This includes, but is not limited to:

- activating and deploying resources and capabilities;
- arranging the deactivation and stand down of resources;
- coordinating support functions (including supporting initial recovery);
- dissemination of warnings; and
- gaining and maintaining situational awareness flow of operational information.

Annexure B identifies the Lead Response Agency to undertake response to emergencies in the ACT.

Emergencies where ACT emergency services are the Lead Response Agency may include bushfire, urban and structural fires, storms and flooding. As part of the ESA, the Chief Officers are responsible for the response to these emergency events in the ACT.

Emergencies where ACT Policing may be the Lead Response Agency include public disturbance, transport accidents, suspected criminal actions and suspected terrorist related acts or incidents. ACT Policing may undertake the control of these emergencies through the Police Operations Centre.

Other Directorates may also be identified as the lead agency for some incidents. For example ACT Health will be the lead agency in the event of a public health issue such as pandemic influenza.

4.2.2 Concept of Operations for the management of emergencies in the ACT

ACT Agencies respond to a wide range of incidents and emergencies on a daily basis. The majority of these responses involve only one agency however, large scale, long duration and complex incidents or emergencies require a coordinated multi-agency response.

4.2.2.1 Incident Management Systems

The use of an Incident Management System (IMS) is an important element across multijurisdictional or multiagency incident management activities. It provides a structure to enable agencies with different legal, jurisdictional, and functional responsibilities to coordinate, plan, and interact effectively. In the ACT, two incident management systems are applied:

Australasian Interagency Incident Management System

The Australasian Interagency Incident Management System (AIIMS) is the IMS adopted by the ESA Services and ACT Health to provide a management framework for all incident types, from first response to demobilisation that maximises the opportunity for seamless integration of a range of emergency response agencies.

Whilst AIIMS operates at the incident level, it provides a common, well structured foundation for greater understanding across the various agencies (emergency and non-emergency alike) and enables better formulation of emergency management arrangements at the state and national levels.

AIIMS incorporates the functional areas of Incident Control, Operations, Planning and Logistics.

Incident Command and Control System

The system of command and control endorsed by the NCTC and used by ACT Policing is known as Incident Command and Control System (ICCS). It is used by ACTP for all incidents requiring a coordinated response, regardless of the incident type.

The principles of AIIMS are consistent with those of ICCS, which incorporate the functional areas of Command, Planning, Administration & Logistics, Operations, Investigation, Intelligence, Media and Public Information.

4.2.3 Legislative Arrangements

The Act defines an emergency as -an actual or imminent event that requires a significant and coordinated response. Examples of such events include:

- fire, flood, storm or earthquake;
- accident or explosion;
- epidemic or animal disease; and
- shortage of electricity, gas, fuel or water.

Part 7.3 of the Act contains a number of strategic mechanisms to manage significant emergencies and their consequences before, during and after they occur. Under Section 150 of the Act, this part of the Act applies to an emergency that, because of its scale or nature:

- presents a significant danger to the health or safety of people, animals or property in the ACT or to the environment of the ACT; or
- presents a significant risk of disruption of essential services in the ACT.

The mechanisms established in Part 7.3 of the Act include arrangements for the appointment of an Emergency Controller, as well as arrangements for the declaration of a State of Alert or State of Emergency.

The Act, as well as other legislation, also confers specific powers and responsibilities on Lead Response Agencies and Supporting Agencies to respond to emergencies. The relevant legislation is listed at Annexure K, and includes statutory arrangements for emergencies which include:

- criminal and counter terrorism emergencies (*Coroners Act 1997, Crimes Act 1900, Terrorism (Extraordinary Temporary Powers) Act 2006*);
- natural hazards (*Emergencies Act 2004, Dangerous Substances Act 2004, Radiation Protection Act 2006*);
- health emergencies (*Public Health Act 1997, Food Act 2001*);
- fuel supply emergency (*Fuels Control Act 1979*);
- animal disease (*Animal Diseases Act 2005*);
- infrastructure and utilities emergencies (*Utilities Act 2000, Electricity Safety Act 1971*); and
- environmental emergencies (*Environment Protection Act 1997*).

Participants in emergency management arrangements for the Territory must also act in accordance with other laws applicable in the ACT. In this regard it is relevant that each of the participants referred to below is a 'public authority' for the purposes of Part 5A of the *Human Rights Act 2004*.

4.2.3.1 ACT Chief Minister

Under Section 156 of the Act, the Chief Minister may declare a State of Emergency. Under Section 159 the Act, the Chief Minister must appoint a person to be the Emergency Controller for a Declared State of Emergency.

Where there is no Declared State of Emergency, the Chief Minister may appoint an Emergency Controller under section 150A of the Act.

4.2.3.2 Minister for Police and Emergency Services

Under section 9 of the Act the Minister must, in consultation with the Emergency Services Commissioner, ensure an Emergency Coordination Centre (ECC) is established and maintained to provide for common planning, administrative and logistic support.

Under Section 151 of the Act, the Minister may declare a State of Alert.

4.2.3.3 Emergency Services Commissioner

Section 8 of the Act identifies the functions of the Emergency Services Commissioner, which include responsibility for the overall strategic direction and management of the emergency services and for ensuring community education and improving community preparedness for emergencies.

Under section 11 of the Act, the Emergency Services Commissioner may make guidelines in relation to areas of the emergency services to be operated jointly, as well as the planning and conduct of joint operations of the emergency services.

4.2.3.4 Chief Police Officer

The ACT Chief Police Officer has responsibility for the provision of police services to the ACT. This includes the protection of persons and property through the delivery of crime prevention strategies, the detection and prosecution of offenders, the investigation of coronial matters and provision of specialist capabilities.

The Chief Police Officer, subject to the authority of the Commissioner of the Australian Federal Police, is responsible to the Minister.

4.2.3.5 Chief Officers ESA

The Chief Officers of the ACT State Emergency Service, ACT Rural Fire Service, ACT Fire and Rescue and ACT Ambulance Service are established in Part 3.1 of the Act. Part 3.2 of the Act identifies the specific powers and functions of the Chief Officers, with Parts 4.1 through to 4.4 specifically identifying the roles and functions of each Service.

4.2.3.6 Chief Health Officer

Under Section 9.1 of the *Public Health Act (1997)*, the functions of the Chief Health Officer include the requirement to develop and implement strategies to promote and protect public health.

4.2.4 Procedural arrangements for emergency declarations and appointments in the ACT

4.2.4.1 The Emergency Controller

Authority to Appoint

The Chief Minister may appoint an Emergency Controller if satisfied that an emergency (i.e. an actual or imminent event that requires a significant and coordinated response, which because of its size or nature, presents a significant danger to the health or safety of people, animals or property in the ACT or the environment of the ACT or presents a significant risk of disruption to essential services in the ACT) has happened, is happening, or is likely to happen.

Appointment when there is a Declared State of Emergency

Under Section 159 of the Act, this appointment will be mandatory where a State of Emergency has been declared. See *Declaration of a State of Emergency* below.

Factors to consider in making appointment – no declared Emergency

Under section 150A of the Act, the Chief Minister may appoint an Emergency Controller where no State of Emergency has been declared. Factors that may be considered in making an appointment may include one or more of the following:

- there is the potential for an emergency to happen that would cause a significant threat to public safety, public order and/or essential services in the ACT⁵;
- a requirement to make provisions to manage the response to an emergency in advance of its potential impacts⁶;

⁵ For example, increased threat of terrorism related activities.

⁶ For example, forecast elevated bushfire fire danger ratings or a significant hailstorm event.

- the requirement for sustained application of multiple agency resources or whole of Territory resources to respond to the emergency or its consequences; and/ or
- a requirement for the control and coordination of multiple agency or whole of Territory resources by a single authority.

Recommendation to Appoint

This appointment will usually be made on the recommendation of SEMSOG. In certain circumstances, this recommendation may come directly from the Emergency Services Commissioner, the Chief Police Officer or the Chief Health Officer. In making this recommendation, the matters considered should be discussed between these officers where the nature of the emergency permits.

In practice, this appointment should occur following consideration of the issues by the Cabinet, however it is recognised the timing and rapid or immediate onset of emergencies may require application of these arrangements without Cabinet consideration.

Determination of appropriate individual

The determination of the appropriate person to undertake the role of the Emergency Controller is at the discretion of the Chief Minister.

The appointment should consider the nature and scope of the emergency and the skills, competence and experience necessary to manage the response to, and the recovery from, the emergency. Annexure B has identified potential appointments to the position of Emergency Controller that reflect these considerations and the Lead Response Agency for the emergency. The recommending officer (above) will advise the Chief Minister on the nomination of an appropriate individual, giving consideration to the notional appointments in Annexure B.

Powers of the Emergency Controller

The functions and powers of an Emergency Controller are identified in Sections 150B and 150C (no declared emergency) and Sections 160 and 160A (declared emergency) of the Act.

The Chief Minister retains the capacity to direct that the Emergency Controller is not to have a particular function or part of a function, or has another stated function.

General provisions applying if the Emergency Controller is appointed are identified under division 7.3.1, of the Act including the requirement to form a management executive and provision of advice to the Minister or Chief Minister.

The statutory powers of an Emergency Controller are not reduced because it is not necessary to declare a State of Emergency.

Procedures for appointment

The appointment of an Emergency Controller (with no declared emergency) requires the completion of instruments, templates for which are at Annexure E.

The appointment of an Emergency Controller (during a declared State of Emergency) requires the completion of instruments, templates for which are at Annexure F.

Recommending Agencies will have in place necessary templates and procedures to ensure expeditious application of these arrangements.

4.2.4.2 Declaration of a State of Alert

Authority to declare

The Minister may, if satisfied that an emergency (i.e. an actual or imminent event that requires a significant and coordinated response, which because of its size or nature, presents a significant danger to the health or safety of people, animals or property in the ACT or the environment of the ACT or presents a significant risk of disruption to essential services in the ACT) is likely to happen and the

Chief Minister has not declared that a State of Emergency exists, declare in writing that a State of Alert exists.⁷

A declaration of a State of Alert may be made concurrently with the appointment of an Emergency Controller.

Factors to consider in making declaration

Declaration of a State of Alert should be considered where it is identified as appropriate for the Minister to directly provide information, advice and warnings to the community for an actual or impending emergency. The effect of the State of Alert is to emphasise the significance of the actual or impending emergency and its potential impact on life and property in the ACT.

Recommendation to Declare

This declaration will usually be made on the recommendation of the SEMSOG. In certain circumstances, this recommendation may come directly from the Emergency Services Commissioner, the Chief Police Officer or the Chief Health Officer. In making this recommendation, the matters considered should be discussed between these officers where the nature of the emergency permits.

In practice, this declaration should occur following consideration of the issues by the Cabinet, however it is recognised the timing and rapid or immediate onset of emergencies may require application of these arrangements without Cabinet consideration.

Procedures for declaration

The declaration of a State of Alert requires the completion of instruments, templates for which are at Annexure G.

The declaration of a State of Emergency terminates the State of Alert. Otherwise the revocation of a State of Alert requires the completion of instruments, templates for which are at Annexure H.

Recommending agencies should have in place necessary templates and procedures to ensure expeditious application of these arrangements.

Under section 153 of the Act, as soon as possible after the declaration that a State of Alert exists the notice of the declaration must be broadcast in the ACT by television and radio.

The Minister must give the community regular situation reports, and other reports, in accordance with the community communication and information plan.

