

Chapter 17 – Major Incidents

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17.1 Introduction

This chapter deals with the processes and procedures for the police response to major incidents. For the purpose of this chapter, major incidents include situations related to disaster and incident management.

Disaster management involves situations where the normal operating environment and infrastructure in which emergency services operate is destroyed or severely limited. Disaster management is beyond the scope of coordinated police and emergency service response alone, requiring a total government and community response.

Incident management involves situations where the economic activities and social routines of the community continue to operate with limited disruption. The Service and other emergency services manage the situation within the limits of the normal operating environment.

Information concerning the first response procedure or other incident scene responsibilities and specialist police functions including call out procedures are contained in Chapter 2: 'Investigative Process' of this Manual.

For information regarding the release of information to the media whilst engaged in a major incident, members are to comply with the appropriate provisions of s. 5.6.11: 'Information sought by media for public broadcast' of the Management Support Manual. See also 'Media guidelines for employees of the Queensland Police Service' on the QPS Media web page of the Service Intranet.

17.1.1 Abbreviations for this chapter

For the list of abbreviations used in this chapter, refer to Appendix 17.10: 'Abbreviations used in this chapter' of this chapter.

17.1.2 Definitions

For the purpose of this chapter:

Disaster situation

means a disaster situation declared under ss. 64(1) or 69 of the *Disaster Management Act*.

Politically motivated violence

To assist in determining if incidents or threats are, or may be, politically motivated, the following factors should be considered:

- (i) Identity and nationality of the victim. If the victim is a representative of the government or a commercial enterprise of a country subject to targeting overseas, or an activist in some organisation with foreign political associations subject to targeting by the governments they oppose;
- (ii) Circumstances of the incident. Is the location of an office or residence of a foreign government/company representative within the immediate vicinity of a bomb or hoax bomb attack?;
- (iii) Nature of demands or statements. Have demands been made against a government (Australian or foreign) or interests or employees of a government, or a statement which indicates a political objective on the part of the perpetrator(s)?;
- (iv) Modus operandi. Do the activities of the perpetrator/s indicate that the purpose behind the incident is political rather than criminal?;
- (v) Political environment. The existing political environment, including government policies and initiatives, which may have prompted the action of the perpetrator(s); and
- (vi) Perpetrator. Identity, nationality or any other relevant information on the known or suspected perpetrator(s) (e.g. a national from a country with terrorist links or activity).

For other definitions see SMD.

17.1.3 References to legislation

Airspace Regulations 2007 (Cwlth)

Migration Act 1958 (Cwlth)

17.2 Disaster Management

The *Disaster Management Act* and Disaster Management Regulation provide a framework of management groups to administer the functions of the Act for a disaster situation.

Officers may also refer to the District Disaster Management Guidelines available on the Queensland Government Disaster Management website.

Queensland Disaster Management Committee

The functions of the Queensland Disaster Management Committee (QDMC) (referred to as 'the State group' in the *Disaster Management Act*) are contained in s. 18: 'Functions' of the *Disaster Management Act*.

In accordance with s. 20: 'Chairperson and deputy chairperson' of the *Disaster Management Act*, and Part 2: 'Disaster management groups – membership and other matters' of the Disaster Management Regulation, the Premier is the chairperson of the QDMC, and the Minister administering the *Local Government Act* is the deputy chairperson. The Commissioner is to assist the QDMC in carrying out the group's function.

The executive officer of the QDMC is appointed by the Commissioner and is to provide support as directed by the Chairperson to help the QDMC perform its functions (see s. 21A: 'Executive officer to provide support' of the *Disaster Management Act*).

State Disaster Coordinator

The chairperson of the QDMC is to appoint a deputy commissioner, or another person possessing the necessary expertise or experience to perform the function, as a State Disaster Coordinator to coordinate disaster operations for the QDMC after consultation with the Commissioner (see s. 21B: 'State disaster coordinator' of the *Disaster Management Act*).

The appointment is to be in writing and may only be terminated in writing. A State Disaster Coordinator is to be appointed at all times.

Generally, a deputy commissioner will be appointed to the position of State Disaster Coordinator. However, an appropriately qualified person may be appointed to the role if the chairperson of the QDMC considers appointment of that person would be appropriate, having regard to the nature and circumstances of the event.

The functions of the State Disaster Coordinator are contained within s. 21C: 'Functions of State disaster coordinator' of the *Disaster Management Act*.

State Recovery Coordinator

The chairperson of the QDMC may, if satisfied it is necessary, appoint a person as a State Recovery Coordinator to coordinate disaster recovery operations for the QDMC (see s. 21D: 'State recovery coordinator' of the *Disaster Management Act*).

The appointment is to be in writing and may only be terminated in writing.

The functions of the State Recovery Coordinator are contained within s. 21E: 'Functions of State recovery coordinator' of the *Disaster Management Act*.

State Disaster Coordination Group

The State Disaster Coordination Group (SDCG) is established to support the QDMC through the State Disaster Coordinator in preparation, response and recovery for disaster events.

The SDCG coordinates the operational delivery of the QDMC's legislative responsibilities for the purpose of facilitating disaster operations and disaster management for Queensland communities. The SDCG is chaired by an assistant commissioner of the Service.

The SDCG reports to the State Disaster Coordinator, who is accountable to the QDMC.

For a list of membership agencies of the SDCG, refer to the State Disaster Management Plan, available on the Queensland Government Disaster Management website.

District Disaster Management Group

Twenty-three disaster districts for Queensland have been prescribed under the *Disaster Management Act*. A District Disaster Management Group (DDMG) (referred to as 'the district group' in the *Disaster Management Act*) has been established under s. 22: 'Establishment' of the *Disaster Management Act* for each disaster district.

The functions of a DDMG are contained in s. 23: 'Functions' of the *Disaster Management Act*. Membership of a DDMG is established by regulation under s. 24: 'Membership' of the *Disaster Management Act*. In accordance with s. 5: 'Membership of district groups – Act, s 24' of the Disaster Management Regulation, the following DDMG positions are to be appointed by the Commissioner:

- (i) a chairperson;
- (ii) a deputy chairperson; and
- (iii) an executive officer;

Additionally, the DDMG includes:

- (i) a person appointed by a local government;

- (ii) a number of persons, each of whom represents a department, the chief executive of the department considers appropriate to be a member of the DDMG, having regard to effective disaster management of the disaster district. These persons are to be appointed by the chief executive of the department the member represents; and
- (iii) any other person appointed by the chief executive of the department considered appropriate to be a member of the DDMG, having regard to the effective disaster management of the disaster district.

The functions of the chairperson are contained in s. 26: 'Functions of chairperson of district group' of the *Disaster Management Act*. The chairperson is the District Disaster Coordinator of the DDMG and their function is to coordinate disaster operations in the disaster district for the group (see ss. 25A: 'District disaster coordinator' and 26A: 'Function of district disaster coordinator' of the *Disaster Management Act*). District Disaster Management Group members' responsibilities are outlined in s. 17.2.1: 'District Disaster Management Group members' responsibilities' of this chapter.

Local Disaster Management Group

A Local Disaster Management Group (LDMG) (referred to as 'the local group' in the *Disaster Management Act*) is established by a local government for the local government's area. Membership of a LDMG is established by s. 33: 'Membership' of the *Disaster Management Act*. In accordance with s. 9: 'Membership of local groups – Act, s 33' of the Disaster Management Regulation, a LDMG consists of:

- (i) a chairperson, who is a councillor of a local government, as appointed by the relevant local government for the LDMG under s. 34: 'Chairperson and deputy chairperson' of the *Disaster Management Act*;
- (ii) a deputy chairperson, as appointed by the relevant local government for the LDMG;
- (iii) a local disaster coordinator, who is either the chief executive officer or an employee of the relevant local government, as appointed by the chairperson of the LDMG under s. 35(1): 'Local disaster coordinator' of the *Disaster Management Act*; and
- (iv) other persons appointed as members of the group by the local council, one of which is to be a person nominated by the Commissioner.

Generally, LDMGs are comprised of members of the relevant local council plus representatives from local or district police, ambulance and Queensland Fire Department. The functions of the chairperson are contained in s. 34A: 'Functions of chairperson of local group' of the *Disaster Management Act*. The functions of the local disaster coordinator are contained in s. 36: 'Functions of local disaster coordinator' of the *Disaster Management Act*.

Temporary District Disaster Management Group

A Temporary District Disaster Management Group (TDDMG) (referred to as 'the temporary district group' in the *Disaster Management Act*) is established by the chairperson of the QDMC, in consultation with the Commissioner, where the chairperson is satisfied that a disaster has happened, is happening, or is likely to happen, in two or more adjoining disaster districts (see ss. 28A-28F of the *Disaster Management Act*).

A TDDMG is responsible for the management of the disaster for the districts as directed by the chairperson. Members of a TDDMG have the same functions and responsibilities of members of a DDMG appointed under the *Disaster Management Act*. Membership of a TDDMG is established by s. 28B: 'Membership' of the *Disaster Management Act*. In accordance with s. 7: 'Membership of temporary district groups – Act, s 28B' of the Disaster Management Regulation, a TDDMG consists of:

- (i) a chairperson, appointed by the chairperson of the QDMC, after consultation with the Commissioner, under s. 28C: 'Chairperson and deputy chairperson' of the *Disaster Management Act*;
- (ii) a deputy chairperson, appointed by the chairperson of the QDMC, after consultation with the Commissioner, under s. 28C of the *Disaster Management Act*;
- (iii) a person nominated by each local government whose local government is entirely or partly in a disaster district for which the TDDMG is established and is appointed by the chairperson of the TDDMG under s. 28B of the *Disaster Management Act*;
- (iv) a number of persons, each of whom represents a department, the chairperson of the TDDMG considers appropriate to be represented on the group under s. 28B of the *Disaster Management Act*; and
- (v) any other person appointed by the chairperson of the TDDMG who the chairperson considers appropriate to be a member of the group (see s. 28B of the *Disaster Management Act*).

The person appointed as chairperson of a TDDMG is also the District Disaster Coordinator of the TDDMG. The functions of the appointee are outlined in s. 28D: 'Functions of chairperson of temporary district group' of the *Disaster Management Act*.

An officer appointed as a chairperson for a TDDMG is to ensure that all members of the TDDMG for whom they are responsible for appointing are appointed as soon as practicable.

Suitable persons for appointment as members of the TDDMG include some or all members of local and district groups whose area is wholly or partially within the area of the TDDMG.

Inspector-General of Emergency Management

In accordance with Part 1A: 'Office of the Inspector-General of Emergency Management (IGEM)' of the *Disaster Management Act*, the office of the IGEM is to, amongst other duties:

- (i) review and assess the effectiveness of various entities responsible for disaster management;
- (ii) make, review and assess disaster management standards; and
- (iii) monitor compliance by departments with their disaster management responsibilities,

(see s. 16C: 'Office's functions' of the *Disaster Management Act*).

17.2.1 District Disaster Management Group members' responsibilities

Chairperson

In accordance with s. 25: 'Chairperson and deputy chairperson' of the *Disaster Management Act* and s. 6: 'Chairperson and deputy chairperson of district groups – Act, s 25' of the Disaster Management Regulation, district officers have been appointed as chairpersons of District Disaster Management Groups (DDMG) (referred to as 'the district group' in the *Disaster Management Act*) except for the Brisbane metropolitan area where the Assistant Commissioner, Brisbane Region, has been appointed to that role.

The chairperson of a DDMG is also the district disaster coordinator (DDC) during an activation under s. 25A: 'District disaster coordinator' of the *Disaster Management Act*.

POLICY

The chairperson of a DDMG is to perform the functions as outlined in s. 26: 'Functions of chairperson of district group' of the *Disaster Management Act*.

In accordance with s. 48A: 'Essential service providers' of the *Disaster Management Act*, the chairperson of the DDMG is to liaise with providers of essential services (e.g. gas, electricity, telecommunications and sewerage infrastructure) where the provider may be able to assist with the functioning of the group.

There is no provision under the *Disaster Management Act* for the delegation of the functions of the chairperson of a DDMG.

District Disaster Coordinator

The DDC is also the chairperson of the DDMG and is responsible for coordinating the disaster operations in the disaster district for the group (see s. 26A: 'Function of district disaster coordinator' of the *Disaster Management Act*).

The DDC of a DDMG may delegate the DDC's functions to an appropriately qualified member of the Service under s. 143(7): 'Delegations' of the *Disaster Management Act*.

PROCEDURE

When individual officers are serving in the capacity of DDC, officers in charge of regions or commands should ensure that another police officer is appointed to carry out the duties of district officer during the time the district officer is serving as the DDC in response to, in preparation for or during recovery from a disaster.

Deputy Chairperson

In accordance with s. 25 of the *Disaster Management Act* and s. 6 of the Disaster Management Regulation, the Commissioner is to appoint a person as deputy chairperson for each DDMG.

POLICY

Deputy chairpersons are responsible for assisting the chairperson to manage and coordinate the business of the DDMG. For the duties a deputy chairperson is responsible for, refer to the District Disaster Management Guidelines available on the Queensland Government Disaster Management website.

Executive officers

In accordance with s. 27(1): 'Executive officer of district group' of the *Disaster Management Act*, the Commissioner is to appoint a person as an executive officer for each DDMG.

POLICY

The executive officer of a DDMG is to support the group in the performance of its functions, as directed by the chairperson of the DDMG. For a comprehensive list of duties an executive officer is responsible for, refer to the District Disaster Management Guidelines available on the Queensland Government Disaster Management website.