4.2.4.3 Declaration of State of Emergency

Authority to declare

The Chief Minister may, if satisfied that an emergency (i.e. an actual or imminent event that requires a significant and coordinated response, which because of its size or nature, presents a significant danger to the health or safety of people, animals or property in the ACT or the environment of the ACT or presents a significant risk of disruption to essential services in the ACT) has happened, is happening or is likely to happen, declare in writing a State of Emergency exists for all or part of the ACT.

Factors to consider in making declaration

Factors that may be considered in making a declaration of a State of Emergency may include one or more of the following;

- an emergency is imminent that could cause a significant impact on public safety, public order and/ or essential services in the ACT;
- an emergency is happening (or has happened) that is resulting in significant impact on public safety or public order;

⁷ For example impending major outbreak of disease or impending flooding.

- a requirement for the control and coordination of multiple agency or whole of Territory resources by a single authority;
- management of the emergency exceeds, or is expected to exceed the resources of the Territory; and/ or
- regional assistance is unable to meet the requirements of the incident.

Recommendation to Declare

This declaration will usually be made on the recommendation of the SEMSOG. In certain circumstances, this recommendation may come directly from the Emergency Services Commissioner, the Chief Police Officer or the Chief Health Officer. In making this recommendation, the matters considered should be discussed between these officers where the nature of the emergency permits.

In practice, this declaration should occur following consideration of the issues by the Cabinet, however it is recognised the timing and rapid or immediate onset of emergencies may require application of these arrangements without Cabinet consideration.

Procedures for declaration

The declaration of a State of Emergency requires the completion of instruments, templates for which are at Annexure I.

The revocation of a State of Emergency requires the completion of instruments, templates for which are at Annexure J.

Recommending Agencies will have in place necessary templates and procedures to ensure expeditious application of these arrangements.

4.3 Roles for Emergency Response in the ACT

4.3.1 Control and Command

4.3.1.1 Cabinet

The Cabinet provides strategic leadership to the ACT Government's response to a major incident requiring whole-of-government coordination, as appropriate to the situation. In this role, it would be supported by advice from:

- the Emergency Controller (if one has been appointed under the Act), supported by SEMSOG;
- SEMSOG in relation to the coordination of whole of government resources, particularly in relation to the strategy and policy implications of an emergency;
- where no Emergency Controller has been appointed, the Emergency Services Commissioner, Chief Police Officer, the Chief Health Officer (as appropriate to the incident); or
- in circumstances where other Directorates undertake the role of lead response agency (for example, a bio-security emergency), that Directorate's SEMSOG representative.

4.3.1.2 Emergency Controller

If appointed, the Emergency Controller has the following functions (unless otherwise directed in writing by the Chief Minister):

- to manage the response to, and the recovery from, the emergency by ensuring that entities dealing with the emergency are appropriately deployed;
- to coordinate the disposition of other resources to manage the emergency;
- to advise the Minister and the Chief Minister about the emergency; and
- to advise the community on anything relating to the state of emergency that the emergency controller considers appropriate.

The Emergency Controller will operate from a location appropriate to ensure timely decision making and information flow to undertake the role.

The Emergency Controller may delegate functions under the Act. This may include circumstances whereby the Emergency Controller is unavailable for short term, extenuating circumstances such as overnight rest, urgent family or other commitments.

4.3.1.3 Management Executive of the Emergency Controller

As soon as possible after an Emergency Controller is appointed (in either a declared State of Emergency or otherwise) the Emergency Controller must establish a management executive for the emergency. The management executive will provide support to the Emergency Controller in the exercise of this role.

Significant emergencies will impact on a wide range of services and capabilities across the ACT Government, and as part of the management executive, SEMSOG may provide advice to the Government on the broader and indirect impacts that the emergency is having or is likely to have on the rest of Government and the community.

While the makeup of the management executive is at the discretion of the Emergency Controller, it is expected the members of the SEMSOG will form the Emergency Controller's Management Executive in most emergencies.

While the function of the management executive is to provide advice and support to the Emergency Controller, the Emergency Controller is not required to consult with the management executive in undertaking his or her duties to manage the response to an emergency.

4.3.1.4 Lead Response Agency Controller

All emergency incidents will have a single controlling individual, consistent with the concept of Unified Control.

The title of this individual may differ depending on who is the lead agency and the scale of incident; however the functions and responsibilities do not. Table 1 below identifies differing terminology used by the main ACT Lead Response Agencies in this matter.

Table 1 – Examples of Agency Specific Titles for Lead Response Agency Controller

Type of incident	Lead Response Agency Controller - Specific Titles		
	AFP- ACT Policing	ESA Services	ACT Health
Routine operational response	Police Forward Commander	Incident Controller	Health Controller
Significant response or emergency	Police Commander	Incident Controller	Health Controller

The Lead Response Agency, identified in Annexure B, is the responsible agency for managing response to an incident, because of its expertise and resources.

The Incident Controller may be located at, close to or remote from the incident depending on complexity and support requirements.

The appointment of Lead Response Agency Controller will be determined based upon the nature and scope of incident and the skills, competence and experience necessary to manage the response to the incident.

If an Emergency Controller is appointed, the role of Lead Response Agency Controller will remain, and continue to undertake the necessary functions in relation to combating the incident, with overall direction and coordination through the Emergency Controller.

The Lead Response Agency Controller will have the appropriately delegated responsibility to undertake the necessary response to an incident.

The following infrastructure will be maintained to support the functions of the Lead Response Agency Controller:

Incident Control Centre

ESA will administer and maintain the ACT's primary Incident Control Centre (ICC) and draw upon liaison staff and other specialist support as necessary when ESA Services are the lead agency to manage the overall incident.

Where other Lead Response or Supporting Agencies (e.g. for bio-security incidents or environmental, infrastructure or social recovery) have no dedicated facilities, the ESA facilities may be utilised or other locations may be identified to support directorate operations or to provide for continuity of operations.

Police Operations Centre

ACT Policing administer and maintain the Police Operations Centre (POC). It is used by the Police Commander to support the overall operational response to a planned or unplanned incident requiring command and control activity which is beyond normal operational response and communications (and or impacts on routine operational management and communications). Where appropriate the Police Commander will utilise the expertise and technical skills of liaison officers.

Health Emergency Control Centre

The ESA Incident Control Centre may be utilised as the Health Emergency Control Centre (HECC) and draws upon liaison staff and other specialist support as necessary when ACT Health are the lead agency to manage the overall incident.

Forward Command Post or Police Forward Command Post

Where appropriate, Control may be exercised in close proximity to the incident site through the establishment of a Forward Command Post (FCP).

The function of the Police Forward Command Post (PFCP) is to provide the Police Forward Commander a location from which they can exercise command, facilitate control and coordinate allocated resources. The Police Forward Command Post may change location or nature to meet the changing circumstances of the event.

Regardless of lead response agency arrangements, a number of response agencies may be required to work closely to mitigate the consequences of incidents⁸. Consistent with the concepts of Unified Command, all relevant responding agencies will operate within a common set of incident objectives and strategies whose focus is on the tactical management of the incident.

More than one Forward Command Post may be established for multiple and simultaneous incidents.

4.3.2 Coordination

4.3.2.1 Security and Emergency Management Senior Officials Group

SEMSOG may be convened to support the government's planning for, and response to, an emergency where there is a requirement for the sharing and prioritisation of government resources in response to the emergency and to consider and coordinate response to the strategic and policy implications of the emergency.

A meeting of the SEMSOG may be called by the chair following consultation with, or at the request of, other SEMSOG members, the Lead Response Agency Controller or Emergency Controller if appointed.

Lead Response Agencies may nominate an appropriate officer to represent their Agency in circumstances where the appointed official is unable to attend.

Specifically, SEMSOG's principle focus during the Operations Phase of an emergency is to:

- assist in making available the necessary resources and commitment from the relevant Directorates to support an effective emergency response capability;
- consider the strategic and policy implications of the emergency on the operation and functions of the ACT Government, including the role of the ACT Government in providing support to the community;
- provide advice to the Lead Response Agency Controller or Emergency Controller (if appointed) on matters requiring attention and the functioning of Directorates in responding to an emergency; and
- provide advice to Ministers and Cabinet on the strategic and policy implications of an emergency.

In the event an Emergency Controller is appointed, these functions will be undertaken as part of the Management Executive of the Emergency Controller.

The SEMSOG will be supported by the ECC and the Security and Emergency Management Planning Group (SEMPG) in undertaking these functions during the Operations Phase of an emergency.

SEMSOG's role during the Post Operations phase of an emergency is to assist in making available the necessary resources and commitment from the relevant Directorates to support the recovery of communities, business and the environment by:

- considering matters that relate to the longer term impacts that the emergency will have on the community and government. These considerations may occur concurrent with the Emergency Controller and the Management Executive actively managing the operations phase of the emergency;

⁸ For example, ACT Policing are the Lead Response Agency for Motor Vehicle Accidents, however the supporting functions of ACT Fire and Rescue and ACT Ambulance Service for extraction and patient transport respectively will be the immediate priority for response.

- establishing and supporting the governance structures and resources required to manage the longer terms issues associated with recovery and reconstruction;
- supporting the functions of the Recovery Coordinating Committee or Taskforce if established;
- providing advice to Ministers and Cabinet on the strategic and policy implications of the ongoing management of the emergency and its consequences; and
- supporting Ministerial and ACT Government decision making in response to the emergency.

In the Post Operations Phase of an emergency, ECC operations will conclude, and SEMSOG will be supported by SEMPg.

4.3.2.2 Emergency Coordination Centre

ECCs in the ACT are administered and maintained by the ESA and ACT Policing. Where other Lead Response or Supporting Agencies (e.g. for bio-security Incidents or environmental, infrastructure or social recovery) have no dedicated facilities, the ESA ECC facilities may be utilised or other locations may be identified to support directorate operations or to provide for continuity of operations.

The ECC Coordinator will manage the operation of the ECC when activated. The activation of the ECC will be at the discretion of the Emergency Controller (if appointed) or Lead Response Agency Controller. When activated, the ECC will initially include as a minimum, representatives from ACT Government Directorates with further activation of Liaison Officers dependent on the scale of the emergency and the functions that may need to be undertaken.

The functions of the ECC are to provide for the coordination of resources required to support the operations of the Lead Response Agency Controller or Emergency Controller (if appointed) and to manage the consequences of an emergency. This will principally be undertaken through Supporting Agencies:

- implementing the requests and direction of the Emergency Controller (if appointed) or Lead Agency Controller through the structures of the Supporting Agency. This may include recovery actions, closures and exclusions and provision of resources and capability in support of the operation;
- coordinating relevant government assistance and support during major incidents;
- providing for the engagement and coordination of non government agencies and organisations to provide support to the emergency operations and support to manage the consequences of an emergency; and
- coordinating agency specific planning and preparation for undertaking supporting functions in the short term, as well as over extended periods.

The ECC will be assisted by the Directorate of Justice and Community Safety to provide support and policy advice, including:

- sourcing legal advice for SEMSOG, the Emergency Controller and Cabinet, in particular the legal issues related to the appointment of an Emergency Controller, Declaration of a State of Alert and State of Emergency and those relating to the deployment of Commonwealth or other jurisdictions Resources in the Territory.
- considering post operational impacts of the emergency, and giving consideration to the longer term requirements and arrangements for managing the consequences of the emergency; and
- assisting in information management between other jurisdictional governments and the Commonwealth Government.

Consistent with the sub plans to this plan, Supporting Agencies may establish coordination arrangements and infrastructure within their agency to assist in their Agency's response to an emergency.

4.3.2.3 Emergency Coordination Centre Coordinator

An ECC Coordinator will be appointed when the complexity of incidents exceeds the capacity of the Lead Response Agency Controller to coordinate the necessary resources to support incident response and an ECC is required. The ECC Coordinator will lead the ACT Government Directorates and other agencies represented in the ECC in providing the necessary support to the lead response agency.

The ECC Coordinator will report to the Lead Response Agency Controller or the Emergency Controller (where appointed).

The ECC Coordinator has the overall responsibility for the coordination and delivery of resources in support of the lead Response Agency. This will include government directorates and their resources, and may require the activation of specific Supporting Sub Plans.

4.3.2.4 Agency Liaison Officers

For emergency coordination, Supporting Agency Liaison Officers will represent their Directorate or agency at the ECC. The role of the Liaison Officer is to:

- maintain communications with and convey the directions or requests of the Emergency Controller (if appointed) or Lead Response Agency to their Directorate or agency;
- provide advice to the Emergency Controller (if appointed) or Lead Response Agency on the status, capabilities and requirements of their organisation in supporting emergency response;
- provide information and advice to their Directorate or agency on the status and other relevant information relating to the emergency, including their organisation's operations in support of the emergency response; and
- ensure that their Directorate's arrangements for notifying their Minister are activated.

Directorates need to ensure Liaison Officers have the appropriate level of delegation to direct internal resources of their agencies in the context of the incident and provide appropriate information and advice to their Directorate. For significant emergencies, senior agency officers may be required to undertake this role.

Agencies need to ensure appropriate personnel are identified to provide for continuous and ongoing support during significant and potentially long running incidents, both to support Agency functions within the ECC and within their Agency.

4.3.2.5 Territory Crisis Centre

The Territory Crisis Centre (TCC) provides support and policy advice to the SEMSOG and Cabinet in response to Counter Terrorism incidents, consistent with national arrangements for counter terrorism. The activation of the TCC is at the discretion of the Director General JACSD and in practice on the advice of the Chief Police Officer. The scale of activation of the TCC is determined by the scale of the incident and the functions that may need to be undertaken as a consequence of the incident, and will be undertaken in accordance with the *National Counter-Terrorism Handbook*.

4.3.3 Information and Communications

4.3.3.1 Public Information Coordinator

The Public Information Coordinator is responsible for oversight of public and media information activities for emergencies in the ACT, including providing assistance to SEMSOG in advising Cabinet. This may include the activation of the response elements of the Community Communication and Information Plan.

Arrangements for activation of the Public Information Coordinator role, along with the framework for public and internal information coordination during emergencies is established in the ACT Community Communication and Information Plan.

The Public Information Coordinator assumes the lead public communications role when:

- there is heightened likelihood of significant incidents occurring;
- multiple agency response required;

- the incident is beyond the capacity of the controlling agency;
- responsible agencies assess a high risk to life and property;
- multi-agency and/or multi-jurisdictional responsibility; and
- possible or actual declaration of a State of Alert or State of Emergency.

If the TCC has been activated and/or a meeting of SEMSOG convened, the Public Information Coordinator will assume the lead public communications role for the ACT Government.

For incidents where the Public Information Coordinator is not leading public communications, information and media management will be in accordance with agency protocols and procedures.

The Public Information Coordination Centre (PICC) will be maintained to support the functions of the Public Information Coordinator.

4.3.3.2 Public Information Coordination Centre

The Public Information Coordinator, through the PICC Manager is responsible for the operation of the PICC when activated. The scaling up of the PICC will be at the discretion of the Public Information Coordinator in consultation with the Emergency Controller (if appointed) or Lead Response Agency Controller. The level of activation of the PICC is determined by the scale of the emergency and the functions that may need to be undertaken as a consequence of the emergency.

The PICC will be maintained in readiness to coordinate the development, clearance and delivery of information to the community through multiple channels, including forward media briefing sites, internet, media/social media and Canberra Connect.

4.3.4 Operational Arrangements and Relationships

Figures 3 and 4 below illustrate the relationship of the functions of control, command, coordination and information for a significant emergency but where Emergency Controller has not been appointed (figure 2) and where an Emergency Controller has been appointed (figure 3) Other functions relating to specific emergencies, such as Health emergencies may have additional arrangements consistent with this plan and which are identified in the appropriate Sub Plan for that hazard.

Figure 3 - Emergency arrangements for a significant incident with no Emergency Controller Appointed

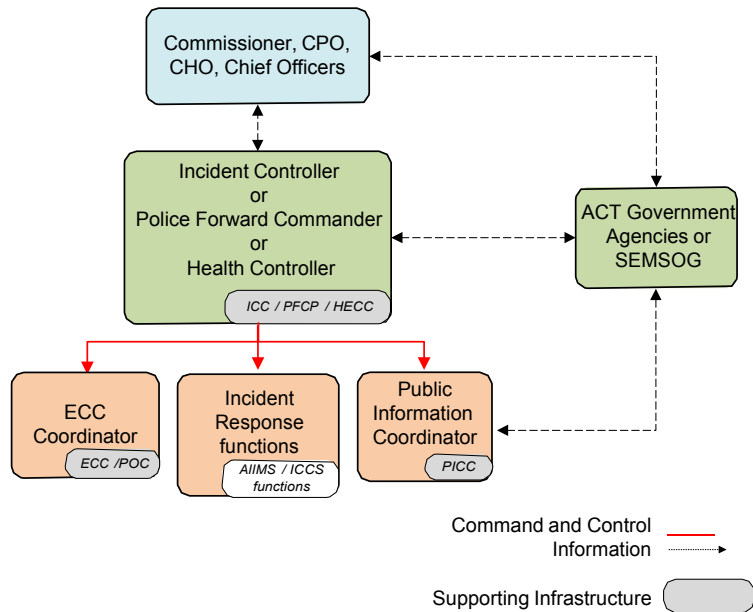
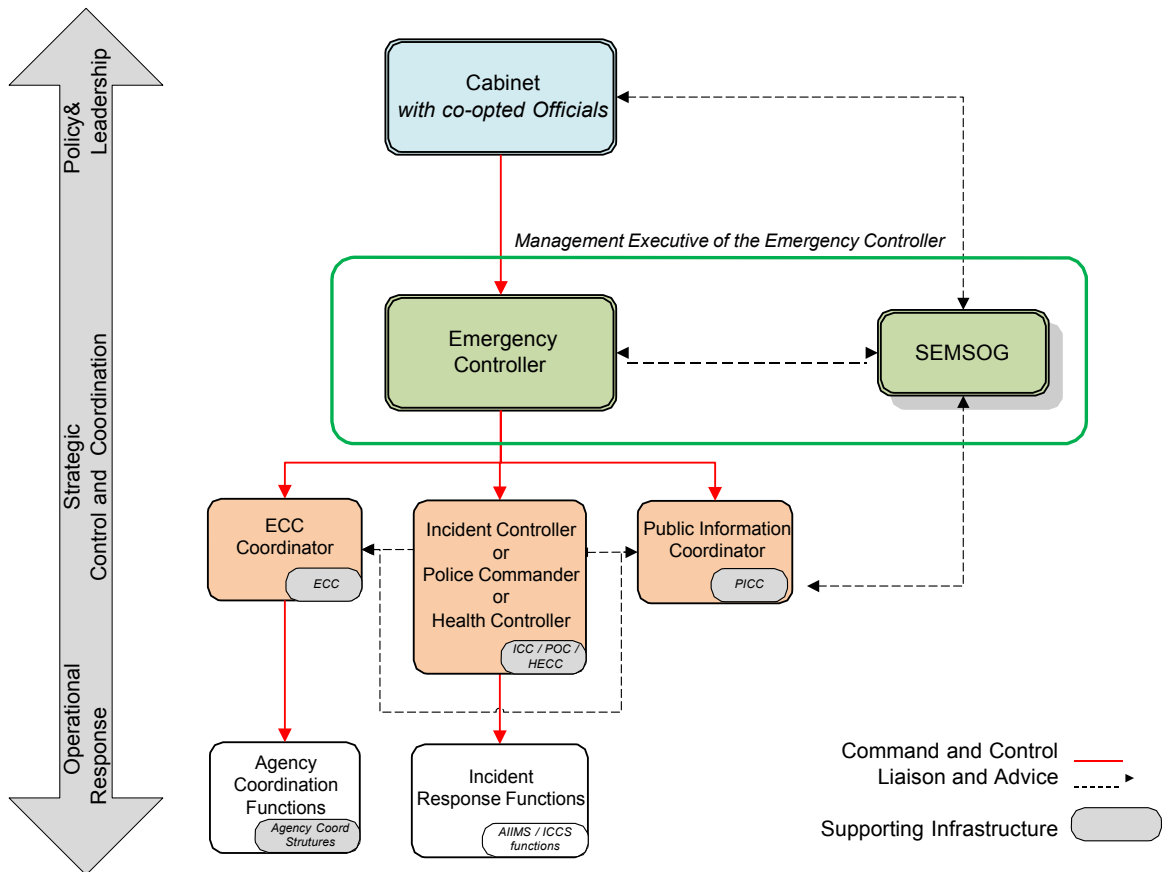


Figure 4 - Emergency arrangements for an emergency with an Emergency Controller appointed



The functional areas in figures 3 and 4 must operate in a seamless and collaborative manner. The flow of operational information between the functional areas of Command / Control, Coordination and Information / Communication must operate effectively to ensure timely and accurate provision of information between ACT Governments directorates, the government as well as the provision of information, warnings and advice to the community. Important objectives relating to information management and communication during emergencies include:

- clear and unambiguous arrangements to provide for decisive leadership and accountability;
- rigorous but simplified arrangements, recognising the normal structures and pathways for communication in government may not be responsive to the emergency environment;
- timely and accurate information, warnings and advice to the community;
- short pathways of communication (oral and written) between functions in a rapidly evolving public information environment to enable the collation, validation and dissemination of information; and
- information that is consistent and validated – a –single point of truth.

These objectives become severely tested during the operations phase of emergencies, particularly during the intense period of response and it is for this reason that the co-location of essential functions is critical to:

- disseminate timely and accurate information across control, coordination and information structures in a rapidly evolving emergency environment;
- ensure the coordination functions (ECC) provided by supporting agencies are closely integrated with the command and control functions (ICC) to the incident;
- provide for timely activation of coordination and public information functions in support of Response and Initial Recovery operations;
- provide the ability for all functions to attend strategic operational briefings, maintain effective formal and informal communication pathways and ensure that Emergency Controller, the management executive and SEMSOG are able to maintain an overview of the emergency;
- provide the ability for the Chief Minister and the Minister to be accurately briefed in a timely manner allowing them to fulfil their statutory obligations with regards to the provision of regular situation reports to the community; and
- address the need for immediate access by the media to the Chief Minister, Minister and relevant Emergency Services and other Government officials who have been briefed with the latest, most up-to-date information.

4.3.5 Support to other Jurisdictions

4.3.5.1 Interstate and Commonwealth Assistance

When the scale and complexity of an emergency event is such that the response resources of the ACT are likely to be depleted, a number of arrangements are in place for State and Commonwealth assistance to be requested and administered to the ACT, subject to the nature of the presenting emergency.