17.2.2 Declaration of a disaster situation

A disaster situation may be declared under the *Disaster Management Act*:

- (i) for the State, or part of the State, by the Minister and the Premier under s. 69: 'Declaration'; or

(ii) for a disaster district, or part of it, and with the approval of the Minister, by a district disaster coordinator (DDC) under s. 64: 'Declaration',

if satisfied that:

- (i) a disaster has happened, is happening or is likely to happen; and
- (ii) it is necessary to prevent or minimise:
 - (a) injury, illness or loss of human life; or
 - (b) damage or loss to property or the environment.

POLICY

A DDC for a disaster district may, with the approval of the Minister, declare a disaster situation for the district or part of it, if satisfied the provisions of under s. 64: 'Declaration' of the *Disaster Management Act* have been fulfilled.

Before declaring a disaster situation the DDC is to take reasonable steps to consult with the district group and each local government whose area is in, or partly in, the declared area for the disaster situation. The DDC is to also consult with the assistant commissioner responsible for the area where the disaster situation is intended to be declared and advise the State Disaster Coordinator;

- (i) complete section 1 of a Form DM2: 'Declaration of a disaster situation – district level' (available on the Queensland Government Disaster Management website which can be accessed through QPS Forms Select. Search for 'Disaster Management – Policies, Guidelines and Forms').
- (ii) email the completed form to the State Disaster Coordination Centre (SDCC) (see SMCD);
- (iii) send copies of the Form DM2 to the Duty Officer Police Communications Centre (PCC), Brisbane, the relevant deputy commissioner and the officer in charge of the relevant region; and
- (iv) when Ministerial approval is given and upon receipt of Form DM2, with sections 2 and 3 completed, implement the relevant provisions of the *Disaster Management Act* to deal with the disaster situation and exercise declared disaster powers as required.

Oral declaration of a disaster situation

A DDC may make an oral declaration of a disaster situation if the DDC considers it necessary to exercise declared disaster powers before an approved form can be obtained and completed (see s. 65(5): 'Form and notice of declaration' of the *Disaster Management Act*). A disaster situation cannot be declared orally where the DDC considers that it is only reasonably likely to be necessary to exercise declared disaster powers under s. 64(1)(b): 'Declaration' of the *Disaster Management Act*. The need to exercise powers must exist at the time of making an oral declaration.

POLICY

Ministerial approval is still required before an oral disaster situation declaration takes effect. To obtain Ministerial approval, the DDC should contact the SDCC by phone and urgently request that the Minister's approval be sought (see SMCD). The contact number for the DDC should be provided at this time to enable the Minister to contact the DDC directly if required.

If practicable, prior to making an oral declaration the DDC is to consult with the assistant commissioner responsible for the area where the disaster situation is intended to be declared and advise the State Disaster Coordinator.

Where a DDC makes an oral declaration of a disaster situation under s. 65(5) of the *Disaster Management Act*, the declaration of the disaster situation must be recorded in the approved form as soon as reasonably practicable after the oral declaration is made.

Declared disaster powers (declared disaster officers)

The following definitions apply in respect to powers for declared disaster situations:

Declared disaster officer

for a disaster situation, means:

- (i) a police officer; or
- (ii) a person authorised under s. 75(1): 'Authorisation for disaster situation' of the *Disaster Management Act* to exercise declared disaster powers for the disaster situation.

Declared disaster powers

means the powers of a DDC or declared disaster officer under ss. 77: 'General powers' and 78: 'Power to give direction about property' of the *Disaster Management Act*.

Section 75(2) of the *Disaster Management Act* provides that a police officer may exercise declared disaster powers for the disaster situation. Also as a declared disaster officer, a police officer, for the disaster situation has the powers given under Part 4, Division 2, Subdivision 3: 'Powers of district disaster coordinators and declared disaster officers', ss. 76-79 of the *Disaster Management Act*.

POLICY

A relevant DDC for the disaster situation may authorise persons to exercise declared disaster powers for the disaster situation under s. 75(1) of the *Disaster Management Act* (see s. 75(1) of the Act for a list of these persons).

An authorisation by a DDC is described under s. 75(1) of the *Disaster Management Act*. A failure to put an authorisation in writing does not invalidate the authorisation or anything done under the authorisation (see s. 75(4) of the *Disaster Management Act*).

Section 76 of the *Disaster Management Act* outlines how the declared disaster powers may be exercised. A declared disaster officer may exercise a power only subject to the conditions, on which the person is authorised under s. 76(3) of the *Disaster Management Act*.

The powers that can be exercised are contained in ss. 77: 'General powers' and 78: 'Power to give direction about property' of the *Disaster Management Act*.

In a disaster situation, the relevant DDC, if appropriate, is to invoke the provisions of s. 1.12: 'Incident command' of this Manual, and is to:

(i) continually monitor the disaster situation and liaise with other agencies responding to the disaster situation. Provide the Duty Officer, Police Communications Centre, Brisbane with regular situation reports (SITREPs);

(ii) as the need arises, authorise persons under s. 75(1) of the *Disaster Management Act*, to exercise declared disaster powers, or give directions about the circumstances in which a power under another Act may be exercised during the period of the disaster situation. When issuing any authority or giving directions the following forms are to be used, where appropriate, and the directions contained in the forms are to be followed in their completion. (These forms are available on the Queensland Government Disaster Management website which can be accessed through QPS Forms Select. Search for 'Disaster Management – Policies, Guidelines and Forms'):

(a) Form DM1: 'Direction about the exercise of powers under other Acts during a disaster situation' (see s. 9 of the *Disaster Management Act*). This form allows a relevant DDC for the disaster situation to give directions about the circumstances in which a power under another Act may be exercised during the period of the disaster situation;

(b) Form DM8A: 'Authorisation for an individual to exercise declared disaster powers' (see Part 4, Division 2: 'Authorising persons, and powers, for disaster situations', ss. 74-79 of the *Disaster Management Act*). This form allows a relevant DDC for the disaster situation to authorise individuals to exercise declared disaster powers for the disaster situation under ss. 77 and 78 of the *Disaster Management Act*;

(c) Form DM8B: 'Authorisation for a category or class of persons to exercise declared disaster powers' (see s. 75(1)(d) of the *Disaster Management Act*). This form allows a relevant DDC for the disaster situation to authorise persons who are members of a class of persons the DDC is satisfied has the necessary expertise or experience to exercise the powers, to exercise declared disaster powers for the disaster situation;

(d) Form DM9: 'Notice to remove or demolish or destroy a building or other structure in a disaster situation'. This form is intended for a DDC to approve that a declared disaster officer exercise a power under s. 77(1)(h) of the *Disaster Management Act*; and

(e) Form DM10: 'Notice of direction about property'. This form is to be given to the owner of property when directed to put the property under the control or at the disposal of a person stated in the form under ss. 78 and 79 of the *Disaster Management Act*. Where the property is a residential or business premises, a declared disaster officer may give a direction under s. 78(1) only with written approval of the relevant DDC. When giving the direction the DDC must warn the person that it is an offence to fail to comply with the direction unless that person has a reasonable excuse;

(iii) advise the SDCC, at any time a declaration of a disaster situation requires to be extended or when it is no longer necessary to exercise declared disaster powers for the disaster situation. In relation to declaration of disaster situations by a DDC, Forms:

(a) DM3: 'Extension of a disaster situation – district level' and

(b) DM4: 'Request to end a disaster situation – district level',

are to be used as appropriate. In relation to the extension of a declaration of a disaster situation by the Minister and Premier, the SDCC is to be advised so that a Form DM6: 'Submission to the Minister and Premier for an extension of a disaster situation – State level' can be completed as appropriate;

(iv) immediately after:

(a) the disaster situation has ended under ss. 66 or 71 of the *Disaster Management Act*; or

(b) receiving a completed Form DM4, including the Minister's approval to end the disaster situation declaration from the SDCC;

inform the relevant declared disaster officers, regional assistant commissioner and the State Disaster Coordinator of the ending of the declaration; and

(v) at a suitable time and place as soon as practicable following the ending of a disaster situation, conduct a debrief of all key personnel and support agencies, and ensure that any necessary amendments are made to the district disaster management plans.

Rescue powers

POLICY

An emergency situation may occur where rescue powers may be required to be exercised in particular circumstances to deal with the situation (an emergency situation in this policy is a situation other than one declared under the *Public Safety Preservation Act*). As the need arises DDCs are to:

(i) authorise under s. 110: 'Authorising persons to exercise rescue powers' of the *Disaster Management Act*, a person to exercise rescue powers in relation to an emergency situation that may arise during the disaster situation. For this purpose a Form DM11: 'Authorisation of persons to exercise rescue powers' (available on the Queensland Government Disaster Management website which can be accessed through QPS Forms Select. Search for 'Disaster Management – Policies, Guidelines and Forms') may be used.

Prior to any authority being given, the DDC is to be satisfied on reasonable grounds it is necessary to authorise a person to exercise rescue powers in relation to an emergency situation to ensure the following are carried out effectively:

- (a) rescue or similar operations in an emergency situation;
- (b) other operations in an emergent situation to:
 - help injured persons; or
 - protect persons or property from danger or potential danger associated with the emergency situation;

(ii) if the authorisation under paragraph (i) is given orally, ensure that the authorisation is put in writing as soon as reasonably practicable thereafter, refer s. 110(3) of the *Disaster Management Act*; and

(iii) ensure that a person authorised under paragraph (i) exercises the rescue powers in accordance with the authorisation, subject to any conditions contained therein and subject to the provisions of ss. 111: 'Power to enter places' and 112: 'General powers' of the *Disaster Management Act*.

Compensation

POLICY

A person who suffers loss or damage because of the exercise, or purported exercise, of a power under ss. 77, 78, 111 or 112 of the *Disaster Management Act* may apply to the Chief Executive for compensation for the loss or damage. When a Form DM9: 'Notice to remove or demolish or destroy a building or other structure in a disaster situation' or Form DM10: 'Notice of a direction about property' (available on the Queensland Government Disaster Management website which can be accessed through QPS Forms Select. Search for 'Disaster Management – Policies, Guidelines and Forms') is given, officers are to ensure that a person who suffers loss or damage is advised of the provisions of Part 11: 'Provisions about compensation and policies of insurance' of the *Disaster Management Act*, and where appropriate provide that person with a copy of Form DM12: 'Application for compensation' (available on the Queensland Government Disaster Management website which can be accessed through QPS Forms Select. Search for 'Disaster Management – Policies, Guidelines and Forms') or alternatively advise the person that Form DM12 can be obtained from the Queensland Government Disaster Management website www.disaster.qld.gov.au.

Relationship to other Acts

Emergency situations (ES), terrorist emergencies (TE) and chemical, biological and radiological emergencies (CBRE) may be declared under the following:

- (i) s. 5: 'Declaration of emergency situation';
- (ii) s. 8G: 'Terrorist emergency may be declared'; and
- (iii) s. 12: 'CBR emergency may be declared',

of the *Public Safety Preservation Act* (see ss. 17.3.1: 'Emergency situations', 18.6.2: 'Terrorist emergencies' and 17.3.18: 'Chemical, biological or radiological incidents' of this Manual).

Section 6: 'Effect of declaration under Disaster Management Act 2003' of the *Public Safety Preservation Act* provides that a declaration pursuant to s. 5 of the Act which is in force when a disaster situation is declared under the *Disaster Management Act* shall be revoked:

- (i) by the emergency commander; or
- (ii) if the emergency commander is unavailable, by a commissioned officer of the same or more senior rank,

unless the emergency commander or commissioned officer believes on reasonable grounds that it is necessary for the declaration under s. 5 of the *Public Safety Preservation Act* to remain in force.

Section 43A: 'Emergency situation' of the *Public Safety Preservation Act* provides that if an emergency situation is later declared to be a TE or CBRE, the declaration of the emergency situation has no effect for the area or part of the area or for all or part of a situation to the extent to which the TE or CBRE has been declared to exist. This means, all the powers that come with an ES also apply to the TE or CBRE area, however, the TE or CBRE commander overrides any powers of the emergency commander in the TE or CBRE area for the extent of the declaration.

Section 6: 'Relationship to other Acts about particular declarations' of the *Disaster Management Act* provides that nothing in the *Disaster Management Act* prevents a person declaring an emergency under another Act (e.g. *Public Safety Preservation Act*), and that the existence of such a declaration does not prevent the declaration of disaster situation under the *Disaster Management Act*.

Section 7: 'Public Safety Preservation Act 1986, pt 3, not affected' of the *Disaster Management Act* provides that the *Disaster Management Act* is in addition to, and does not limit, the *Public Safety Preservation Act*, Part 3: 'Chemical, Biological and Radiological Emergencies'.

Also, for a person exercising declared disaster powers or rescue powers under the *Disaster Management Act*, the declared disaster powers and rescue powers are in addition to and do not limit the powers the person may have under another Act (see s. 8: 'Powers under this Act and other Acts' of the *Disaster Management Act*).

Refer also to s. 17.3.1 and Appendix 17.11: 'Table comparing the declaration of a 'Disaster Situation', an 'Emergency Situation', a 'Chemical, Biological or Radiological Emergency' and a 'Terrorist Emergency' to various operational criteria' of this Manual.