4.3.5.2 Interstate Memoranda of Understanding

ACT Policing and ESA maintain a number of memoranda of understanding (MOU) and arrangements that direct day-to-day and emergency cooperative arrangements with corresponding organisations in other jurisdictions. During complex multi-agency events, frameworks to support collective decision-making are required.

Under multi-agency responses participating and support agencies intent for the utilisation of inter jurisdictional MOUs should be communicated through the highest activated level of control. Notifications on the requirement for extra-jurisdictional assistance are a matter for agency executives to collectively consider.

4.3.5.3 Emergency Services Cooperative Agreements

Under the Act the Minister may enter into a written arrangement with a Commonwealth or State agency, or an agency of a foreign country, to facilitate cooperation in emergency management; or in the day-to-day operations of an ACT agency if the operations involve the provision of emergency services outside the ACT or the provision of emergency services in the ACT by a Commonwealth or State agency. Arrangements for the command and control of interstate support units and individual specialists operating under cooperative agreements are stated in the Act.

4.3.5.4 Commonwealth Assistance

At an operational level, the Commonwealth Government Disaster Response Plan (COMDISPLAN) sets out arrangements for requests for assistance from jurisdictions affected by emergencies and disasters. Commonwealth resources can be requested by the Chair of the SEMSOG through the CCC to respond to the request.

Standing arrangements exist for government to government consultation and cooperation in the face of an emergency with particular severity (which might trigger the Natural Disaster Relief and Recovery Arrangements or National Counter-Terrorism Committee arrangements, for example) or with cross-jurisdictional or even national impacts. Typically, this would occur between the Chief Minister and the relevant First Minister.

4.3.5.5 Australian Defence Force Assistance

The Australian Defence Force (ADF) maintains capabilities to assist civil authorities in emergencies under Defence Assistance to the Civil Community (DACC) and Defence Force Aid to Civilian Authorities (DFACA) arrangements (Part IIIAAA of the *Defence Act 1903*). DACC and DFACA may apply when a specific threat or incident is beyond the capabilities of the civil authorities.

Where the Chief Minister determines the ACT's resources and capabilities are insufficient to manage a threat or incident and the use of force is envisaged, the Governor-General can authorise the use of ADF resources under the provisions of Defence Force Aid to Civilian Authorities (DFACA) (Part IIIAAA of the *Defence Act 1903* or section 61 of the Australian Constitution). In practice this should occur following consideration of the issues by the Cabinet.

Where force is not required, the ADF can assist under the provisions of DACC. Requests for such assistance are made directly to local ADF Command in the case of DACC 1 requests or via a request for Australian Government Assistance to EMA.

4.3.5.6 Pathways for Requesting Assistance

Under this plan requests for operational-level inter-jurisdictional or Federal assistance come from the highest activated control element. That is, the Lead Response Agency Controller, or Emergency Controller if appointed and through the TCC for Counter Terrorism events.

4.4 Recovery

4.4.1 Context

Recovery is the coordinated process of supporting disaster-affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing. Recovery is a significant component of emergency management and is integral in preparing for emergencies.

Effective recovery in the ACT will require the application of government and non government resources and capability in planned and coordinated activities.

Usually, Community recovery is managed initially in close collaboration with emergency response efforts and may transition into a longer term effort.

The recovery process will commence as soon as possible either during or immediately following the incident and it is essential that the requirements of recovery operations are assessed and planned during the earliest stages of emergency response operations. The Emergency Controller (if appointed) or Lead Response Agency Controller is responsible for ensuring initial recovery planning occurs.

Recovery arrangements run in parallel to the response to an emergency and continue until the transition to usual community and government structures. Recovery services aim to assist the community affected by an emergency to manage its own recovery. The ACT's recovery arrangements are based on the National Principles for Disaster Recovery, which are included at Annexure M. These principles, which were developed as a guide to good practice, were endorsed by the Community and Disability Services Ministers' Advisory Council and the Australian Emergency Management Committee in 2008.

4.4.2 Legal Requirements

Responsibility for Community Recovery and for the development and maintenance of the Community Recovery Plan has been assigned to the Director General, Community Services Directorate. The ACT Government *Administrative Arrangements 2011 No.1* assigns responsibility for Community Recovery to the Minister for Disability Housing and Community Services.

4.4.3 Initial Recovery

During and in the immediate aftermath of an emergency community recovery is mostly focused on supporting affected persons to deal with the immediate consequences of the event, and in particular to meet basic personal needs (e.g. food, water, shelter).

The Lead Response Agency will work closely with the Community Services Directorate to provide community recovery services in the immediate aftermath of an emergency, and can be supported by other Government and Non-Government Organisations, depending on their capacity and the presence of support services in the area.

4.4.4 Long Term Recovery

When the impact of a disaster is likely to require a long-term coordinated effort to repair damage, restore services and support the community in its recovery the Chief Minister may decide to establish a special Recovery Coordinating Committee or Taskforce and appoint a Chairperson. The role of the Taskforce, which would report direct to Government, is to plan and coordinate long term recovery across all areas of government and to consider the needs of the affected community.

The main roles of the Recovery Committee are to:

- coordinate arrangements to make an initial assessment of the impact;
- establish priorities;
- identify shortfalls in resources;
- coordinate provision of services; and
- keep the community informed of recovery strategies.

4.4.5 Elements of Recovery

Recovery requires a consideration of the following elements:

- psycho-social impacts;
- economic impacts;
- impacts on infrastructure (including the restoration/re-supply of goods, services, and conditions); and /or
- environmental impacts.

Responsibility for these elements is shared across government and non government sector.

4.4.5.1 *Psycho-Social Impacts - The ACT Community Recovery Sub Plan*

The ACT Community Recovery Plan details the arrangements for the provision of recovery services to the community. Responsibility for the Plan rests with the Director General of the Community Services Directorate.

The Community Recovery Plan establishes the Director General of the Community Services Directorate as the authorised Community Recovery Coordinator. The role and responsibilities of the Community Recovery Coordinator include:

- activation of the Community Recovery Plan;
- representing Community Services Directorate in its community recovery role on SEMSOG;
- developing and maintain the Community Recovery Sub Plan;
- determining the needs of affected communities, in consultation with the response agencies, communities and the participating agencies; and
- managing and coordinate the community recovery functions.

Activation of the Community Recovery Sub Plan can occur at any time, without the need for the declaration of a State of Alert or State of Emergency. Activation may include all participating agencies or specific agencies depending on the nature of the emergency.

Annexure C identifies the key elements of Community Recovery and Agencies responsible for implementation. The typical considerations in community recovery include, but are not limited to:

- assessing community recovery needs and prioritising the actions required;
- developing, implementing and monitoring the provision of community recovery activities that are aligned as much as possible with Territory long term planning and goals;
- enabling communication with the community and community participation in decision making; and
- contributing to future mitigation requirements or improvements to planning requirements (e.g. through debrief processes).

Evacuation

On occasions it may be necessary to evacuate people from an area to protect them from danger or potential danger. The Lead Response Agency Controller responsible at that time will determine the need for evacuation.

If evacuation is the preferred option, the Lead Response Agency Controller should liaise with the Community Recovery Coordinator to identify a safe and suitable Evacuation Centre. The ACT Emergency Evacuation Policy has been developed to support the arrangements for evacuations.

Establishment of Evacuation Centres

The Community Services Directorate is responsible for the establishment of evacuation centres and the provision of support services to evacuees in accordance with the ACT Community Recovery Plan.

Recovery Centre

Depending on the size and complexity of the disaster, a recovery centre may be established, following the closure of the evacuation centre/s, to operate as a one-stop-shop for information, advice, services and support to affected persons. A range of government and community services and businesses that are relevant to the recovery of the affected community are represented at the Recovery Centre and provide services including financial assistance and advice, temporary housing advice and support, personal support, counselling services, insurance assistance, and business support.

4.4.5.2 Economic Recovery

Emergency Financial Assistance

The Community Recovery Coordinator coordinates emergency financial assistance to persons affected by emergencies under the Community Recovery Plan. Functions include:

- provision of immediate cash assistance to emergency affected people in accordance with policy;
- assistance with temporary accommodation in accordance with policy;
- liaison with ACT Treasury and Commonwealth agencies on assistance arrangements; or
- payment of other emergency assistance as agreed by ACT Government.

Insurance

The assistance provided by insurance, for people with insurance policies, is a key economic driver for an affected community. The general insurance industry plays a crucial role in risk mitigation and subsequent recovery after a disaster in the Australian community.

Commonwealth Government Assistance

The Commonwealth Government, through the Australian Government Disaster Recovery Arrangements, supports the States and Territories through tailored assistance programs appropriate to the circumstances.

The Commonwealth Government administers the Natural Disaster Relief and Recovery Arrangements (NDRRA). These arrangements may be activated when the Territory's expenditure on natural disasters exceeds established thresholds. ACT Treasury is responsible for collating eligible costs for emergency events and submitting claims to the Commonwealth Attorney-General's Department.

Based on advice from the Chief Minister, the Prime Minister may activate extraordinary Commonwealth arrangements.

Arrangements include the Australian Government Disaster Recovery Payment, which includes ex-gratia payments, benefits and pension. When a major disaster is declared by the Australian Government Centrelink provides payments under the Australian Government Disaster Recovery Payment.

Where agencies incur extraordinary expenditure during recovery efforts, established Territory arrangements for the requesting additional funds process will be used to seek supplementary funding.

4.4.5.3 Infrastructure Recovery

Where there is a need for coordinated infrastructure recovery efforts, the overall aim will be to return the affected community to as far as possible a normal level of operation in the shortest possible time. In general terms priority will be given to:

- restoring essential services;
- regaining access to living accommodation;

- restoring business operation; and/or
- restoring lifestyle.

The ACT Infrastructure Recovery Sub Plan provides the framework for a coordinated response to and recovery from emergencies involving severe damage or disruption to ACT infrastructure.

Under the Infrastructure Recovery Sub Plan, the roles and functions of the Infrastructure Recovery Coordinator who shall be responsible for implementing the Plan are identified.

The Infrastructure Recovery Sub Plan may be activated by the Emergency Controller (if appointed) or Lead Response Agency Controller. The Infrastructure Recovery Coordinator may activate this plan at other times to assist with coordination of infrastructure recovery during major events or where the consequences of non emergency incidents are such that activation is appropriate.

Annexure C identifies Supporting Agencies for Infrastructure Recovery Arrangements.

4.4.5.4 Environmental Recovery

As required, arrangements for environmental recovery are coordinated by responsible agencies in consultation with owners/managers of relevant property/premises, and the community. This includes but is not limited to consideration of:

- agricultural and primary production;
- biodiversity and threatened Species;
- air quality;
- water catchments; or
- cultural heritage.

Under the Plan, the requirement for an Environmental Recovery Sub Plan is identified. Annexure C identifies Supporting Agencies for Environmental Recovery Arrangements.

Part 5 Plan Administration

5.1 Review Requirements and Issue History

Proposals for amendment or addition to the contents of the Australian Capital Territory Emergency Plan may be forwarded to:

The Emergency Services Commissioner

ACT Emergency Service Agency

9 Amberley Avenue Fairbairn, ACT 2609

or email to:

emergencymanagment@act.gov.au.

Versions of the ACT Emergency Plan are covered in the table below.

Version	Approval Date	Version Issue Date	Detail
1	13 September 2000	September 2000	Plan endorsed by EMC on 16 August 2000
2	3 March 2008	August 2008	Amendment as approved by EMC 11 April 2007
3	15 October 2010	October 2010	Significant revision and amendment
4			Revisions to better reflect emergency incident dynamics and sub plan processes

5.2 Distribution

This plan is a public document and is distributed through the ESA website: www.esa.act.gov.au and the ACT Legislation Register.

Organisations listed below will be issued with printed and .PDF versions of the plan. Additional copies may be provided on request to the ESA.

Ministerial Portfolio	Title
Chief Minister Minister for Health Minister for Territory and Municipal Services	Chief Minister
Treasurer Minister for Economic Development Minister for Tourism, Sport and Recreation	Deputy Chief Minister
Attorney General Minister for Police and Emergency Services Minister for the Environment and Sustainable Development	Minister
Minister for Community Services Minister for Ageing Minister for Multicultural Affairs Minister for Women Minister for the Arts	Minister
Minister for Education and Training Minister for Industrial Relations Minister for Corrections Minister for Aboriginal and Torres Strait Islander Affairs	Minister

Agency	Title
ACT Government Directorates	Chief Executive Officer and Director Generals
Australian Federal Police, ACT Policing	Chief Police Officer
ACT Bushfire Council	Chair
ACTEW Corporation	Principal Strategic Planner

Agency	Title
ActewAGL	General Manager, Water General Manager, Electricity Networks General Manager, Gas
National Capital Authority	Chief Executive Officer
Canberra International Airport	Safety/ Security Manager
Commonwealth Attorney-General's Department	Crisis Coordination Centre (CCC)
Department of Defence - Joint Operations Support Services	Manager JOSS
Emergency Management Australia	Director General
Monaro District Emergency Management Committee	Monaro District Emergency Management Officer
NSW State Emergency Management Committee	Executive Officer
Australian Red Cross	Disaster Services Coordinator
St John Ambulance	Chief Executive Officer

5.3 Glossary

Unless otherwise referenced, definitions used in this Glossary are sourced from the ACT *Emergencies Act 2004*.

Other definitions used in this plan are sourced from:

- the *Legislation Act 2001* and other relevant Australian Capital Territory legislation;
- the Emergency Management Australia Glossary;
- the National Counter-Terrorism Plan; and
- ACT Government Cabinet Handbook.

ACT Emergency Plan: means the Australian Capital Territory Emergency Plan. The aim of the Emergency Plan is to ensure the coordinated response to emergencies by all agencies having responsibilities and functions in emergencies

Agency: means a government agency or a non-government agency. (Source: Emergency Management Australia Glossary).

All-Agencies Approach: Arrangements for dealing with emergencies involving and active partnership between Commonwealth, State and Territory governments and the authorities and community and volunteer organisations. (Source: Emergency Management Australia Glossary).

All-Hazards Approach: Dealing with all types of emergencies or disasters and civil defence using the same set of management arrangements. (Source: Emergency Management Australia Glossary).

Chief Health Officer: a statutory office under the ACT *Public Health Act 1997*. Under the *Public Health Act 1997*, the Chief Health Officer has designated powers and roles to develop and implement strategies to promote and protect the health of the public. (Source: *ACT Public Health Act 1997*).

Chief Minister: means the Chief Minister of the ACT.

Chief Officer: means Chief Officer of one of the ACT Emergency Service Agency's four services being the:

- ACT Ambulance Service;
- ACT Fire and Rescue;
- ACT Rural Fire Service; or
- ACT State Emergency Service

(Source: *ACT Emergencies Act 2004*).

Chief Police Officer: means the Chief Police Officer of the Australian Federal Police, ACT Policing.

Command: means the direction of members and resources of an agency/organisation in the performance of the agency/organisation's roles and tasks. Authority to command is established by legislation or by agreement with the agency/organisation. Command relates to agencies/organisations only, and operates vertically within the agency/organisation. (Source: Emergency Management Australia Glossary).

Concept of Operations / Commander Intent: refers to the Incident Controller's general operational intent, given the anticipated problems of the effects of the event, of how the emergency response and recovery operation is to be conducted. It is a statement of the Controller's operational intentions, and may be expressed in terms of stages / phases of the emergency operation).

Comprehensive Approach: The development of emergency and disaster arrangements to embrace the aspects of *prevention, preparedness, response, and recovery* (PPRR). PPRR are aspects of *emergency management*, not sequential phases. (Source: Emergency Management Australia Glossary).

Control: means the overall direction of the activities, agencies or individuals concerned. Control operates horizontally across all agencies / organisations, functions and individuals. Situations are controlled. (Source: Emergency Management Australia Glossary).

Coordination: means the bringing together of agencies and individuals to ensure effective emergency or rescue management, but does not include the control of agencies and individuals by direction. (Source: Emergency Management Australia Glossary).

Critical Infrastructure: those physical facilities, supply chains, information technologies, and communication networks which, if destroyed, degraded or rendered unavailable for an extended period, would significantly impact on the social or economic well-being of the Australian Capital Territory.

Defence Assistance to the Civil Community (DACC): Defence Aid to the Civil Community is the physical assistance provided by the Defence Force in emergency situations. Generally DACC assistance is provided in situations where immediate action is needed to save human life, or prevent extensive loss of animal life, or loss or damage to property and the scale of the emergency is beyond local civilian resources.

Defence Force Aid to Civilian Authorities (DFACA): Where civilian authorities determine that their resources and capabilities are insufficient to manage the threat or incident and the use of force is envisaged, the Governor-General can authorise the use of ADF resources, including the Tactical Assault Groups (TAGs), under the provisions of Defence Force Aid to Civilian Authorities (Source NCTP).

Emergency: an actual or imminent event that requires a significant and coordinated response. Examples of such events include:

- fire, flood, storm or earthquake;
- accident or explosion;
- epidemic or animal disease; or
- shortage of electricity, gas, fuel or water.

Emergency Controller: means the person appointed to be the Territory Controller for a declared state of emergency under section 159 of the *Emergencies Act 2004*.

Emergency Coordination Centre Coordinator: The ECC Coordinator will lead the agencies represented in the ECC in providing the necessary support to the lead response agency.

Emergency Coordination Centre (ECC): The Emergency Coordination Centre is established to coordinate the ACT support to Emergency Management operations and is located at the Emergency Services Agency Headquarters at Fairbairn, ACT. The ECC brings resources of organisations together to meet requirements imposed by the threat of hazard impact.

Emergency Management: in this plan means the establishment of plans, structures and arrangements to coordinate the resources of agencies and other entities in a comprehensive approach to emergency risks; and the prevention of, preparedness for, response to and recovery from, emergencies. (Source: Emergency Management Australia Glossary).

Emergency Services Agency: is a business unit of the ACT Department of Justice and Community Safety.

Emergency Services Commissioner: Appointed by the chief executive in accordance with section 7 of the *ACT Emergencies Act 2004*.

Emergency Services Organisation: means AFP-ACT Policing, ACT Fire and Rescue, ACT Rural Fire Service, ACT Ambulance Service, and State Emergency Service.

Evacuation: Evacuation is a risk management strategy, which may be used as a means of mitigating the effects of an emergency or hazard on a community. It involves the movement of people to a safer location. However, to be effective in must be correctly planned and executed. (Source: ACT Evacuation Policy).

Supporting Plan: A document describing roles and responsibilities and arrangements for the performance of a key response or recovery function in support of the ACT Emergency Plan to an identified hazard.

Hazard: Hazard relates to a thing (including an intrinsic property of a thing), or a situation, with potential to—

(a) cause the death of or harm to a person; and

(b) damage property or the environment.

Hazardous Material Incident: means an actual or impending land-based spillage or other escape of hazardous material that causes or threatens to cause injury or death or damage to property.

Incident: in this plan means a localised event, either accidental or deliberate, which may result in death or injury, or damage to property, which requires a normal response from an agency, or agencies.

Incident Controller: The individual responsible for the management of all incident operations.

Incident Control Centre: Incident Control Centre will draw upon liaison staff and other specialist support as necessary to manage the overall incident and to support the functions of the Lead Response Agency Controller.

Interstate or Overseas Emergency Service: Any entity established under law of the Commonwealth, a State, another Territory or a foreign Country as an Ambulance Services, Fire Brigade, Rural Fire or emergency services.

Lead Response Agency: An organisation which, because of its expertise and resources, is primarily responsible for dealing with an identified hazard. (Source: Emergency Management Australia Glossary).

Minister: means the Minister for Police and Emergency Services.

Mitigation: means measures taken in advance of, or after, a disaster aimed at decreasing or eliminating its impact on society and environment. (Source: COAG Review into Natural Disasters in Australia, August 2002).

Natural Disaster: a natural disaster is a serious disruption to a community or region caused by the impact of a naturally occurring rapid onset event that threatens or causes death, injury or damage to property or the environment and which requires significant and coordinated multi-agency and community response. Such serious disruption can be caused by any one, or a combination, of the following natural hazards: bushfire; earthquake; flood; storm; cyclone; storm surge; landslide; tsunami; meteorite strike; or tornado. (Source: COAG Review into Natural Disasters in Australia, August 2002).

Non Government Agency: means a voluntary organisation or any other private individual or body, other than a government agency. (Source: Emergency Management Australia Glossary).

Police Commander: The police commander is responsible to the Chief Police Officer for the overall management of the incident. (Source: National Counter Terrorism Plan).

Police Forward Commander: The Police Forward Commander is responsible for establishing unified command and takes responsibility for the operational and tactical application of resources at the scene.

Police Forward Command Post: The Police Forward Command Post (PFCP) is the location from which the PFC exercises command, facilitates control and coordinates allocated resources. A PFCP can be established at any time when a situation presents a physical threat requiring a police response. It can range from a police vehicle, to a room or facility containing sophisticated communication and computer equipment.

Police Operations Centre: A centre established to control and support police operations. It is the location from which the Police Commander directs the overall operational response to an incident. (Source: National Counter Terrorism Plan).

Preparedness: in relation to an emergency includes arrangements or plans to deal with an emergency or the effects of an emergency. (Source: Emergency Management Australia Glossary).

Prevention: in relation to an emergency includes the identification of hazards, the assessment of threats to life and property and the taking of measures to reduce potential loss to life or property. (Source: Emergency Management Australia Glossary).

Public Information Coordinator: The Public Information Coordinator is responsible for oversight of public and media information activities for emergencies in the ACT.

Public Information Coordination Centre: Public Information Coordination Centre: A centre maintained in readiness to coordinate development, clearance and delivery of information through multiple channels, including forward media briefing sites, internet, media/social media and Canberra Connect.

Recovery: in relation to an emergency includes the process of returning an affected community to its proper level of functioning after an emergency. (Source: Emergency Management Australia Glossary).

Response: in relation to an emergency includes the process of combating an emergency and of providing immediate relief for persons affected by an emergency. (Source: Emergency Management Australia Glossary).

Risk: a concept used to describe the likelihood of harmful consequences arising from the interaction of hazards, communities and the environment. (Source: COAG Review into Natural Disasters in Australia, August 2002).

Risk Assessment: the process used to determine risk management priorities by evaluating and comparing the level of risk against predetermined standards, target risk levels or other criteria. (Source: COAG Review into Natural Disasters in Australia, August 2002).