17.2.3 Responsibilities of the Service in disaster management

POLICY

In addition to the powers and responsibilities included in ss. 17.2.1: 'District Disaster Management Group members' responsibilities' and 17.2.2: 'Declaration of a disaster situation' of this chapter, the Service's responsibilities in relation to disaster management can be located within the State Disaster Management Plan available on the Queensland Government Disaster Management website and include:

- (i) providing executive support to the Queensland Disaster Management Committee;
- (ii) coordinating the disaster response operations for the Queensland Disaster Management Committee when a police officer is appointed as a State Disaster Coordinator;
- (iii) providing executive support to the District Disaster Management Groups;
- (iv) establishing and management of District Disaster Coordination Centres;
- (v) coordinating disaster operations in the disaster district for the district group, including the provision of appropriate resources and support to help local groups carry out disaster operations;
- (vi) managing and coordinating the business of District Disaster Management Groups;
- (vii) ensuring, as far as practicable, that District Disaster Management Groups perform their functions;
- (viii) providing membership on each Local Disaster Management Group;
- (ix) preserving peace and good order;
- (x) prevention of crime;
- (xi) maintaining any site as a possible crime scene;
- (xii) coronial investigation procedures;
- (xiii) disaster victim identification;
- (xiv) establishing temporary mortuaries;
- (xv) traffic control, including assistance with road closures and maintenance of road blocks;
- (xvi) coordinating evacuation operations;
- (xvii) coordinating search and rescue operations;
- (xviii) coordinating evacuations and receptions;
- (xix) registering evacuees and assisting with inquiries regarding evacuations in conjunction with Red Cross. The Service and Red Cross will undertake this role via the National Registration and Inquiry System;
- (xx) security of damaged premises;
- (xxi) responding to and investigating traffic, rail and air accidents; and
- (xxii) guidance on counter-terrorism issues.

17.2.4 Earthquakes

Technical information about earthquakes can be obtained from Geoscience Australia, Canberra (see SMCD).

District officers are to:

- (i) establish a police forward command post (PFCP) and where practicable, a public inquiry centre;
- (ii) consider the safety of members of the public and emergency service personnel in the affected area;
- (iii) establish contact with the Duty Officer, PCC, Brisbane who has a contact telephone number for Geoscience Australia, Canberra which can provide technical information concerning earthquakes. Information on aftershocks and other related matters can then be monitored and communicated to the PFCP;
- (iv) where appropriate, evacuate all persons not involved in rescue, response, or recovery efforts to a place of safety (see s. 17.4: 'Evacuation' of this chapter);
- (v) prepare for the probability and likely effects of aftershocks;
- (vi) coordinate the rescue of any persons trapped. The Queensland Fire Department (QFD) is the lead agency in urban search and rescue situations;
- (vii) liaise with the State Emergency Service (SES) or local council concerning barricading and support equipment;
- (viii) ensure that personal particulars of persons entering areas affected by the earthquake are registered;
- (ix) assess the damage to emergency services facilities or equipment;
- (x) liaise with other organisations such as:
 - (a) the local electricity authority;
 - (b) the works department of the local government authority;
 - (c) Department of Transport and Main Roads concerning road disruptions; and
 - (d) Queensland Rail concerning rail disruptions;
- (xi) determine if any special plans or sub-plans contained in the local disaster management plan should be activated;
- (xii) request attendance of the Disaster Victim Identification Squad (DVIS) in cases of multiple deaths;
- (xiii) secure affected areas while the disaster response take place; and
- (xiv) coordinate local government authorities regarding:
 - (a) clearing of debris from public areas;
 - (b) repairing damaged drainage systems;
 - (c) assessing safety of damaged buildings through the local authority, planning or works department inspectors;
 - (d) assistance in establishing evacuation areas for those persons displaced by the earthquake; and
 - (e) provision of barricading and support equipment such as lighting.

The Duty Officer, PCC, Brisbane is to:

- (i) establish contact with and seek advice from Geoscience Australia, Canberra;
- (ii) where applicable, remain as the point of contact between the advisory organisation and the police forward commander (PFC); and
- (iii) communicate all information in relation to the earthquake, its aftershocks or any predictions to the PFCP.

17.2.5 Exotic diseases in animals

Biosecurity Queensland manages threats to primary industries including potentially harmful pests and diseases which pose a risk to the Queensland economy and lifestyle. The management and control of risks is governed by the *Biosecurity Act* and are conducted through:

- (i) animal disease control (eradication) programs; and
- (ii) controlling emergency animal diseases.

Emergency animal diseases

Emergency animal diseases can be exotic, emerging or endemic diseases which, if allowed to spread, pose a significant risk to Queensland's animal trade and animal product markets.

Where an emergency animal disease is confirmed, Biosecurity Queensland is prepared to mount a response, in most cases based on the Australian Veterinary Emergency Plan (AUSVETPLAN). Emergency control procedures include restricted movement controls imposed on livestock to prevent the spread of the infection. For some emergency animal diseases, a livestock standstill may be imposed, preventing livestock movement throughout the country. Additionally, restricted and control areas may apply where specific and purposeful control, containment and eradication activities are implemented.

Members of the Service receiving advice of a suspected outbreak of an exotic disease are to:

- (i) notify the following:
 - (a) the Biosecurity inspector, local government veterinary officer or private veterinary practice; or
 - (b) the Department of Agriculture and Fisheries (DAF) Customer Service Centre (see SMCD); or
 - (c) the National Disease Watch hotline (see SMCD); and;
- (ii) immediately advise the district officer and report what activities have been undertaken; and
- (iii) advise and liaise with the Inspector, State Coordinator, Major and Organised Crime Squad (Rural), Crime and Intelligence Command.

Members of DAF will attend the scene to provide a diagnosis and decide whether or not to initiate emergency control procedures.

When an emergency animal disease has been identified, DAF will establish a Local Disease Control Centre (LDCC) as near as practicable to the outbreak site. A State Disease Control Headquarters (SDCHQ) will be established in Brisbane.

The chief executive may, by written notice, impose a movement control order for managing, reducing or eradicating the Biosecurity matter. Officers are to assist inspectors in enforcing the powers and functions of the movement control order.

Service responsibilities with regard to incidents related to emergency animal diseases include:

- (i) traffic control where it may be necessary to divert traffic flow around an infected area;
- (ii) ensuring that the provisions of s. 16: 'Helping public officials exercise powers under other Acts' of the PPRA are complied with when police have been called to assist an inspector under the *Biosecurity Act*;
- (iii) obtaining sufficient staff to perform the functions required by an inspector;
- (iv) stock movement control to monitor the movement of animals to and from a controlled area;
- (v) establishing security patrols, interception sites and check points. These locations should be manned by teams consisting of at least one officer and one inspector from DAF;
- (vi) tracing of suspected stock, infected material and persons (e.g. refrigerated semi-trailers loaded with suspected infected meat);
- (vii) assisting DAF officers with the investigation of offences;
- (viii) assisting with the destruction of stock under the direction of the veterinarian in charge of the infected premises or property; and
- (ix) ensuring radio communications operate effectively, (depending upon the magnitude of the operation, it may be advisable to arrange for deployment of the operational command vehicle).

District officers are responsible for collating information as to the costs incurred by the Service in assisting DAF. Details of the costs incurred are to be forwarded to the officer in charge of the region or command, in order to recover those costs from DAF.

17.2.6 Bushfires

The location and circumstances of a bushfire will determine which authority will be the lead agency. The lead agency may also be designated in a disaster plan for a disaster district. Authorities responsible for fire control duties in bushfires includes:

- (i) Queensland Fire Department (QFD) – urban and rural operations;
- (ii) the Department of Agriculture and Fisheries and the Queensland Parks and Wildlife Service for state forests;
- (iii) local government authorities.

The control of fires in Queensland is legislated in the *Fire Services Act* (FSA) and the *Forestry Act* which contains provision for the prevention, control and suppression of fires and for the mitigation of dangers resulting from fires.

Where it has been identified that a bushfire is encroaching upon and potentially threatening a community, the Service and lead agency officers are to coordinate a planned and appropriate response in relation to ordering the evacuation of impacted homes or allowing the identified residents to remain within their properties to defend against fire (see s. 149X: 'Person acting at direction of authorised fire officer' of the FSA and s. 17.4: 'Evacuation' of this chapter).

The police forward commander is to:

- (i) establish communications with the local bush fire control centre to monitor the fires movement and intensity (one of the greatest dangers associated with such fires is the possibility of being trapped following a change in wind direction);
- (ii) in consultation with the OIC of the lead agency, consider a request to the local electricity authority to disconnect power to the affected area;
- (iii) where appropriate, alert the local controller of the SES, local government, hospitals, relevant statutory authorities and volunteer organisations; and
- (iv) ensure that all volunteers and staff under their control are accounted for.

Police at the scene are to assist and give reasonably necessary help to lead agency officers. In providing this assistance officers are to comply with the provisions of s. 793: 'Helping at fire or hazardous materials emergency' of the PPRA, where appropriate. Other responsibilities include:

- (i) consulting with the OIC of the lead agency to identify the access route and parking area for emergency vehicles (uphill and upwind if possible);
- (ii) ascertaining the number of persons in or likely to be in the area. Account for all casualties (estimated and confirmed number) including deceased and injured. This information is to be transmitted to the local PCC; and
- (iii) compiling a list of affected properties. Consider:
 - (a) use of GPS, street numbers and property names; and
 - (b) populate with names of tenants, owners and persons who occasionally reside at the property (e.g. sheep shearers, casual maintenance staff, etc).

There are additional first response and investigative responsibilities for bushfire occurrences. Officers attending a bushfire are to make inquiries to determine if any reasonable suspicions exist with regard to the origin and cause of the fire.

Whilst at a bushfire scene, officers are to:

- (i) note any relevant information obtained from witnesses who first saw the fire is passed onto the fire investigator from QFD State Fire Investigation Unit or Rural Fire Service Queensland (RFS). The information may assist in reducing the time it takes to eliminate other areas of fire development enabling quicker identification of the area of origin in a large bushfire scene;
- (ii) seek descriptions of any suspects if the cause of the fire is deemed to be deliberately lit or the cause undetermined. Ensure an investigative response is deployed as soon as reasonably practical;
- (iii) take comprehensive contemporaneous notes in police notebook including observations of scene, witnesses approaching police, exhibits located and/or seized, scene guarding and initial fire spread observations;
- (iv) secure evacuated areas to guard against unauthorised entry;
- (v) comply with s. 2.6.1: 'Fire Investigation' of this manual;
- (vi) utilise Personal Protective Equipment and be aware of the following WHS issues:
 - (a) airborne contaminates;
 - (b) water borne contaminates;
 - (c) structural, water, gas, chemical, sharps and electrical risks;
 - (d) drug laboratories and illegal plantations;
 - (e) land slip, falling trees and debris;
 - (f) heat exposure, flame exposure and dehydration; and
 - (g) geographic confinement (being lost or disorientated in bushland).

Additional investigative responsibilities include:

- (i) if a fire has been deemed to be deliberately lit or the cause undetermined, investigative officers are to be deployed to the suspected fire origin and exercise crime scene powers if appropriate. Consider:
 - (a) crime scene warrant, owner/occupier consent;
 - (b) extent of the crime scene;
 - (c) multiple crime scenes; and
 - (d) aerial imaging.

- (ii) engage with QFES State Fire Investigation Unit or the Rural Fire Service to ensure a qualified and experienced fire investigator has established the origin of the fire. Engage with Scenes of Crime and/or Forensic Services Group (FSG) and ask for assistance in documenting the scene and seizure of exhibits in consultation with the fire investigator;
- (iii) if required request specialist resources such as FSG, RFS, QFD Fire Investigation Unit, Accelerant detection K-9 (contact NSW police service), Interactive Forensic Imaging System, Disaster Victim Identification Squad (DVIS), RPAS (drone), Government Pathologist, Bureau of Meteorology, etc;
- (iv) deploy officers to general area of suspected origin to conduct immediate inquiries and identify witnesses and persons of interest:
 - (a) identify interested parties such as the owner of the land or premise (past and present), tenant, boarder, financial stake in the business or property, etc;
 - (b) conduct a physical canvas of surrounding areas, National Parks, Crown Land, rural property, major arterial roads, truck stops and major service stations; and
 - (c) attempt to identify the time of ignition. This will assist with narrowing down relevant between times for CCTV and activities of relevant parties.
- (v) Conduct an extended canvass:
 - (a) railway stations, service stations, ANPR photographs, speed cameras, toll passes and private properties for CCTV; and
 - (b) service stations (fuel purchases), hospitals (injuries), media (footage of the fire and bystanders), members of the community (phone videos or photographs), aircraft videos or photos and any other related locations that may have peripheral relevance to the investigation.
- (vi) If dwelling/premise is cause of or subject to bushfire. Consider:
 - (a) details of insurer;
 - (b) history of insurance;
 - (c) increases in insurance;
 - (d) value of insurance;
 - (e) recent claims;
 - (f) personal particulars of policy holders;
 - (g) history of land clearance, back burns and associated permission documents; and
 - (h) thorough financial investigation of interested parties including finances, debts owed, bank account analysis, income, expenditure, business interest, shares and assets.
- (vii) Obtain typed witness statements as soon after the event as possible:
 - (a) consider all witnesses including fire fighters and support staff, National Park employees, aerial attack crew observers/pilots, local residents, employees at nearby businesses, etc; and
 - (b) consider a mail drop and/or social media post to identify further witnesses or additional lines of inquiry.
- (viii) if safety issues do not allow the scene to be entered for examination, it is still the investigators responsibility to make all reasonable efforts to determine the cause of the fire.

17.2.7 Cyclones, floods or storm tides

POLICY

Generally, incidents which involve cyclones, floods or storm tides are handled by local authorities. In disaster situations, the Local Disaster Management Group 'local group' is usually given operational responsibility for these incidents. However, officers are to consider these situations in the context of existing disaster management framework e.g. District Disaster Coordinators (see ss. 17.2: 'Disaster management' and 17.3: 'Incident management' of this chapter).

Officers should consider the following hazards and where practicable take appropriate precautions in a cyclone, flood or storm tide situation:

- (i) fallen or exposed power lines, including those which may be in or under water;
- (ii) the danger of power lines coming into contact with boats or boat occupants as a result of rising water levels;
- (iii) snakes and spiders seeking refuge in hollow walls, rafters, ceilings of houses and vessels;
- (iv) sheets of roofing iron or other debris being blown about by strong winds;
- (v) the volume and force of water involved; and

(vi) the potential danger to life of any person entering the water.

Police forward commanders (PFCs) should:

- (i) determine priorities for assisting the community;
- (ii) ensure that measures are taken to protect the public from fallen power lines, wash-outs, unsafe bridges, unsafe places and flooded areas;
- (iii) ensure sufficient staff are available to assist in the implementation of any local disaster management plans;
- (iv) where necessary, consult with:
 - (a) the chair of the local group;
 - (b) engineers and storm tide technical advisors from the relevant local government authority; and
 - (c) the Bureau of Meteorology;
- (v) coordinate all evacuations (see s. 17.4: 'Evacuation' of this chapter);
- (vi) liaise with the Department of Transport and Main Roads regarding road conditions and Queensland Rail regarding rail conditions if appropriate (if the road and rail links to an affected area are impassable, all evacuations would need to be carried out by air);
- (vii) deploy personnel to make local checks of changing flood or tide heights in accordance with local storm tide plans. Information concerning changing flood or tide heights are to be reported to the local group and to the Bureau of Meteorology;
- (viii) where required, establish and update the relevant QPRIME occurrence; and
- (ix) arrange regular media releases to the local community concerning the situation.

17.2.8 Space debris

While most space debris disintegrates and burns up entirely on re-entry into the atmosphere, it is possible for pieces of considerable size and weight to reach the Earth's surface. Over recent years, thousands of objects have been placed in space orbit, varying in size from a few cubic centimetres to complete space laboratories equipped with nuclear reactors and weighing many tonnes.

Some orbiting space vehicles were designed with safety mechanisms to allow components to separate from the craft before re-entry. This may facilitate the burning-up process. However, the trajectory of these detached components may vary from the forecast path of the main vehicle and multiple re-entry events could occur over a period of days or even weeks. This could result in multiple activations of this plan for a single space vehicle.

The Australian Contingency Plan for Space Re-Entry Debris (AUSCONPLAN-SPRED) has been prepared to coordinate the activities of the Commonwealth, and support State and Territory departments or authorities involved in neutralising any threat arising from the re-entry of space debris.

The Commonwealth Government, through Emergency Management Australia (EMA), has the responsibility for the location and safe removal of radioactive space debris. The Emergency Services Division, Department of Community Safety, on behalf of the Central Control Group (CCG), is responsible for development and maintenance of threat-specific special plans. The State Disaster Coordination Centre will advise the Service as to the forecasted re-entry of any space debris.

Warning phase

Police involvement will commence with a warning of the forecasted re-entry indicating the possibility of the impact of space debris on Australia in seven days' time. The warning is characterised by the issue of the codeword SPRED-WHITE from the AUSCOMPLAN-SPRED.

Where the Service is advised of a codeword SPRED-WHITE the Duty Officer, Police Communications Centre (PCC), Brisbane will receive Sitreps from the State Disaster Coordination Centre on the progress of the projected re-entry of space debris.

PROCEDURE

The Duty Officer, PCC, Brisbane is to ensure that regular SITREPs are provided to the:

- (i) Superintendent, Manager, Police Communications Centre and Policelink;
- (ii) Inspector, Principal Policy Officer, Disaster Management;
- (iii) Inspector, Strategy and Performance, Operations Support Command; and
- (iv) officers in charge of regions that may be affected by the re-entry of space debris.

Officers in charge of any region which may be affected by the re-entry of space debris upon being advised, are to ensure that district officers under their control:

- (i) are advised to make plans for the preparatory and post impact phases; and
- (ii) appoint PFCs to establish incident management teams in their area of responsibility.

Preparatory phase

The preparatory phase begins when the forecasted re-entry indicates a probability of impact of space debris in Australia in two days' time. The preparatory phase is characterised by the issue of the codeword SPRED-YELLOW from the AUSCOMPLAN-SPRED.

PROCEDURE

The Inspector, Strategy and Performance, Operations Support Command is to:

- (i) appoint a member from Operations Support Command to act as a liaison officer to:
 - (a) the State Disaster Coordination Centre;
 - (b) officers in charge of likely to be affected regions; and
 - (c) the Inspector, Strategy and Performance, Operations Support Command;
- (ii) seek approval of the Assistant Commissioner, Operations Support Command for the issue of a warning order regarding the predicted impact; and
- (iii) request PFCs to report the impact of any suspected space debris to the Inspector, Principal Policy Officer, Disaster Management.

The liaison officer is to provide SITREPs to the Inspector, Principal Policy Officer, Disaster Management.

The Inspector, Principal Policy Officer, Disaster Management is to:

- (i) assume the role of police commander for the overall coordination of the policing response. Operational control of the police response is the responsibility of the PFCs in the relevant regions;
- (ii) ensure that radiation monitoring personnel from the Radiation Health, Queensland Health have been placed on standby and where necessary assist with their deployment to an affected area;
- (iii) collate all information forwarded from the regions on possible sightings or re-entry of suspect objects. This information should be forwarded to the State Disaster Coordination Centre (SDCC); and
- (iv) ensure the SDCC is consulted in relation to the following arrangements:
 - (a) the arrival of the Australian Space Debris Emergency Search Team (ASDEST);
 - (b) the progress of Emergency Management Australia (EMA) in analysing tracking data and sightings to locate all possible space debris;
 - (c) deployment of search aircraft to commence delineation of the estimated impact site; and
 - (d) where the ASDEST field headquarters is to be established.

Post impact phase

The post impact phase begins when there is impact of space debris in Australia. The post impact phase is characterised by the issue of the codeword SPRED-RED from the AUSCOMPLAN-SPRED.

PROCEDURE

PFCs should:

- (i) ensure that sufficient police and other emergency support personnel, equipment and facilities are available for deployment and use as required at the incident scenes;
- (ii) ensure sufficient radio communications equipment is available;
- (iii) assist the local counter disaster committee to implement any threat specific plan;
- (iv) advise the district officer;
- (v) record and confirm all reports of debris impact (there may be more than one);
- (vi) notify the Duty Officer PCC, Brisbane of the impact locations;
- (vii) establish an outer cordon at a distance around the point of impact as directed by EMA. The amount and level of radioactive material will determine the distances selected;
- (viii) advise on, or establish a suitable site for a helipad and landing facilities for fixed wing aircraft and consider refuelling sites for aircraft;
- (ix) consider a declaration of an emergency situation under s. 5: 'Declaration of emergency situation' of the *Public Safety Preservation Act*;

- (x) ensure security measures are implemented to stop unauthorised persons entering the outer cordon or other restricted areas;
- (xi) take up with and brief members of the ASDEST upon their arrival;
- (xii) ensure security of any temporary storage area for radioactive debris if established by ASDEST;
- (xiii) provide or arrange an escort for the movement of radioactive debris in conjunction with the officers in charge of divisions through which the material will be transported;
- (xiv) ensure regular SITREPs are despatched to the Duty Officer, PCC, Brisbane; and
- (xv) comply with the provisions of s. 1.4.6: 'Responsibilities of regional duty officer, district duty officer, and shift supervisor' of this Manual.

17.2.9 Deployment of specialist units in disaster events

Where concerns are held for the safety and location of a proportionate number of persons, members should be aware of internal Service deployment opportunities that may assist. (See s. 12.7: 'Missing persons during disaster events' of this Manual).

17.2.10 Disaster management capability management

In accordance with s. 23: 'Functions' of the *Disaster Management Act* (DMA), the district disaster management group (DDMG) is responsible for developing effective disaster management for the district, including developing a district disaster management plan and regularly reviewing and assessing disaster management.

The responsibility to build the district disaster management capability is further outlined in the Emergency Management Assurance Framework (EMAF) which has been developed by the Office of the Inspector-General Emergency Management (IGEM). To discharge the responsibilities under the DMA, the Service undertakes and evaluates targeted exercises. Any issues identified as a result of an exercise evaluation can be considered as risk to the disaster district as they adversely impact disaster management response and planning.

ORDER

Disaster districts are to conduct at least one disaster management exercise each financial year in line with themes and identified needs of the disaster district.

POLICY

The district disaster coordinator (DDC) is to ensure any disaster management exercise developed in the district is based on an identified need and evaluated against identified objectives. The need can be identified a number of ways including through activation in response to an incident and post event debrief/evaluation, a previous exercise, or a change in the operational environment.

Executive officers (see s. 27: 'Executive officer of district group' of the DMA) are to ensure exercises for their disaster district:

- (i) are needs based and objective driven;
- (ii) address known risks and identify gaps in their disaster district management plan or any identified current theme or trend within disaster management which the DDC considers appropriate;
- (iii) are designed, written and managed in line with contemporary exercise management methodologies (Australia-New Zealand Counter Terrorism Committee (ANZCTC) or Australian Emergency Management Institute (AEMI));
- (iv) are evaluated/validated against the P₂OST₂E model (available in the 'Australian Emergency Management Handbook Series' on the Attorney General's Department website); and
- (v) are conducted in line with the requirements of the State as communicated through the Disaster Management Unit, Specialist Services Group.

The Inspector, Disaster Management Unit is to:

- (i) chair a committee to overview capability development across the State;
- (ii) ensure exercises address areas and agencies with a disaster management role;
- (iii) ensure executive officers undertake training to enable them to write, conduct and evaluate exercises;
- (iv) facilitate support of less experienced exercise writers with more experienced officers;
- (v) maintain a database of exercises that can be shared as appropriate across disaster districts;
- (vi) provide guidance on broad issues or themes which require exercising in line with evaluation of exercises, state operations or national/international trends identified;
- (vii) appoint a suitable officer to guide, mentor and evaluate capability development and to evaluate exercises, operations and events to identify trends and gaps in disaster management capability;

(viii) liaise with the Inspector-General Emergency Management to ensure the Service meets its Tier 2 obligations under the Emergency Management Assurance Framework and seek input on the development of themes for exercising; and

(ix) ensure findings relating to partner agencies are forwarded to the agency for action as appropriate.

The Senior Sergeant, Disaster Management Unit (Exercise Management) is to:

- (i) evaluate operations across the state and where appropriate nationally/internationally to identify trends;
- (ii) monitor the issues and findings identified at district level to identify trends;
- (iii) report to the Inspector, Disaster Management Unit on trends identified and provide suggested courses of action to address these issues; and
- (iv) provide support and advice to the district in planning and conducting exercises.

The Secretariat, Queensland Disaster Management Committee (QDMC) is to:

- (i) maintain a record of evaluation findings, resolutions and lessons learned from disaster management exercises; and
- (ii) provide advice to the QDMC on trends and lessons learnt arising from exercising.

Evaluation, validation and resolution

POLICY

For the purpose of this section:

Evaluation

is the structured examination of an event to determine how the capability to respond can be improved.

Where an evaluation identifies an issue, it becomes a risk and is to be:

- (i) recorded in the district risk register (as part of the disaster district management plan) and reported against until the issue has been resolved;
- (ii) validated to ensure it is accurately analysed and the root cause/s identified (the Service preference is the P₂OST₂E model).

Initial validation is conducted at the district level and is undertaken by the evaluator, the executive officer, the DDC and where the finding relates to an external agency, with a suitable representative of the agency.

During validation, a risk assessment is undertaken and an issue may be classified as:

- (i) rejected, as the basis of the issue was flawed and the result would not be replicated (an exercise flaw);
- (ii) accepted without further action, as the risk is deemed to be so low it does not warrant further action;
- (iii) accepted with local controls, as the issue can be resolved through local action; or
- (iv) escalated, as local controls cannot mitigate the risk to an appropriate level and further support is required by the State to resolve the issue.

Where an issue can be resolved at district level, the resolution options are to be identified and proposals outlined in the corrective action plan which is to be forwarded to the chairperson of the DDMG for approval. The risk assessment is to be recorded in the district risk register and the resolution reported in line with Service risk reporting (see Chapter 3: 'Risk Management' of the Management Support Manual).

After a disaster management exercise or following an activation, an exercise report or post event analysis (as applicable) outlining the results of the evaluation, including resolution strategies for issues identified, is to be forwarded to the Disaster Management Unit, Specialist Services Group.

ORDER

All issues, assessments, risks and strategies including individual evaluator reports and minutes of any meeting where the issue was considered, are to be forwarded to the Senior Sergeant, Disaster Management Unit (Exercise Management) for filing.