Risk Management: the systematic application of management policies, procedures and practices to the tasks of identifying, analysing, evaluating, treating and monitoring risk. (Source: COAG Review into Natural Disaster in Australia, August 2002).

State of Alert: A declared alert by the Minister for Police and Emergency Services under section 151 of the *Emergencies Act 2004* in circumstances where there is a potential significant danger or emergency that is likely to happen across all or part of the ACT.

State of Emergency: A declaration by the Chief Minister under Section 156 of the ACT *Emergencies Act 2004* for all or part of the ACT when an emergency has or is likely to occur.

Territory Crisis Centre: The Territory Crisis Centre (TCC) provides support and policy advice to the SEMSOG and Cabinet in response to Counter Terrorism incidents, consistent with national arrangements for counter terrorism.

5.4 Acronyms

ACT	Australian Capital Territory
AFP-ACT Policing	Australian Federal Police - ACT Policing
ACTAS	ACT Ambulance Service
ACTF&R	ACT Fire and Rescue
ACTRFS	ACT Rural Fire Service
ACTSES	ACT State Emergency Service
AGD	Australian Government Attorney-General's Department (Commonwealth)
AHPC	Australian Health Protection Committee (Commonwealth)
AIIMS	Australian Inter-services Incident Management System
CBRN	Chemical, Biological, Radiological and Nuclear
CMCD	Chief Minister and Cabinet Directorate (ACT Government)
CPO	Chief Police Officer
COAG	Council of Australian Governments (Commonwealth)
DACC	Defence Aid to the Civil Community
DFACA	Defence Force Aid to Civilian Authorities
CSD	Community Services Directorate (ACT Government)
DVI	Disaster Victim Identification
EDD	Economic Development Directorate (ACT Government)
EC	Emergency Controller
ECC	Emergency Co-ordination Centre
EMA	Emergency Management Australia (Commonwealth)
EPA	Environment Protection Agency, ESDD
ESA	Emergency Services Agency, JaCSD
ESDD	Environment and Sustainable Development Directorate (ACT Government)
Health	Health Directorate (ACT Government)
IC	Incident Controller
ICC	Incident Control Centre
IMT	Incident Management Team
JaCSD	Justice and Community Safety Directorate (ACT Government)
MOU	Memorandum of Understanding
NCA	National Capital Authority
NCTC	National Counter Terrorism Committee (Commonwealth)
NCTP	National Counter Terrorism Plan
NEMC	National Emergency Management Committee (Commonwealth)
PC	Police Commander
PIC	Public Information Coordinator

PICC	Public Information Coordination Centre
PFC	Police Forward Commander
PFCP	Police Forward Command Post
POC	Police Operations Centre
SEMC	Security and Emergency Management Committee
SEMSOG	Security and Emergency Management Senior Officials Group
SEMPG	Security and Emergency Management Planning Group
SEMB	Security and Emergency Management Branch, JaCSD
SEWS	Standard Emergency Warning System
TAMSD	Territory and Municipal Services Directorate (ACT Government)
TCC	Territory Crisis Centre
Treasury	Treasury Directorate (ACT Government)
USAR	Urban Search and Rescue

Part 6 Annexures

Annexure A – ACT and National Committees

(see 2.3 (ACT arrangements) and 2.4 (National arrangements))

Title	Reporting to:
ACT Committees	
Security and Emergency Management Senior Officials Group (SEMSOG)	Security and Emergency Management Committee of Cabinet (SEMC)
Security and Emergency Management Planning Group(SEMPG)	SEMSOG
Joint Operations Coordination Group	SEMPG
Critical Infrastructure Working Group	SEMPG
Health Emergency Management Sub Committee	SEMPG
ACT Community Recovery Sub Committee	SEMPG
ACT CBRN Working Group	SEMPG
ACT Flood Planning Sub Committee	SEMPG
ACT Liquid Fuel Emergency Sub Committee	SEMPG
ACT Bushfire Council	Minister for Police and Emergency Services

Title	Reporting to:
National Committees	
Australian Health Ministers Advisory Council (AHMAC)	Australian Health Minister Conference (AHMC)
National Counter Terrorism Committee (NCTC)	Council of Australian Governments (COAG)
National Emergency Management Committee (NEMC)	COAG / Standing Council on Police and Emergency Management (SCPEM)
NCTC- Capability Steering Group	NCTC
NCTC - Public Information Sub-Committee	NCTC
NCTC - Operational Response Capability Sub-Committee	NCTC
NCTC - Crisis Coordination and Communications Capability Sub-Committee	NCTC
NCTC - Countering Violent Extremism Sub-Committee	NCTC
NCTC - Investigations Support Capability Coordination Sub-Committee	NCTC
NCTC - Chemical, Biological, Radiological and Nuclear Security Sub-Committee	NCTC
NEMC Recovery Subcommittee (RSC)	NEMC
NEMC Capability Development Subcommittee (CDCC)	NEMC
NEMC Community Engagement Sub Committee (CESC)	NEMC
NEMC Risk Assessment, Measurement and Mitigation Subcommittee (RAMMSC)	NEMC
National Oil Supplies Emergency Committee	Ministerial Council on Energy
Security Sub-Committee of the Standing Committee on Transport	Australian Transport Council
National Security Committee (NSC)	
Community and Disability Services Ministers Advisory Council (CDSMAC) Disaster Recovery Sub Committee (DRSC)	CDSMAC

Annexure B - Lead Response Agencies for Identified Hazards

Hazard	Lead Response Agency	Emergency Supporting Agencies	Plan Tier	Potential Emergency Controller
Transport				
Transport crash: aviation (less than 1200m from the airport runway)	ACT Policing	ACT F&R, ACT AS, CSD, EPA, TAMSD, Health, CMCD	1 (Aircraft Accident Plan)	Chief Police Officer
Transport crash: aviation (more than 1200m from the airport runway)	ACT Policing	ACT F&R, ACT AS, CSD, EPA, TAMSD, Health, CMCD	1 (Aircraft Accident Plan)	Chief Police Officer
Transport crash: road vehicles	ACT Policing	ACT F&R, ACT AS, CSD, EPA, TAMSD, Health, CMD	3	Chief Police Officer
Transport crash: railway	ACT Policing	ACT F&R, ACT AS, CSD, EPA, TAMSD, Health, CMCD	3	Chief Police Officer
Transport crash: marine (no environmental emergency)	ACT Policing	ACT F&R, ACT AS, CSD, EPA, TAMSD, Health, CMCD, TAMSD	3	Chief Police Officer
Hazardous materials: radiological (unintentional release of)	ACT F&R	ACT Policing, ACT AS, CSD, EPA, TAMSD, Health, CMCD	1 (HAZMAT)	Emergency Services Commissioner
Hazardous materials: chemical, liquid fuel, explosives (unintentional release of)	ACT F&R	ACT Policing, ACT AS, CSD, EPA, TAMSD, Health, CMCD	1 (HAZMAT)	Emergency Services Commissioner
Energy and Infrastructure				
Fuel supply emergency: Excludes: energy infrastructure failures)	ESA	ACTEW, TAMSD, ACT Policing, ACT F&R, ACT AS, CSD, EPA, TAMSD	1(Fuel Supply Emergency Plan)	Emergency Services Commissioner
Infrastructure failure: roads and bridges	ACT F&R	TAMSD, ACT Policing, ACT AS, CSD, EPA,	3	Emergency Services Commissioner
Infrastructure failure: building collapse	ACT F&R	TAMSD, ACT Policing, ACT AS, CSD, EPA,	1 (Urban Search And Rescue Plan)	Emergency Services Commissioner

ACT Emergency Plan (2012).

Fire				
Fire: Structural	ACT F&R	ACT Policing, ACT AS, CSD, EPA, TAMSD, Health, CMD	3	Emergency Services Commissioner
Fire: Bushfire, Built Up Area	ACT F&R	ACT Policing, ACT AS, ACT RFS, ACT SES, CSD, EPA, TAMSD, Health, CMD	1 (SBMP) 1 (Elevated Fire Danger Plan)	Emergency Services Commissioner
Fire: Bushfire, Rural Area	ACT RFS	ACT Policing, ACT AS, ACT F&R, ACT SES, CSD, EPA, TAMSD, Health, CMD	1 (SBMP) 1 (Elevated Fire Danger Plan)	Emergency Services Commissioner
Social				
Chemical, Biological, Radiological and Nuclear (CBRN): e.g. Deliberate Release of CBRN Agents	ACT Policing	ACT F&R, ACT AS, CSD, EPA, TAMSD, Health, CMD, TAMSD	1 (CBRN)	Chief Police Officer
Intentional violence: e.g. CBRN attacks, sieges, terrorist events	ACT Policing	CMD, CSD, ACT F&R, ACT AS	1 (CT)	Chief Police Officer
Civil Disobedience: e.g. Public Protest Civil Disorder and Large Localised Protests	ACT Policing	CMD, CSD, ACT F&R, ACT AS, NCA	3	Chief Police Officer
Mass Gathering Public Safety	ACT Policing	CMD, CSD, ACT F&R, ACT AS, ACT SES, NCA	2 as required	Chief Police Officer
Health and Environmental				
Communicable Human Disease Outbreaks including Epidemic	ACT Health	ACT AS, ACT Policing, CSD, CMD	1 (Communicable Diseases Plan)	Chief Health Officer
Pandemic (BCP arrangements are under the responsibility of agencies)	ACT Health	ACT AS, ACT Policing, CSD, CMCD	1 (Pandemic Plan)	Chief Health Officer
Food contamination	ACT Health	EPA, ACT AS, ACT Policing, CSD, CMD	3	Chief Health Officer
Water supply contamination	ACT Health	ACTEW, EPA ACT AS, ACT Policing, CSD, CMCD, NCA	3	Chief Health Officer

Bio-security emergencies: (includes exotic/endemic animal, plant and pest emergencies)	TAMSD	Health, CSD, ESA, ACT Policing, CMCD	1(Animal Disease Plan)	Emergency Services Commissioner
Natural				
Extreme Heat	ACTAS	Health, ESA, CMD, CSD, CMCD	1(Extreme Heat Management Plan)	Emergency Services Commissioner
Flood: dams	ACT SES	ACTEW, ESA, ACT Policing, CSD, Health, EPA, CMD, NCA	1(Flood Plan)	Emergency Services Commissioner
Flood: rivers	ACT SES	ACTEW, ESA, ACT Policing, CSD, Health, EPA, CMD, NCA	1(Flood Plan)	Emergency Services Commissioner
Storm, high winds, tempest	ACT SES	ESA, ACT Policing, CSD, Health, EPA, CMCD	1(Storm Plan)	Emergency Services Commissioner
Earthquake	ESA	ACTEW, ESA, ACT Policing, CSD, Health, EPA	1	Emergency Services Commissioner
Space debris	ESA	ESA, ACT Policing, CSD, Health, EPA	3	Emergency Services Commissioner

Annexure C - Emergency Support Functions Responsible Agencies

Function	Lead Supporting Agency	Plan Tier
Response Support Functions		
Evacuation	ESA, ACT Policing and CSD	2
Rescue (technical):		
Confined space	ACT F&R	3
Domestic and industrial accidents	ACT F&R	3
Extrication from road crash and heavy vehicles (rural)	ACT F&R	3
Trench	ACT F&R	3
Urban	ACT F&R	3
Vertical (built environment)	ACT F&R	3
Vertical (natural features)	ACT F&R	3
Search: Land	ACT Policing	3
Casualty care and transport (single and multi/mass-casualty events)	ACT AS	1 (Mass Casualty Incident Plan)
Disaster Victim Identification Plan	ACT Policing	1 (DVI Plan)
Decontamination (Bio-security emergencies, CBRN events, Hazardous Materials emergencies)	ACT F&R	3
Road management and traffic control	TAMSD RTA	3
Response Functional Areas		
Public Information Coordination	CMCD	1 (Community Communication and Information Plan)