Where an issue cannot be resolved at district level, it is to be identified in the exercise report or post event analysis for the consideration of the Disaster Management Unit. The Disaster Management Unit will:

- (i) rate the risk on behalf of the State; and
- (ii) provide an updated classification to the issue identified with regard to the ability of the State to resolve the issue.

The Disaster Management Unit is to record all validation and resolution findings in the State Validation and Resolution Register.

Service Disaster Management Validation and Resolution Panel

POLICY

The Service has formed the Disaster Management Validation and Resolution Panel (DMVRP) to monitor the resolution of all issues identified as a result of evaluations. The DMVRP is to consider the resolution strategies to ensure they meet a suitable threshold for managing risk to the Service. The DMVRP will provide strategic guidance to the districts to enhance capability development across the state.

The DMVRP consists of the:

- (i) State Disaster Coordination Group Chair (assistant commissioner);
- (ii) Superintendent, Specialist Services Group; and
- (iii) Inspector, Disaster Management Unit.

Secretariat duties are undertaken by the Senior Sergeant, Disaster Management Unit (Exercise Management).

See also Appendix 17.12: 'Flowchart of the validation/resolution process' of this chapter.

17.3 Incident management

17.3.1 Emergency situations

Withdrawn from public release.

Any inquiries to be referred to the Inspector, Operational Policy and Improvement.

17.3.2 Major transport incidents

Major transport incidents are incidents involving transport or passenger vehicles such as rail and road vehicles, aircraft or marine vessels.

The member of the service receiving information concerning a major transport incident should:

- (i) obtain information in accordance with s. 1.6.1: 'Recording initial demand' of this Manual;
- (ii) advise other emergency services where required; and
- (iii) advise other specialist police who can assist in the response to or investigation of the incident.

Officers at the scene of a major transport incident should consider:

- (i) where necessary, requesting the attendance of a senior officer in order to declare an 'emergency situation' under the provisions of the *Public Safety Preservation Act* and assume the role of emergency commander where appropriate;
- (ii) the provisions of Chapter 5: 'Traffic Crashes' of the Traffic Manual where appropriate;
- (iii) obtaining specialist support from:
 - (a) sections from the Department of Transport and Main Roads such as the Dangerous Goods Branch or the Heavy Vehicle Squad;
 - (b) the Queensland Fire Department Scientific Branch who can provide advice for chemical emergencies; or
 - (c) Airservices Australia – for a request to restrict the flight of aircraft in air space or the declaration of a danger area for aircraft over the scene of the incident; see s. 17.3.22: 'Restriction of the flight of aircraft in air space or declaration of danger area for aircraft due to incident' of this chapter;
- (iv) obtaining the particulars of victims from the relevant hospital administration or from the Queensland Ambulance Service (QAS);
- (v) making arrangements for the transport or escort of MEDIVAC teams to the scene;
- (vi) advising the Queensland Health where there is a potential threat to the health of the wider community;
- (vii) requesting the activation of a common services channel on the Service radio network. This will assist in the coordination of other emergency services and local authorities;
- (viii) obtaining any passenger or load manifest, where available; and
- (ix) the provisions of s. 793: 'Helping at fire or hazardous materials emergency' of the *Police Powers and Responsibilities Act*, where appropriate.

Major transport incidents resulting in injury (including death) are to be recorded in QPRIME.

17.3.3 Aircraft incidents

Definitions

For the purposes of this section:

Aircraft

means a powered aircraft, glider, hang glider, manned balloon, dirigible or parachute.

Aircraft incident

means any incident involving an aircraft while taking off, landing or in flight.

Officer's responsibilities

Officers attending an aircraft incident where a person has been killed, seriously injured, property destroyed or seriously damaged should:

(i) ensure notification is passed to:

(a) the Duty Officer, Australian Transport Safety Bureau (ATSB) (See SMCD);

(b) the Duty Officer, Directorate of Defence Aviation and Airforce Safety, where a military aircraft is involved in the incident (see ss. 8.5.13: 'Military aircraft' and 11.11.2: 'Location of members of the Australian Defence Force' of this Manual); and

(c) if the aircraft incident occurred at a workplace, a local Workplace Health and Safety inspector (see s. 8.5.6: 'Workplace or electrical incidents causing or likely to cause grievous bodily harm or death' of this Manual),

who will advise if they will be conducting an investigation into the incident; and

(ii) preserve the incident scene, including any wreckage and marks made by the aircraft at the scene, until the arrival of:

(a) a forensic officer;

(b) the appropriate investigating officer (see 'Role of police investigators' of this section) and

(c) any attending external investigator (see 'Role of external investigator' of this section).

Officers should not remove or otherwise interfere with an aircraft involved in an aircraft incident without the approval of an ATSB investigator except as is necessary for:

(i) extricating persons, animals and mail from the wreckage;

(ii) protecting the wreckage from destruction by fire or other causes;

(iii) preventing immediate danger to the safety of persons or property;

(iv) removing the aircraft to a place of safety when the aircraft crashes on water or is wrecked on water; or

(v) removing goods and baggage to protect them from damage or loss (in the case of an aircraft which has come from outside Australia, goods and baggage are only to be removed on a clearance by or with the consent of an Australian Border Force officer).

Wherever practicable a sketch, video or photographic record should be made of any wreckage or marks prior to disturbing the wreckage or marks.

Aircraft incidents resulting in death (see s. 8.5.12: 'Aircraft incidents resulting in death' of this Manual) or injury are to be recorded on QPRIME.

The ATSB document 'Hazards at aircraft accident sites: Guidance for police and emergency personnel' (see www.atsb.gov.au) contains useful information for officers attending and investigating aircraft incidents.

Where appropriate, investigators should consider requesting an air space restriction or the declaration of a danger area for aircraft over the incident scene (see s. 17.3.22: 'Restriction of the flight of aircraft in air space or the declaration of a danger area for aircraft due to incident' of this chapter).

Role of police investigators

Aircraft incidents involving death or serious injury to any person should be investigated by:

(i) a Forensic Crash Unit trained investigator; or

(ii) an officer from the CIB,

if an above investigator has carried out sufficient investigations to determine that no criminal acts have occurred in the incident, responsibility for finalising the investigation may be reassigned to another officer.

Officers investigating aircraft incidents are to:

- (i) conduct a thorough investigation into possible criminal offences; and
- (ii) where appropriate, into the cause and circumstances of any death for reporting to the coroner;
- (iii) always maintain investigative responsibilities, though they are encouraged to liaise with other agencies, they cannot abrogate their responsibilities to any other agency;
- (iv) where external investigators attend an aircraft incident, investigating officers should conduct their investigation in consultation with the external investigators. Where external investigators have advised that they will not attend the incident, the appropriate investigating officer should commence an investigation of the incident without delay; and
- (v) where a non-fatal aircraft incident does not involve any criminal offences, the investigating officer should finalise the relevant QPRIME occurrence and submit a general report on the incident for referral to their district officer through the normal chain of command. A district officer receiving such a report should, if satisfied that the investigation and report are adequate, file the report at the district office.

Role of external investigators

If external investigators advise they will attend the incident, officers should preserve the scene until their arrival.

The ATSB:

- (i) investigate the circumstances surrounding any aircraft incident to prevent the occurrence of other incidents;
- (ii) will not apportion blame or liability;
- (iii) in practice review the nature and circumstances of any reported aircraft incident;
- (iv) determine the safety value in conducting an on-site investigation;
- (v) investigators report may not address the issues of interest to an investigating officer;
- (vi) investigators do not appear in a court to give evidence, other than for Coronial inquests; and
- (vii) generally, does not investigate:
 - (a) sports aviation accidents; or
 - (b) those involving amateur built or experimental category aircraft, and

the ATSB Duty Officer will provide information about the appropriate body to provide specialist advice to investigating officers.

See s. 8.5.6 of this Manual for the conduct of investigations in liaison with Workplace Health and Safety inspectors.

17.3.4 Rail incidents

Rail corridor safety

Members who are advised of an incident on or near rail transport infrastructure or other rail infrastructure (see Schedule 6: 'Dictionary' of the *Transport Infrastructure Act*) which may pose a threat to the safety of rail operations or emergency services personnel responding to the incident, should ensure that Queensland Rail (QR) is immediately advised.

Prior to entering rail transport infrastructure or other rail infrastructure approval should be obtained from the relevant QR Train Control Supervisor. Where practicable, the police forward commander should provide:

- (i) the location and number of police personnel attending;
- (ii) the reason for entering the QR rail network;
- (iii) advice of any obvious safety hazards present;
- (iv) the expected time of entry and exit to the rail network; and
- (v) the actual time of entry and exit to the rail network,

to the QR Train Control Supervisor via the local police communications centre or directly to the QR Train Control Supervisor where the local police communications centre cannot be contacted.

Officers should not walk on or near a railway track, or attempt to enter a train which has been involved in a collision, derailment or other incident until advised by the QR Rail Commander at the scene, who will be wearing a red hard hat and vest marked 'Rail Commander' that the train has been rendered safe.

ORDER

Officers are to wear reflectorised safety vests when attending a rail incident.

Police response at rail incidents

Officers attending a rail incident where a person has been killed or seriously injured or property has been damaged should ensure notification is passed to:

- (i) the Duty Officer, Australian Transport Safety Bureau (ATSB) (See SMCD); and
- (ii) if the rail incident occurred at a workplace, a local Workplace Health and Safety inspector (see s. 8.5.6: 'Workplace or electrical incidents causing or likely to cause grievous bodily harm or death' of this Manual),

who will advise whether they will be conducting an investigation into the incident.

Where an incident involves a:

- (i) QR Citytrain Network passenger train, the OIC, Railway Squad is to be advised (see ss. 2.19.16: 'Railway Squad' and 8.5.22: 'Fatalities on Queensland Rail, Citytrain Network' of this Manual); or
- (ii) freight train, officers are to:
 - (a) establish whether hazardous materials are being carried on the train; and
 - (b) ascertain from QR how many crew members or passengers are on the train.

Where hazardous materials are involved in a rail incident, the Queensland Fire Department is the lead agency and the Environment Protection Authority is responsible for any clean-up operation (see s. 17.3.13: 'Hazardous materials' of this chapter).

The appropriate police officer to investigate a rail incident which involves a suspicious or accidental death or serious injury to any person is a forensic crash unit trained investigator or an officer from the criminal investigation branch.

Rail incidents resulting in death or injury are to be recorded in QPRIME.

Suicide

Where the rail-related death of a person, after consultation between the senior officer and forensic officer at the scene, is determined to be a suicide, the incident is to be investigated and cleared in accordance with Railway Squad procedures (see s. 8.5.1: 'Suicide' of this Manual).

Role of external investigators

If external investigators advise they will attend the incident, officers should preserve the scene until their arrival.

The function of the ATSB is to investigate the circumstances surrounding any rail incident to prevent the occurrence of other incidents. The ATSB will not apportion blame or liability. In practice the ATSB reviews the nature and circumstances of any reported rail incident and determines the safety value in conducting an on-site investigation. Consequently the report of an ATSB investigator may not address the issues of interest to an investigating police officer. Other than for Coronial inquests, ATSB investigators do not appear in a court to give evidence.

See s. 8.5.6 of this Manual for policy and procedures relating to conducting investigations in liaison with Workplace Health and Safety inspectors.

17.3.5 Brisbane underground network

In the event of a rail incident in the Brisbane underground network, officers should consider secondary hazards or incidents at the scene. As a result of the primary incident officers may need to consider:

- (i) crowd congestion at Central Railway Station and in the streets in the vicinity of the entrances;
- (ii) traffic congestion in surrounding streets which may impede the flow of emergency vehicles to and from the incident scene;
- (iii) congestion caused by additional buses etc. which would be required to transport the intended train travellers to and from the city. This problem may exist for days or even weeks until the rail system returns to normal;
- (iv) if fire is involved the impact of smoke on the safety and evacuation of all persons at the scene; and
- (v) possible structural damage to the tunnel.

17.3.6 Marine incidents

POLICY

Officers are to comply with s. 13.8.3: 'Investigation of offences and marine incidents under the Transport Operations (Marine Safety) Act or the Transport Operations (Marine Safety) Regulation' under the heading 'Marine incidents' of this Manual.

17.3.7 Tactically dangerous situations

Tactically dangerous situations include armed offenders involved in criminal activities, hijacking, terrorism, explosions, suspect devices, siege situations or crowd management incidents.

When responding to tactically dangerous situations officers should consider the following issues:

- (i) safety:

(a) conduct a risk assessment:

- assess all situations with regard to any threat from any PERSON, OBJECT or PLACE;
- categorise as either HIGH or ASSESSED RISK;
- prior to approach, consider and apply relevant major incident sections as specified within this chapter (e.g. s. 17.3.8: 'Suspect devices, bomb threats and bomb hoaxes'); and
- consider the Situational Use of Force Model and choose an appropriate option (see s. 14.3.2: 'Situational Use of Force Model (2016)' of this Manual); and

(b) where appropriate, consider evacuating persons in the vicinity (see s. 17.4: 'Evacuation' of this chapter);

(ii) tactical:

(a) establish inner and outer cordons in accordance with s. 2.4.9: 'Guarding an incident scene' of this Manual;

(b) where an 'active armed offender/s' incident is underway, consider first response actions (see s. 17.3.24: 'Active armed offender/s' of this chapter);

(c) where applicable notify:

- the Special Emergency Response Team (see s. 17.10.4: 'Special Emergency Response Team (SERT)' of this chapter);
- negotiators (see s. 17.10.2: 'Negotiators' of this chapter); and
- other emergency services including any requirement for a doctor, clergy or an interpreter, etc.; and

(d) where appropriate prepare offender or victim reception plans. A reception plan includes:

- identifying who will receive the offender or victim;
- the verbal instructions for the offender or victim to follow in order to come safely to the police;
- where the offender or victim is to be taken for interviewing; and
- who will be in charge of the offender or victim;

(iii) investigative:

(a) identify and question witnesses before they leave the scene. In situations involving criminal activity, officers should obtain detailed statements in their notebooks from all witnesses, including the:

- description of the property or money stolen;
- full description of the offender(s) including clothing worn;
- exact conversation used by the offender(s);
- description of any firearm or weapon used; and
- description of any getaway vehicle(s);

(b) preserve the scene (identify areas for scientific examination and secure exhibits) in accordance with ss. 2.4.6: 'Preservation of incident scenes' and 2.4.9: 'Guarding an incident scene' of this Manual;

(c) where security camera footage is available comply with s. 2.4.11: 'Video and photographic evidence recorded during the commission of offences' of this Manual; and

(d) where any get-away vehicle(s) are located:

- preserve the scene for scientific examination;
- arrange for the attendance of forensic officers; and
- if the vehicle is reported stolen, contact the owner and make arrangements to obtain a statement; and

(iv) intelligence:

(a) the reasons for action or behaviour. Information concerning the suspect's background should be obtained;

(b) description of the suspect(s):

- the exact location of the suspect(s);
- behaviour and clothing; and

- weapons or devices;
- (c) where applicable, the exact location, number and description of hostages (including the psychological or medical condition and relationship to suspect(s));
- (d) record any demands or messages;
- (e) identify possible methods of communicating with suspects;
- (f) the likelihood of violence or damage to property or persons; and
- (g) draw a site plan identifying features of the surrounding location such as the streets, fences, vehicles, buildings or potential hazards. In terms of buildings, officers should obtain from witnesses a room layout of the premises, including the location of entrances and windows.

Where necessary, complete a significant event message (see s. 1.18.1: 'Significant Event Messaging System (SEMS)' of this Manual).

Officers should assess all tactically dangerous situations to establish whether it is politically motivated violence (see s. 17.1.2: 'Definitions' of this chapter). In circumstances where an incident is identified as politically motivated violence officers are to immediately advise their relevant police communications centre and comply with the provisions of s. 1.4.6: 'Responsibilities of regional duty officer, district duty officer, and shift supervisor' of this Manual.

The police forward commander at a tactically dangerous situation which has been categorised as a high risk situation should:

- (i) wherever practicable, complete a QPB 69: 'Siege Intelligence Handbook' (available from Richlands Supply Services – General Stores Requisition - Forms); and
- (ii) ensure intelligence officers are deployed to the police forward command post at the earliest opportunity.

17.3.8 Suspect devices, bomb threats and bomb hoaxes

Withdrawn from public release.

Any inquiries to be referred to the Inspector, Operational Policy and Improvement.

17.3.9 Crowd management incidents

POLICY

For the purposes of this section:

Crowd management incident

includes:

- (i) a gathering of persons for the purpose of a demonstration or an event (which may include an event declared under the *Major Events Act* to be a major event); or
- (ii) incidents that have the propensity to escalate out of control or are out of control, due to a gathering of persons and their behaviour; and
- (iii) where an incident is beyond the capability of officers at the scene to safely or effectively control the situation.

Officers should exercise tact and restraint when responding to crowd management incidents and carefully consider the available options to control the situation. Officers should act professionally at all times and avoid making hasty decisions when provoked or threatened.

Officers in charge of regions should ensure that district instructions relating to crowd management issues are prepared by district officers within their area of responsibility.

First response officers attending incidents involving crowd management incidents or crowd control situations are to contact their respective Police Communications Centre (PCC):

- (i) with a SITREP containing the following information:
 - (a) the number of persons forming the gathering and its purpose;
 - (b) the participants behaviour;
 - (c) an assessment as to the likelihood for violence or confrontation; and
- (ii) requesting that the relevant regional duty officer (RDO), patrol group inspector (PGI) or district duty officer (DDO) is advised of the situation.

Regional duty officers, patrol group inspectors, district duty officers or officers appointed as police forward commanders (PFCs) for the particular crowd management incident should:

- (i) assess the situation and decide whether further assistance is required for the officers responding to the incident (i.e. notifying the local watch-house and requesting the assistance of the Public Safety Response Team or additional officers);
- (ii) ensure that the crowd or gathering has a means of withdrawal from the area in order to allow them to disperse;
- (iii) ensure that officers:
 - (a) have access to radio equipment and where practicable establish a radio channel reserved for the incident;
 - (b) are properly equipped with their accoutrements and where appropriate ensure all firearms are left at a secure location; and
 - (c) refrain from using chemical agents including the use of oleoresin capsicum spray;
- (iv) where applicable, establish:
 - (a) a police forward command post (PFCP);
 - (b) a marshalling area for police and emergency services; and
 - (c) a holding area where specialist police units such as the Special Emergency Response Team (SERT), Public Safety Response Team (PSRT) or arrest teams can assemble independently;
- (v) consider traffic control and closure of roadways;
- (vi) where required, comply with the provisions of the subsection titled 'Use of police dogs for crowd management incidents' of s. 2.19.4: 'Dog Squad' of this Manual; and
- (vii) where appropriate, consider activating the Field Charge Sheet System in accordance with local instructions (see s. 3.7.14: 'Field Arrest Sheets' of this Manual).

17.3.10 Demonstrations

POLICY

When attending a demonstration, regional duty officers (RDOs), patrol group inspector (PGI), district duty officers (DDOs) and officers appointed as police forward commanders (PFCs) should:

- (i) identify the leaders of the crowd or representatives to establish from them their intentions and establish a process of consultation which:
 - (a) defines the limits of acceptable behaviour from the demonstrators;
 - (b) identifies the route of any march or the locations of other demonstrations.
- (ii) where possible, make arrangements to videotape the demonstration for evidentiary purposes;
- (iii) where a demonstration is able to be predicted and organisers are contactable, consideration should be given to have a qualified negotiator engage with the organiser beforehand and during the event;
- (iv) where required, issue instructions with megaphone or public-address system; and
- (v) where applicable consider and apply:
 - (a) the provisions of s. 13.4.2: 'Peaceful Assembly Act 1992' of this Manual; and
 - (b) ss. 50: 'Dealing with breach of the peace' and 51: 'Prevention of riot' of the *Police Powers and Responsibilities Act*.

17.3.11 Disturbances at correctional centres

POLICY

When attending disturbances at correctional centres, regional duty officers, patrol group inspectors, district duty officers or officers appointed as police forward commanders are to comply with the provisions of s. 13.5: 'Correctional centres and incidents involving Queensland Corrective Services' of this Manual.

17.3.12 Planning for future crowd management events

POLICY

Officers who are responsible for preparing operation orders in respect of major events (including events declared under the *Major Events Act*) or major incidents which require crowd management activities should:

- (i) establish, as a basis for further planning, a psychological profile of crowd participants and the likely stimuli which would create a situation with potential for violence or unlawful behaviour. Relevant factors for consideration include:
 - (a) crowd demographics;

- (b) type of entertainment provided, if applicable;
 - (c) the presence of alcohol;
 - (d) publicity and the expectations surrounding the event or incident;
 - (e) the presence of dangerous drugs;
 - (f) the effects of weather; and
 - (g) the levels of violence or unlawful activity previously observed at the event or similar events;
- (ii) ensure that wherever possible, a Safety Committee including the event organisers and representatives from other organisations having a licensing, controlling or supporting role for the event is formed prior to the event and is consulted on safety and security issues relevant to the event or incident;
- (iii) prepare instructions to manage major evacuations and other emergencies which may arise during the event or incident. These instructions are to form part of the operation order;
- (iv) ensure that wherever possible, a senior officer is specifically assigned to oversee the event or incident;
- (v) consider videotaping the major event or major incident, especially in situations where confrontation with members of the crowd is likely;
- (vi) ensure that the operation order provides details of marshalling areas where police and other support services are able to regroup in the event of potentially dangerous or volatile situations;
- (vii) ensure that the operation order contains instructions that in volatile situations staff members and any private security providers are directed to withdraw behind police lines;
- (viii) consider communication issues to ensure that all police involved in the policing of a crowd management incident, including additional units called to assist in the event of a major disturbance arising, operate on the same radio channel;
- (ix) consider the deployment of the Public Safety Response Team (PSRT) at all crowd management incidents at which confrontation with members of the crowd is likely or a significant law enforcement response is required;
- (x) consider suitable procedures for the processing of persons arrested at the event or incident, including making arrangements for sufficient numbers of officers and Service vehicles to be available to ensure that any persons arrested are not detained for extended periods in unsuitable conditions;
- (xi) ensure that megaphones or similar equipment are available to allow members of the crowd to be given instructions should it be necessary to evacuate an event venue or for any other purpose;
- (xii) ensure that copies of the operation order are provided to the relevant regional duty officers, patrol group inspectors or district duty officers in adjacent regions, where applicable, and the relevant police communications centre (PCC); and
- (xiii) where applicable, request the event organiser to nominate a liaison officer with whom the officer in charge of police at the event can liaise. Where appropriate, obtain a copy of the event management plan from the event organiser. An adequate method of communication which caters for the peculiar difficulties created by the nature of the event or incident or by a volatile crowd situation should be agreed upon.

17.3.13 Hazardous materials

For the purposes of this section:

Hazardous material (HAZMAT)

means:

- (i) all dangerous goods, combustible liquids and chemicals; or
- (ii) any other substance with potential to cause harm to persons, property or the environment because of one or more of the following:
 - (a) the chemical properties of the substance;
 - (b) the physical properties of the substance; or
 - (c) the biological properties of the substance.

Hazardous material (HAZMAT) emergency

means a situation involving hazardous materials or suspected hazardous materials that includes a loss of control, or an imminent risk of loss of control, of the materials or a loss of control of anything that may impact on the materials if the loss of control causes, or the loss of control or imminent risk of loss of control has the potential to cause, material harm to persons, property or the environment.

Fire officer

means a person employed in the Queensland Fire Department (QFD) who has the functions of fire prevention and fire control, and includes a person employed under the *Fire Services Act* (FSA) who is undergoing training as a fire officer.

See Schedule 2: 'Dictionary' of the FSA.

It is the duty of a police officer who is present at hazardous material emergency to give a fire officer who is performing the functions and exercising powers under the FSA reasonably necessary help. See s. 793: 'Helping at fire or hazardous materials emergency' of the *Police Powers and Responsibilities Act*.

Officers attending a HAZMAT emergency should:

- (i) ensure that QFD has been advised;
- (ii) locate and ascertain the extent of the emergency;
- (iii) approach the scene from an upwind direction;
- (iv) identify the HAZMAT material from:
 - (a) the information panel on the vehicle, or
 - (b) goods manifest or building placard;
- (v) where appropriate, interview the driver or building owner and obtain information regarding the emergency;
- (vi) where appropriate, consider evacuation (see s. 17.4: 'Evacuation' of this chapter);
- (vii) determine from QFD the level of danger from gases, liquids, chemicals, explosives or fire;
- (viii) prohibit smoking, drinking or eating at the scene;
- (ix) where appropriate, advise the media to notify the public to avoid the area;
- (x) where applicable advise and seek assistance from:
 - (a) other emergency services (e.g. Queensland Ambulance Service or the State Emergency Service);
 - (b) the local government authority;
 - (c) the port or river authority;
 - (d) the local electricity authority;
 - (e) local hospitals;
 - (f) the local gas company or authority;
 - (g) the water authority;
 - (h) Department of Transport and Main Roads Transport Machinery Inspectors advising them of incidents involving buses or vehicles with a gross vehicle mass of more than 4.5 tonnes which result in fatalities or serious injury, or which may have been caused by a mechanical defect;
 - (i) Inspector of Explosives;
 - (j) Queensland Rail;
 - (k) QFD Scientific Branch;
 - (l) the supplier of the HAZMAT material involved in the incident; and
- (xi) where the HAZMAT emergency occurs as the result of a traffic incident, comply with the provisions of s. 5.4: 'Duties at traffic crashes involving hazardous materials' of the Traffic Manual.

Officers should refer to Appendix 17.4: 'Hazchem Aid Interpretation' of this chapter for procedures concerning identification and interpretation of information contained on emergency information panels.

17.3.14 Radioactive substances

The government agency responsible for the control of radioactive substances is the Radiation Health Unit, Queensland Health. Personnel attached to this section can provide expert advice to officers at any time.

At present, a variety of radioactive substances are used in medicine, industry and science. These substances are packaged and transported in special containers. Radioactive material can be liquid, gaseous or in solid form and is generally contained in special shielded (e.g. lead) pots. The containers are generally cylindrical in shape but they may also be rectangular. They can range in diameter from a few centimetres to metres and in weight, from a few hundred grams to many kilograms, or in some cases to tonnes.

The smaller shielded (usually lead) pots are the most common. They are generally sealed, with shock and moisture absorbent material, in metal cans (which resemble unlabelled cans of food). These containers carry warning signs and

are usually packed in strong cardboard containers which are sealed and carry transport warning signs and general delivery information.

Exposure to radiation

Radioactive contamination can result from handling a damaged transport container.