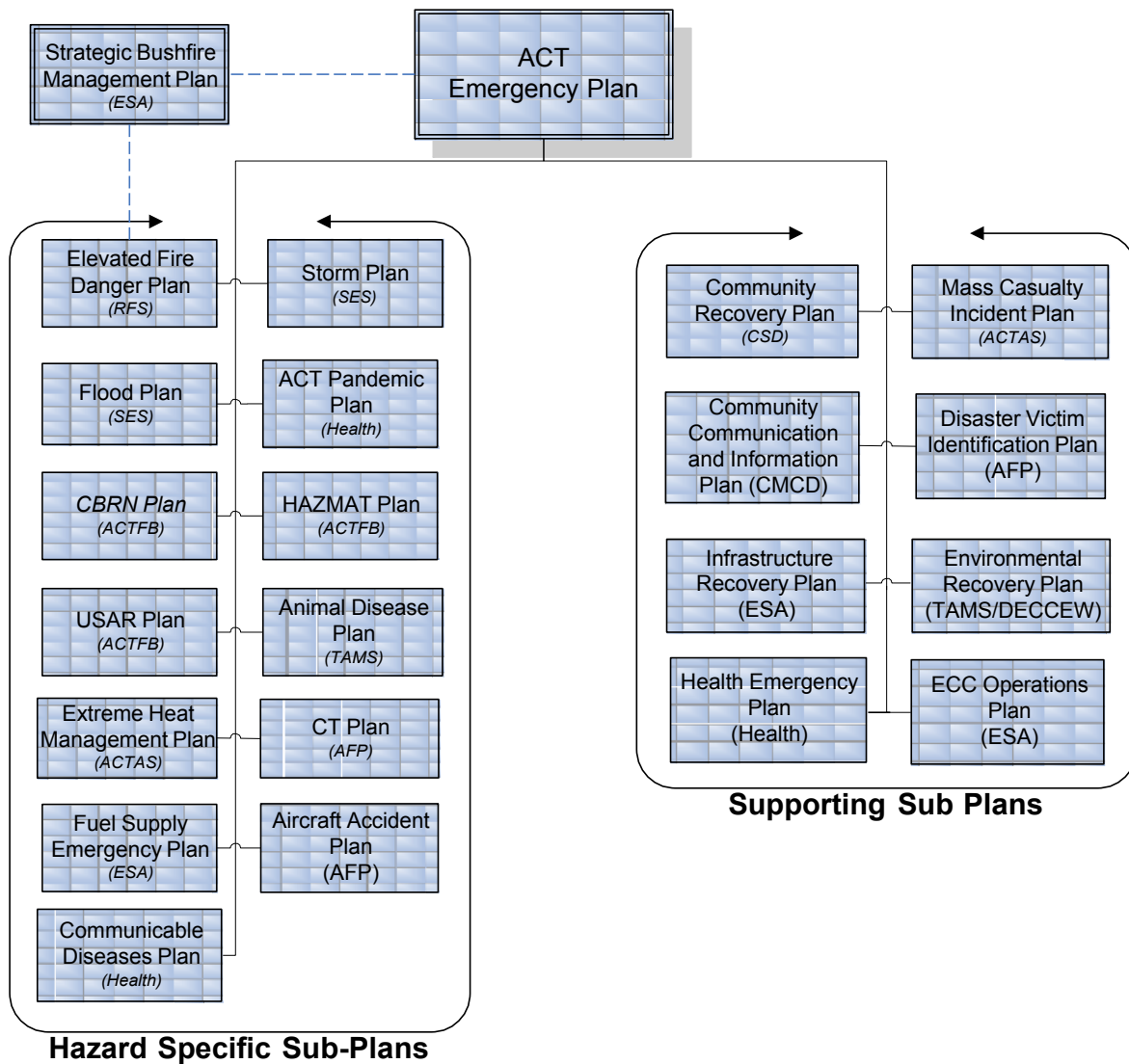
Health Emergency	Health	1 (Health Emergency Plan)
Whole of Government Reporting and Notification	JaCSD	3
Management of Expenditure in emergencies	Treasury	3
Territory Crisis Centre	JaCSD	3
Emergency Coordination Centre	ESA	1 (ECC Operations Plan)
Police Operations Centre	ACT Policing	3
Incident Control Centre	ESA	3
Investigation		
Coronial investigation	ACT Policing	3
Criminal investigations (during emergencies)	ACT Policing	3
Registration: Witnesses	ACT Policing	2
Forensic chemistry and biology services	ACT Policing	3
Engaging with Culturally and Linguistically Diverse Groups (CALD)	ESA and ACT Policing	3
Translation and interpreter service: AUSLAN (sign language Languages Other Than English (LOTE))	ESA and ACT Policing	3
Psychosocial Recovery		
Counseling, Outreach service and Pastoral care	CSD	1 (Community Recovery Plan)
Community recovery coordination	CSD	1 (Community Recovery Plan)
Accommodation and Emergency catering	CSD	1 (Community Recovery Plan)
Clothing, furniture and personal effects	CSD	1 (Community Recovery Plan)

Domestic Animals	CSD and TAMSD	1 (Community Recovery Plan)
Centres:, evacuation, information, recovery	CSD	1 (Community Recovery Plan)
Appeals and Donations	CSD	1 (Community Recovery Plan)
Registration and enquiry Casualties Affected persons Other stakeholders e.g. businesses and volunteer (spontaneous)	CSD	1 (Community Recovery Plan)
Registration Volunteer (spontaneous)	CSD	1 (Community Recovery Plan)
Vulnerable Population Groups	CSD	1 (Community Recovery Plan)
Translation and interpreter service: AUSLAN (sign language Languages Other Than English (LOTE))	CSD	1 (Community Recovery Plan)
Infrastructure Recovery		
Water (dams, pipelines, Drinking water)	ACTEW	1 (Infrastructure Failure Sub Plan)
Waste water and storm water systems	TAMSD / ACTEW	1 (Infrastructure Failure Sub Plan)
Infrastructure recovery: Electricity (very high voltage, domestic and commercial)	ACTEW or utility providers	1 (Infrastructure Failure Sub Plan)
Natural Gas	ACTEW or utility providers	1 (Infrastructure Failure Sub Plan)
Telecommunications including radio network	ACTEW or utility providers	1 (Infrastructure Failure Sub Plan)
Transport	TAMSD	3
Waste/refuse collection	TAMSD	2
Management of demolition and clean up processes	TAMSD	2
Deceased Animals and other Vermin	TAMSD	2

ACT Emergency Plan (2012).

Economic Recovery		
Immediate Financial Assistance	CSD	1 (Community Recovery Plan)
Assistance with temporary accommodation	CSD	1 (Community Recovery Plan)
Payment of other emergency assistance as agreed by ACT Government.	CSD	1 (Community Recovery Plan)
Information and support to the business sector	CMCD and CSD	1 (Community Recovery Plan)
Insurance	CSD / ICA - Risk and Disaster Planning Directorate ICA	1 (Community Recovery Plan)
Liaison with Commonwealth agencies (e.g. AG Department, FAHCSIA) on assistance arrangements: Natural Disaster Relief and Recovery Arrangements Australian Government Disaster Recovery Payment	ACT Treasury and CSD	1 (Community Recovery Plan)
Environmental Recovery		
Agricultural and primary production	TAMSD	1 (Environmental Recovery Plan)
Biodiversity and threatened Species	ESDD / TAMSD	1 (Environmental Recovery Plan)
Air quality	Health / ESDD	1 (Environmental Recovery Plan)
Water Catchments	TAMSD	1 (Environmental Recovery Plan)
Cultural Heritage	TAMSD	1 (Environmental Recovery Plan)

Annexure D – Hazard Specific and Supporting Plans Framework



Annexure E – Template for the Appointment of an Emergency Controller (no declared emergency)



Australian Capital Territory

Emergencies (Appointment of Emergency Controller) 20xx

Notifiable Instrument NI 20xx -

made under the

Emergencies Act 2004, s 150A (Appointment of emergency controller – no declared state of emergency).

1. Name of Instrument

This instrument is the Emergencies (Appointment of Emergency Controller) 20xx.

2. Commencement

This instrument commences immediately.

3. Declaration

Pursuant to section 150A of the *Emergencies Act 2004* I **APPOINT** *[insert name]* as the Emergency Controller.

[If it is proposed to modify the Emergency Controller's functions and powers insert the relevant parts of the following:]

Pursuant to section 150B(2) of the *Emergencies Act 2004* I **DIRECT** that the Emergency Controller is:

[not to have the following function(s) [set out the relevant function or (or part of a function) mentioned in subsection 150B(1)]

OR

[to have the following functions [set out relevant function(s)]

Pursuant to subsection 150C(4) I **DIRECT** that the Emergency Controller is not to have the following powers [*set out the relevant powers or part powers mentioned in subsection 150C(2)*]

[name] MLA
Chief Minister

Date: _____

Time: _____

Notes

Functions:

- (1) The emergency controller has the following functions in relation to a declared state of emergency:
 - a) to manage the response to, and the recovery from, the emergency by ensuring that entities dealing with the emergency are appropriately deployed; and
 - b) to coordinate the disposition of other resources to manage the emergency; and
 - c) to advise the Minister and the Chief Minister about the emergency; and
 - d) to advise the community on anything relating to the state of emergency that the emergency controller considers appropriate; and
 - e) any other function given to the emergency controller under this Act or another emergency law.
- (2) However, the Chief Minister may direct, in writing—
 - a) that the emergency controller is not to have a function (or part of a function) mentioned in subsection (1); or
 - b) that the emergency controller has another stated function.
- (3) As far as practicable, the emergency controller must exercise the emergency controller's functions in accordance with the emergency plan.

Powers:

- (1) This section applies if a declaration of a state of emergency is in force.
 - (2) For the management of the declared state of emergency, the emergency controller may—
 - (a) direct the movement of people, animals or vehicles within, into or around the area to which the state of emergency applies (the **emergency area**); and
 - (b) give directions regulating or prohibiting the movement of people, animals or vehicles within, into or around the emergency area; and
 - (c) direct, in writing, the owner of property in or near the emergency area to place the property under the control, or at the disposal, of the emergency controller; and
 - (d) take possession of any premises, animal substance or thing in or near the emergency area; or
 - (e) excavate land, form tunnels or construct earthworks, barriers or temporary structures in or near the emergency area; and
 - (f) control, use, close off or block a drainage facility in or near the emergency area; and
 - (g) maintain, restore or prevent disruption of essential services; and
 - (h) do anything else that the chief officer of an emergency service may do under section 34 (General powers of chief officers).