POLICY

All information from the label on a container should be carefully noted and passed onto the Radiation Health Unit, Queensland Health. Where practicable, officers should ensure that the following information is obtained and relayed to the Radiation Health Unit:

- (i) type of container (e.g. metal, cardboard carton, etc.);
- (ii) shape of container;
- (iii) size of container;
- (iv) estimated weight of container;
- (v) extent of observed damage to container;
- (vi) any presence of solid or liquid spillage;
- (vii) nature of contents as described on label; and
- (viii) type of isotope and its activity as described on the label.

Suspected exposure to radiation

POLICY

Where it is suspected that a person has been exposed to radiation, officers are to ensure that arrangements are made to contact the Radiation Health Unit, Queensland Health through their local Police Communications Centre (PCC).

17.3.15 Liquid Petroleum Gas

Liquid Petroleum Gas (LPG) is a highly flammable and explosive substance which must be treated with the utmost caution.

It should be noted that LPG vapour can enter drain systems and if ignited, may threaten life or property many kilometres away.

LPG accidents or leaks are generally caused by gas leaking from:

- (i) transmission lines in central business areas, high rise buildings, underground ducts or tunnels;
- (ii) bulk storage tanks and road, rail or marine tankers; and
- (iii) gas installations in flood situations.

Officers should:

- (i) where appropriate, request their local Police Communications Centre (PCC) to notify:
 - (a) the gas company or authority and identify the extent of the leak or hazard area;
 - (b) the Queensland Fire Department (QFD);
 - (c) the Gas Examiner if the incident is related to LPG or reticulated town gas;
 - (d) the Queensland Ambulance Service (QAS) to be placed on stand-by;
 - (e) if required, the local electricity authority to isolate the electricity supply; and
 - (f) Airservices Australia – for the request to restrict the flight of aircraft in air space or the declaration of a danger area for aircraft over the scene of the incident, see s. 17.3.22: 'Restriction of the flight of aircraft in airspace or the declaration of a danger area for aircraft due to incident' of this chapter;
- (ii) barricade footpaths and roads, if necessary; and
- (iii) where necessary, remove manhole covers in the area where gas is escaping from underground pipes or ducts.

17.3.16 Industrial incidents

POLICY

Officers who attend industrial incidents are to:

- (i) consider the provisions of s. 8.5: 'Action in special cases' of this Manual where applicable; and

(ii) comply with the provisions of s. 8.5.6: 'Workplace or electrical incidents causing or likely to cause grievous bodily harm or death' of this Manual in cases involving injury or death.

17.3.17 Mining incidents

POLICY

Officers attending a mining incident where death has occurred are to comply with s. 8.5.5: 'Mining accidents causing death' of this Manual.

Officers investigating mining incidents are to assist the mining registrar or other authorised person in the performance of their duties in accordance with s. 16: 'Helping public officials exercise powers under other Acts' of the *Police Powers and Responsibilities Act*.

17.3.18 Chemical, biological or radiological (CBR) incidents

Withdrawn from public release.

Any inquiries to be referred to the Inspector, Operational Policy and Improvement.

17.3.19 Critical incidents involving Education Queensland

Withdrawn from public release.

Any inquiries to be referred to the Inspector, Operational Policy and Improvement.

17.3.20 Significant security operations for visits by dignitaries

One of the responsibilities of the Service is to provide protective security for dignitaries visiting Queensland. Such visits from time to time include their attendance at major events. Security in such instances can range from the assignment of a dignitary protection team through to large scale major operations. The level of protection provided for dignitaries is based on a relevant threat assessment and the circumstances of the visit. The responsibility for the dignitary's security, including threat assessments, regardless of any wider event-based operation remains the responsibility and under the control of the Prepare, Prevent, Protect Group, Security and Counter-Terrorism Command.

Where the threat assessment in relation to a visit by a dignitary as determined by Prepare, Prevent, Protect Group is expected or certain, the visit is to be designated as a 'Significant Security Operation' and the Service response is to involve the following:

- (i) a planning group, co-ordinated by the Counter-Terrorism Security and Event Coordination Team, Prepare, Prevent, Protect Group is to plan and coordinate the relevant visit;
- (ii) the planning group is to be chaired by the Inspector, State Protection and Planning Unit from Prepare, Prevent, Protect Group, Security and Counter-Terrorism Command and include relevant regions and any other sections or units as appropriate;
- (iii) the Protective Security Planning Coordinator from the Counter-Terrorism Security and Event Coordination Team is responsible for the preparation of a written and formal operation order in relation to the visit to be prepared in compliance with s. 1.5.2: 'Operational planning (action plans and operation orders)' of this Manual;
- (iv) the appointment by the planning group of a police commander and police forward commanders as appropriate. See s. 1.12: 'Incident command' of this Manual;
- (v) all sections and regions involved in the planning process are to provide personnel and other resources as appropriate;
- (vi) the appointment of a senior officer to overview the development, preparation and final checking of the operation order; and
- (vii) the planning group is to consider as part of the operation order, contingency planning in the event of an immediate threat to the dignitary arising during the operation.

Officers in charge of relevant regions are to ensure representatives participate in the planning group for significant security operations when requested.

17.3.21 Public health emergencies

This section provides guidance to officers who are requested to assist public officials responsible for protecting the public in the event of a public health emergency or from a controlled notifiable condition such as Avian Influenza (Bird Flu) or Severe Acute Respiratory Syndrome (SARS) that could give rise to a pandemic.

Queensland Health is the lead State Government agency responsible for developing a strategy to guide a whole of government approach in response to the next global outbreak (pandemic) of human influenza and link State activities with those at a Commonwealth and local government level.

Public officials, in responding to a health emergency such as preventing an influenza pandemic and containing its spread, may seek the assistance of the Service in the containment and isolation of the sick to ensure the maintenance of social function.

Officers should be aware of the legislation and procedures that provide a framework for such requests for assistance by public officials. See s. 13.3.2: 'Helping public officials exercise powers under various Acts' of this Manual.

The containment of controlled notifiable conditions that are declared under regulation in Schedule 1: 'Notifiable conditions' of the Public Health Regulation such as the highly pathogenic Avian Influenza and SARS are subject to routine powers specified in the *Public Health Act* (PHA). In the event of pandemic additional powers become available when a public health emergency is declared.

Definitions

For the purpose of this section:

Authorised person

means a person appointed as an authorised person under s. 377: 'Appointment' of the PHA.

Chief Executive

means the Director-General of Queensland Health (see s. 33AB: 'References to chief executives' of the *Acts Interpretation Act*).

Controlled notifiable conditions

are medical conditions defined under the PHA and prescribed under regulation specified in Schedule 1 'Notifiable conditions' of the Public Health Regulation.

Emergency officer

is a person appointed as an emergency officer (general) or an emergency officer (medical) as outlined in Chapter 8: 'Public health emergencies' defined in Part 5: 'Appointment of emergency officers' of the PHA.

Public health emergency

means an event or series of events that has contributed to, or may contribute to, serious adverse effects on the health of persons in Queensland and declared as a public health emergency by the Minister for Health. (see s. 315: 'Definitions for ch 8' of the PHA).

Public health emergency area

means the area to which a public health emergency relates (see s. 315: 'Definitions for ch 8' of the PHA).

Public sector health service

means a health service provided by a Hospital and Health Service or Queensland Health and includes a health service declared under regulation to be a public sector health service (see Schedule 2 of the *Hospital and Health Boards Act*).

Public official

is a person defined under Schedule 6: 'Dictionary' of the *Police Powers and Responsibilities Act* (PPRA).

Powers of public officials concerning controlled notifiable conditions

The guiding principle of the PHA in relation to controlled notifiable conditions is to prevent the spread of such conditions.

Powers of an authorised person concerning a controlled notifiable condition are outlined in Chapter 3: 'Notifiable conditions' of the PHA.

Under s. 113: 'Chief executive may order detention' of the PHA the Chief Executive may order the detention of a person who has or may have a controlled notifiable condition at a public sector health service.

Under s. 116: 'Applying for controlled notifiable conditions order' of the PHA the Chief Executive or delegated officer, may apply to a magistrate the defined controlled notifiable conditions orders.

Such orders may authorise any authorised person to exercise powers under such order. An authorised person may enforce the order with help, and using the force, that is reasonable in the circumstances.

Under s. 136: 'Application for warrant of apprehension' of the PHA an authorised person may apply to a magistrate for a warrant of apprehension of a person who absconds whilst subject to an initial examination order or a detention order. An authorised person may exercise powers under the warrant with the help, and using the force that is reasonable in the circumstances.

Powers of emergency officer concerning public health emergencies

These powers relate to enforcement orders and warrants that give power to enter places, enter health care facilities, stopping motor vehicles, seizure of evidence and the removal or reduction of a public health risk and are prescribed in Chapter 8: 'Public health emergencies' of the PHA.

Extra powers of an emergency officer (medical) concerning public health emergencies

These powers relate to orders to detain person(s) within or outside a public health emergency area (see Chapter 8, Part 6, Division 1: 'Power to enter places' of the PHA).

Powers of police officers

Officers are not prescribed as 'emergency officers' and are not authorised to exercise powers prescribed under Chapter 8, Part 6: 'Powers of emergency officers' and Part 7: 'Extra powers of emergency officers (medical)' of the PHA.

Officers do not possess any specific powers to detain a person who may be infected with a controlled notifiable condition for the purpose of protecting that person or another person from danger or potential danger resulting from that controlled notifiable condition infection.

The definition of a 'public official' under Schedule 6 of the PPRA encompasses an 'emergency officer' and an 'authorised person' under the PHA. A police officer may be appointed as a public official. See s. 13.3.1: 'Provisions about appointment' of this Manual.

Section 16: 'Helping public officials exercise powers under other Acts' of the PPRA may, however, be effectively used at a public health emergency or controlled notifiable condition incident to ensure the safety of such persons through a collaborative approach between police officers and the public officials involved in a public health emergency or controlled notifiable condition incident, also see s. 13.3.2: 'Helping public officials exercise powers under other Acts' of this Manual.

Officers have, while helping a public official, the same powers and protection under the authorising law as the public official (see s. 16: 'Helping public officials exercise powers under other Acts' of the PPRA).

Relationship to other Acts

Under s. 316: 'Relationship to other Acts' of the PHA nothing prevents a person from declaring a disaster situation (see s. 64: 'Declaration' of the *Disaster Management Act*) or an emergency under another Act. However, the existence of another declaration does not prevent the declaration of a public health emergency under the PHA.

OIC who receive a request to assist an authorised person exercising powers under:

- (i) the PHA should ensure that officers are tasked to assist in the execution of an order or warrant as a matter of priority;
- (ii) an order or warrant should ensure that, wherever possible, arrangements are made for Queensland Ambulance Service personnel and appropriate ambulance transport vehicles to attend with police at any location from which a suspected or confirmed Avian Influenza patient is to be transported to a public hospital or temporary isolation place.

In circumstances where officers are appointed an authorised person under the PHA with the written approval of the Commissioner should be conversant with the provisions of Chapter 3: 'Notifiable conditions' of the PHA and such officers upon receiving an order or warrant are to:

- (i) if the order or warrant is executed, endorse the order or warrant as having been executed and forward a copy of the executed order or warrant to the issuing authority;
- (ii) if the order or warrant is not completed and inquiries indicate that the person named in the order or warrant is unable to be located but may be located in another division, advise the regional duty officer; or
- (iii) if the order or warrant cannot otherwise be executed, forward the order or warrant to the issuing authority.

In the event of a public health emergency, officers in charge of regions and commands are to:

- (i) consult with their local Queensland Health Public Health Unit to determine:
 - (a) the risk to members within their region or command;
 - (b) appropriate protective and decontamination measures to address those risks; and
- (ii) ensure appropriate personal protective equipment is acquired or purchased and deployed as considered necessary.

Workplace Health and Safety issues

Health and safety considerations should be addressed when responding to a public health emergency or incidents involving persons with a controlled notifiable condition. Health, Safety and Wellbeing Division has developed fact sheets to provide information and precautions in relation to specific conditions.

Where there is no specific information on a controlled notifiable condition members are to use the 'Standard Precautions' as defined in 'First Aid and Infection Control Policy' within the Safety and Wellbeing Policies webpage on the Service intranet.

In the event of a pandemic or health emergency occurring and local supplies of personal protective equipment are exhausted or insufficient, officers in charge of regions and commands should refer requests for further supplies to the Assistant Commissioner, OSC for referral to the Inspector, Principal Policy Officer, Disaster Management to facilitate replenishment of personal protective equipment.

17.3.22 Restriction of the flight of aircraft in air space or the declaration of a danger area due to incident

Where a major incident or emergency situation has occurred, it may be considered appropriate that the air space over the scene of the incident or situation should be restricted to aircraft (the declaration of a restricted area) or the area declared a danger to aircraft. Airservices Australia considers any such requests. In accordance with Part 2 s. 6: 'Declaration of prohibited, restricted or danger areas' of the Airspace Regulations (Cwlth), airspace may be declared restricted or a danger area.

For a restricted area to be declared it must be necessary:

- (i) in the interests of public safety; or
- (ii) for protection of the environment;

to restrict the flight of aircraft over an area to aircraft flown in accordance with specified conditions.

For the declaration of a danger area, there has to exist within or over the area an activity that is a potential danger to aircraft flying over the area.