Note A chief officer has a number of general powers including to enter land, shut off a power or water supply, demolish or destroy a structure or remove or destroy an animal.
 - (3) Subsection (2) operates despite any other emergency law.
 - (4) The emergency controller may delegate a function mentioned in subsection (2) to the head of an entity.
 - (5) A person who is delegated a function under subsection (4) may delegate the function to another member, officer, employee or contractor of the entity.
 - (6) In this section:

owner, of property, includes an occupier or someone apparently in charge of the property.
-

Annexure F - Template for the Appointment of an Emergency Controller (during a declared State of Emergency)



Australian Capital Territory

Emergencies (Appointment of Emergency Controller) 20xx

Notifiable Instrument NI 20xx -

made under the

Emergencies Act 2004, s 159 (Appointment of emergency controller during a declared state of emergency).

1. Name of Instrument

This instrument is the Emergencies (Appointment of Emergency Controller) 20xx.

2. Commencement

This instrument commences immediately.

3. Declaration

Pursuant to section 159 of the *Emergencies Act 2004* I **APPOINT** [*insert name*] as the Emergency Controller..

[If it is proposed to modify the Emergency Controller's functions insert the relevant parts of the following:]

Pursuant to section 160(1) of the *Emergencies Act 2004* I **DIRECT** that the Emergency Controller is

[not to have the following function(s) [*set out the relevant function or (or part of a function) mentioned in subsection 160(1)*]

OR

[to have the following functions [*set out relevant function(s)*]

[name] MLA
Chief Minister

Date: _____

Time: _____

Notes

Functions:

- (1) The emergency controller has the following functions in relation to a declared state of emergency:
 - a) to manage the response to, and the recovery from, the emergency by ensuring that entities dealing with the emergency are appropriately deployed; and
 - b) to coordinate the disposition of other resources to manage the emergency; and
 - c) to advise the Minister and the Chief Minister about the emergency; and
 - d) to advise the community on anything relating to the state of emergency that the emergency controller considers appropriate; and
 - e) any other function given to the emergency controller under this Act or another emergency law.
- (2) However, the Chief Minister may direct, in writing—
 - a) that the emergency controller is not to have a function (or part of a function) mentioned in subsection (1); or
 - b) that the emergency controller has another stated function.
- (3) As far as practicable, the emergency controller must exercise the emergency controller's functions in accordance with the emergency plan.

Powers:

- (1) This section applies if a declaration of a state of emergency is in force.
- (2) For the management of the declared state of emergency, the emergency controller may—
 - (a) direct the movement of people, animals or vehicles within, into or around the area to which the state of emergency applies (the *emergency area*); and
 - (b) give directions regulating or prohibiting the movement of people, animals or vehicles within, into or around the emergency area; and
 - (c) direct, in writing, the owner of property in or near the emergency area to place the property under the control, or at the disposal, of the emergency controller; and
 - (d) take possession of any premises, animal substance or thing in or near the emergency area; or
 - (e) excavate land, form tunnels or construct earthworks, barriers or temporary structures in or near the emergency area; and
 - (f) control, use, close off or block a drainage facility in or near the emergency area; and
 - (g) maintain, restore or prevent disruption of essential services; and
 - (h) do anything else that the chief officer of an emergency service may do under section 34 (General powers of chief officers).

Note A chief officer has a number of general powers including to enter land, shut off a power or water supply, demolish or destroy a structure or remove or destroy an animal.

- (3) Subsection (2) operates despite any other emergency law.
- (4) The emergency controller may delegate a function mentioned in subsection (2) to the head of an entity.
- (5) A person who is delegated a function under subsection (4) may delegate the function to another member, officer, employee or contractor of the entity.
- (6) In this section:
owner, of property, includes an occupier or someone apparently in charge of the property.

Annexure G – Template for the Declaration of a State of Alert



Australian Capital Territory

Emergencies (State of Alert) Declaration 20xx

Notifiable Instrument NI 20xx -

made under the

Emergencies Act 2004, s 151 (Declaration of state of alert).

1. Name of Instrument

This instrument is the Emergencies (State of Alert) Declaration 20xx.

2. Commencement

This instrument commences immediately.

3. Declaration

Pursuant to section 151 of the *Emergencies Act 2004*, I **DECLARE** that a state of alert exists in:

- all of the ACT *
- part of the ACT, being [*specify area affected*] *

* (strike out whichever is not applicable)

[name] MLA
Minister for Police and Emergency Services

Date: _____

Time: _____

ACT Emergency Plan (2012).

Annexure H – Template for the Revocation of a State of Alert



Australian Capital Territory

Emergencies (State of Alert) Revocation of Declaration 20xx

Notifiable Instrument NI 20xx -

made under the

Emergencies Act 2004, s 151 (Declaration of state of alert).

1. Name of Instrument

This instrument is the Emergencies (State of Alert) Revocation of Declaration 20xx.

2. Commencement

This instrument commences immediately.

3. Declaration

I **REVOKE** the declaration of a State of Alert that was made by me on [*insert date*] at [*insert time*] and accordingly NI 20xx is revoked.

[Name] MLA
Minister for Police and Emergency Services

Date: _____

Time: _____

ACT Emergency Plan (2012).

Annexure I - Template for the Declaration of a State of Emergency



Australian Capital Territory

Emergencies (State of Emergency) Declaration 20xx

Notifiable Instrument NI 20xx -

made under the

Emergencies Act 2004, s 156 (Declaration of state of emergency).

1. Name of Instrument

This instrument is the Emergencies (State of Emergency) Declaration 20xx.

2. Commencement

This instrument commences immediately.

3. Declaration

Pursuant to section 156 of the *Emergencies Act 2004*, I **DECLARE** that a state of emergency exists in:

- all of the ACT *
- part of the ACT, being (*specify area affected*) *

* (strike out whichever is not applicable)

[name] MLA
Chief Minister

Date: _____

Time: _____

ACT Emergency Plan (2012).

Annexure J - Template for the Revocation of a State of Emergency



Australian Capital Territory

Emergencies (State of Emergency) Revocation of Declaration 20xx

Notifiable Instrument NI 20xx -

made under the

Emergencies Act 2004, s 156 (Declaration of state of emergency).

1. Name of Instrument

This instrument is the Emergencies (State of Emergency) Revocation of Declaration 20xx.

2. Commencement

This instrument commences immediately.

3. Declaration

I **REVOKE** the declaration of a State of Emergency that was made by me on *[insert date]* at *[insert time]* and accordingly NI 20xx is revoked.

[Name] MLA
Chief Minister

Date: _____

Time: _____

ACT Emergency Plan (2012).

Annexure K - Relevant ACT Legislation

Animal Diseases Act 2005

Building Act 2004

Coroners Act 1997

Crimes Act 1900

Dangerous Substances Act 2004

Domestic Animals Act 2000

Electricity Safety Act 1971

Emergencies Act 2004

Environment Protection Act 1997

Food Act 2001

Fuels Control Act 1979

Health Professionals Act 2004

Heritage

Human Rights Act 2004

Lakes Act 1976

Nature Conservation Act 1980

Pest Plants and Animals Act 2005

Public Health Act 1997

Utilities Act 2000

Radiation Protection Act 2006

Terrorism (Extraordinary Temporary Powers) Act 2006

Poisons Act 1933

Poisons and Drugs Act 1993

Annexure L- National Governance and Plans

The Australian Government through Emergency Management Australia within the Attorney-General's Department has responsibility for Commonwealth disaster-related coordination and national security. A number of strategic national plans are in place to facilitate these arrangements. This plan should be read in conjunction with:

Australian Health Management Plan for Pandemic Influenza (AHMPPI)

Commonwealth Department of Health and Ageing.

This is a national health plan for responding to an influenza pandemic, based on international best practice and evidence.

Australian International Assistance Plan (AUSASSISTPLAN)

Commonwealth Attorney-General's Department via Emergency Management Australia.

To coordinate the provision of Australian emergency assistance, using Australian Government physical and technical resources, following a disaster in another country.

Australian Veterinary Emergency Plan (AUSVETPLAN)

Commonwealth Department of Agriculture, Fisheries and Forestry via Animal Health Australia.

The national contingency planning framework for the management of emergency animal disease (EAD) incidents in Australia. The purpose of AUSVETPLAN is to ensure coherent operations and procedures among national, state and territory animal health authorities, and emergency management organisations in the management of an EAD incident.

Commonwealth Government Disaster Response Plan (COMDISPLAN)

Commonwealth Attorney-General's Department via Emergency Management Australia.

To coordinate the provision of Australian Government physical assistance in the event of a disaster in Australia or its offshore Territories.

Commonwealth Government Reception Plan (COMRECEPLAN)

Commonwealth Attorney-General's Department via Emergency Management Australia.

To coordinate the reception of persons evacuated into Australia following an overseas event.

Management of Communicable Diseases in Australia

Commonwealth Department of Health and Ageing.

The Department of Health and Ageing develop and maintain numerous plans to deal with communicable diseases within Australia including, but not limited to, HIV AIDS, Hepatitis C and Severe Acute Respiratory Syndrome (SARS).

National Action Plan for Human Influenza Pandemic (NAP-HIP)

Department of Prime Minister and Cabinet.

The National Action Plan for Human Influenza Pandemic outlines how Commonwealth, State, Territory and Local governments will work together to protect Australia against the threat of an influenza pandemic and support the Australian community.

National Search and Rescue (SAR) Arrangements

Australian Maritime Safety Authority.

The arrangements for search and rescue (SAR) in Australia have been influenced by the physical size of the island continent, the large size of the search and rescue region, Australia's relatively small population and the nature of governmental processes. Dedicated SAR facilities are limited in Australia. When necessary, other facilities are diverted from their primary function by arrangement or request. Australia has developed a SAR organisation to direct, coordinate and control search and rescue operations within the Australian Search and Rescue region (SRR) and to provide the organisational

ACT Emergency Plan (2012).

basis for cooperation between different SAR authorities. This is especially necessary in Australia because of our political system involving a federation of States and Territories, and the particular SAR responsibilities assumed by the Defence Forces.

National Counter Terrorism Plan

Commonwealth Attorney-General's Department.

The National Counter-Terrorism Plan (NCTP) describes Australia's high-level strategy for preventing, and dealing with, acts of terrorism against Australia and its interests.

National Emergency Protocol

Arising from the Special Meeting of the Council of Australian Governments (COAG) on 27 September 2005.

In 2006 COAG endorsed the National Emergency Protocol (NEP). NEP describes the communications arrangements between the Prime Minister, Premiers, Chief Ministers and Australian Local Government Association during an emergency.

National Liquid Fuel Emergency Response Plan (NLFERP)

Commonwealth Department of Resources, Energy and Tourism via the National Oil Supplies Emergency Committee.

Developed by the National Oil Supplies Emergency Committee (NOSEC) to provide national governance to liquid fuels emergencies.

Overseas Mass Casualty Plan (OSMASSCASPLAN)

Commonwealth Attorney-General's Department via Emergency Management Australia.

National response and repatriation plan for mass casualty incidents involving Australians overseas.

Annexure M - National Principles for Disaster Recovery

The Principles of Recovery were developed as a guide to good practice for recovery from a disaster. These principles were endorsed by the Community and Disability Services Ministers Advisory Council, and the Australian Emergency Management Committee in 2008.

1. Successful recovery is based on an understanding of the community context.
2. Successful recovery acknowledges the complex and dynamic nature of emergencies and communities.
3. Successful recovery is responsive and flexible, engaging communities and empowering them to move forward.
4. Successful recovery requires a planned, coordinated and adaptive approach based on continuing assessment of impacts and needs.
5. Successful recovery is built on effective communication with affected communities and other stakeholders.
6. Successful recovery recognises supports and builds community, individual and organisational capacity.