POLICY

A request to restrict the flight of aircraft in air space (the declaration of a restricted area) or the declaration of a danger area may only proceed through the Duty Officer, Police Communications Centre, Brisbane (PCC).

Officers requesting a declaration of a restricted area or a declaration of a danger area for aircraft in relation to a specific area of air space are to provide to the Duty Officer, PCC, the following information:

- (i) the radius in kilometres, from a single point defined by latitude and longitude. This information can be obtained from searching the relevant address in QPRIME;
- (ii) the name of any relevant geographical reference, e.g. closest river, mountain, or town to the single reference point;
- (iii) the nature of the incident for which the request is being made;
- (iv) the reasons it is necessary to restrict the flight of aircraft in airspace specifically relating to:
 - (a) public safety;
 - (b) environmental protection; or
 - (c) potential danger to aircraft;
- (v) the time the declaration of a restricted area or a danger area may be required; and
- (vi) the contact phone number for the police forward commander.

The Duty Officer, PCC is to make the request for the declaration of a restricted area or a danger area in air space to Airservices Australia. Airservices Australia must make any such declaration in writing.

The Duty Officer, PCC is to advise the relevant police forward commander of the outcome of any request.

17.3.23 Public Service employees deployed for a critical incident

Definitions

For the purpose of this section:

Critical incident

includes any event requiring swift, decisive action by the State in response to and recovery from such event, and occurring outside of the normal course of routine business activities. A critical incident may be naturally occurring or caused by human acts or omissions.

Critical incident conditions

are those conditions which cause serious disruption to basic services in a community and place abnormal strain on resources and expertise to mitigate the adverse effects of the event.

Critical incident deployment

When a public service employee is required to perform work essential to the resolution of a critical incident, the entitlements and conditions that are outlined in Directive 24/10: 'Critical Incident Entitlements and Conditions' may apply.

As defined in s. 13: 'Who is a public service employee' of the *Public Sector Act (PSA)*, a 'public service employee' is a person employed under this Act as a:

- (i) general employee;
- (ii) fixed term temporary employee;
- (iii) a casual employee;
- (iv) an officer;
- (v) senior officer;
- (vi) senior executive; or
- (vii) chief executive.

However, s. 2.5A: 'Officers etc. employed under this Act' of the PSAA provides that the following persons are employed under the PSAA and not under the PSA:

- (i) an officer, police recruit or special constable; or
- (ii) a staff member mentioned in s. 8.3(5): 'Unfitness for duty on medical grounds'.

Associated conditions and entitlements for public service employees who are required to perform work essential to the resolution of a critical incident are detailed in Directive 06/16: 'Critical Incident Entitlements and Conditions'.

The OIC of the employee is to maintain a record of the work performed and apply the relevant provisions of Directive 06/16: 'Critical Incident Entitlements and Conditions' as required.

17.3.24 Active armed offender/s

Withdrawn from public release.

Any inquiries to be referred to the Inspector, Operational Policy and Improvement.

17.3.25 Extraordinary emergency situations

Part 2, Division 4: 'Extraordinary emergency powers' of the *Public Safety Preservation Act (PSPA)* provides for authorising the exercise of extraordinary emergency powers. Where an emergency situation has been declared (see s. 17.3.1: 'Emergency situations' of this Manual) and a terrorist emergency has not been declared, the emergency commander may authorise the exercise of stated extraordinary emergency powers when the emergency commander is satisfied on reasonable grounds that:

- (i) the emergency situation involves or may involve an explosive or a person's life or safety may be being endangered by an act of another person (e.g. the person is being held hostage by the other person or the other person has a weapon and is close to or has access to the person); and
- (ii) the exercise of one or more particular extraordinary emergency powers is necessary to effectively deal the emergency situation because of the scale or complexity of the situation (e.g. complex emergency situations include where a number or people have been wounded in a crowded public place and it is unknown who used the weapon or an explosion inside a public building with reports that further explosives have been placed at the main exits of the building).

POLICY

If at any time during a declared emergency situation, the emergency commander is satisfied on reasonable grounds that it is appropriate and necessary to authorise the exercise of extraordinary emergency powers under s. 8AS: 'Power to authorise exercise of extraordinary emergency powers' of the PSPA the emergency commander may authorise the exercise of stated emergency powers in a stated area (the '**authorisation area**') within the area specified for the emergency situation. The authorisation area must be the smallest area reasonably necessary to effectively deal with the emergency situation and may include any description of area surrounding a moving activity (e.g. an area within a stated distance of a moving vehicle or vessel; or of a stated person who is moving in any way).

The following extraordinary emergency powers are permitted to be authorised by the emergency commander and apply to persons who are in the authorisation area:

- (i) power to control movement of persons (see s. 8AZA of the PSPA)—includes the power to direct a person:
 - (a) not to enter a stated place in the authorisation area; or
 - (b) to go or stay at or in a stated place in the authorisation area;
- (ii) power to search a person without warrant (see s. 8AZB of the PSPA)—includes:

- (a) the power to stop, detain and search persons and anything in their possession (e.g. laptop, mobile phone); and
 - (b) permits an officer to seize all or part of a thing if the officer reasonably suspects the thing may provide evidence of the commission of an offence or the person may use the thing to cause harm to the person or another person; and
- (iii) power to require name, address and date of birth (see s. 8AZC of the PSPA)—includes the power to require a person to state their:
- (a) correct name;
 - (b) address;
 - (c) date of birth; and
 - (d) evidence of the correctness of that information in certain circumstances;
- (iv) Power to collect biometric information (see s. 8AZD of the PSPA)—includes the power to take and keep:
- (a) photographs of persons; and
 - (b) a person's fingerprints electronically in certain circumstances to prove identification;
- (v) power to require access information (see s. 8AZE of the PSPA)—includes the power to:
- (a) require a person to give an officer access information and any other information that is necessary to access; or
 - (b) read information that is stored electronically on a storage device, including for example a laptop or smartphone;
- (vi) power to search or seize a storage device (see s. 8AZF of the PSPA)—includes the power to:
- (a) access and examine information stored on the device; and
 - (b) copy or send the information to another person or device in certain circumstances.

ORDER

As soon as reasonably practicable after giving an extraordinary emergency authorisation for an emergency situation the emergency commander must

- (i) ensure that a State police officer of at least the rank of assistant commissioner is informed the authorisation has been given, and
- (ii) note the following matters on the emergency situation certificate for the emergency situation
 - (a) that the authorisation has been given;
 - (b) the date and time the authorisation was given;
 - (c) the authorisation area
 - (d) the extraordinary emergency powers that may be exercised
 - (e) the circumstances relevant to giving the authorisation.

17.3.26 Terrorist emergency

An incident/emergency situation attended by first response officers may initially not be recognised as a terrorist incident. Officers responding to an incident in the early stages rely upon police powers outlined in the PPRA. As the threat escalates, if an 'emergency situation' is declared, a range of emergency powers and extraordinary emergency powers are available in the *Public Safety Preservation Act (PSPA)* that enable officers to resolve the situation. In most incidents involving terrorism, the provisions of Part 2: 'Emergency situation' of the PSPA may be sufficient to resolve the situation. When additional powers contained in Part 2A: 'Terrorist emergency' of the PSPA are required, the declaration of a terrorist emergency should be considered.

The emergency commander or any officer acting on his or her instructions responding to an emergency situation must comply with the *Police Service Administration Act*, PPRA, PSPA, this Manual and the following Handbooks and Guidelines.

The Protocol on Queensland Police Service Terrorism Response describes the roles and responsibilities of the QPS for terrorism investigations and its response to terrorism threats in Queensland. The document also describes the transition process from Queensland based Joint Counter-Terrorism Team (JCTT) or Multi-Jurisdictional Counter-Terrorism (MJCTT) led investigations to a PA operation/incident/emergency/terrorist emergency response. The Protocol provides the framework for the transition of roles and responsibilities by key QPS personnel and commands from a police incident/emergency situation to a terrorist emergency.

The Counter-Terrorism Powers Guidelines contains guidelines about police powers available under a range of Commonwealth and Queensland legislation during a terrorist emergency.

The Terrorism Response Handbook is designed to assist key QPS personnel and their support staff involved in coordinating, managing and/or contributing to the QPS response to a terrorism related threat or incident.

The Terrorist Emergency Handbook: A Guide to Application of the *Public Safety Preservation Act 1986* in a Terrorist Emergency outlines QPS policies and procedures to be followed for the declaration of a terrorist emergency and declared evacuation areas and exercise of terrorist emergency police powers under the PSPA.

All QPS Handbooks and Guidelines work in conjunction with Commonwealth and State Strategies, Plans and Handbooks and are all available on the SAU SharePoint site.

17.4 Evacuation

Evacuation is one option in the management of a disaster or incident and is aimed at limiting the possibility of death or injury by removing people from high risk areas.

Evacuation types include:

- (i) immediate evacuation or self-evacuation – where persons at immediate risk voluntarily remove themselves from a danger. Usually a small-scale disaster or incident (e.g. building fire) with the assistance of building management, in response to a fire alarm or in accordance with a building plan. Logistical and planning problems are secondary to the need to move people to immediate safety;
- (ii) limited evacuation – is the removal of a small group of people as the result of a disaster or incident or the removal of a group of people (can be large or small) from a specific area (e.g. a floor of a building). This type of evacuation could be voluntary or directed depending on the circumstances;
- (iii) mass evacuation or large-scale evacuation – is the removal of all persons from a designated area, usually a large area (e.g. a suburb or the central business district) and involving a large group of people. Decisions on making mass evacuations are usually made by emergency services personnel utilising a legislative power. Planning in this type of evacuation is essential to its success; and
- (iv) directed evacuation – where persons are given a direction to move or forcibly moved from an area under a legislative power held by the person giving the direction or using the force.

17.4.1 Shelter in place

There may be no need to evacuate, as it may be safer to have the public stay indoors. Having the public stay indoors during the management of a disaster or incident is known as shelter in place.

Shelter in place means that persons who are not at immediate risk but are affected by or in the proximity of a disaster or incident, are to move to a secure area at the location they are in and remain there until provided with instruction from an appropriate person.

Shelter in place is for situations:

- (i) when there is a high but not immediate risk to the population;
- (ii) when there is insufficient time to evacuate;
- (iii) when there are insufficient resources to evacuate;
- (iv) when the location of the persons is in the affected or hazard area;
- (v) where evacuation may increase or create other risks or have significant impacts; and/or
- (vi) of a short duration.

Officers are to consider the use of shelter in place, prior to making the decision to evacuate.

17.4.2 Decision to evacuate

Where management of an evacuation is the responsibility of the Service, before making the decision to undertake a directed evacuation, officers are to carefully consider:

- (i) all the factors and risks including the relevant legislation that authorises an evacuation;
- (ii) whether the evacuation is necessary for the preservation of human life or safety;
- (iii) the option to use shelter in place;
- (iv) the option to advise persons to self-evacuate; and
- (v) the availability of resources and personnel to carry out an evacuation safely.

Before evacuating any person from a place:

(i) for all evacuations, officers are to ensure:

(a) the occupants of any dwellings or premises are requested to follow instructions to evacuate the area, e.g. in accordance with an on-site emergency response plan; and

(b) a declaration of a disaster situation under the *Disaster Management Act* (DMA) has been made or an emergency situation has been declared under the *Public Safety Preservation Act* (PSPA). The legislative authority for evacuations is contained in:

- ss. 76: 'General provisions about powers' to 78: 'Power to give direction about property' of the DMA; and
- s. 8(1)(d): 'General powers' of the PSPA, this subsection only relates to a directed evacuation; and

(ii) for all directed or mass/large scale evacuations and only where necessary for immediate or self-evacuations, officers are to ensure:

(a) a public inquiry centre is established to deal with inquiries as to the whereabouts of registered evacuees, possible missing persons and casualties. Contact is to be made with:

- during business hours, the Superintendent Policelink; or
- after business hours, the on-call Policelink commissioned officer,

to determine whether the evacuation and registration of evacuees is to be dealt with in terms of a local inquiry centre or a National Registration and Inquiry System (NRIS) is to be activated and a State inquiry centre is to be established. A public inquiry centre is either:

- a local inquiry centre, such as based at a local police station, for minor incidents, incidents affecting a localised area only, for small numbers of evacuees, persons injured etc.; or
- a State inquiry centre, established at Policelink, for:
 - major incidents;
 - all terrorist related incidents;
 - any situation involving international evacuations to Australia;
 - large numbers of persons evacuated;
 - many casualties etc.,

Red Cross volunteers can be used to assist at a State inquiry centre;

(b) an assembly area for evacuees is established to concentrate evacuees before movement to an evacuation centre;

(c) an evacuation centre is established; and

(d) a registration centre and registration process are established for recording the personal particulars of evacuees at the evacuation centre;

17.4.3 Conducting an evacuation

In relation to a directed evacuation, officers may use reasonable force when removing persons to a place of safety during an evacuation under the provisions of the *Disaster Management Act* or *Public Safety Preservation Act*. See also s. 615: 'Power to use force against individuals—police officers' and Chapter 19, Part 6: 'Miscellaneous powers' of the PPRA.

The OIC of an evacuation operation is to, where appropriate:

(i) disseminate warnings of the potential threat and the need to evacuate;

(ii) identify:

(a) how many persons are to be evacuated, by what means and where they are to be taken; and

(b) persons who are vulnerable, disabled or have cultural needs and make any necessary arrangements;

(iii) undertake a risk assessment in relation to any threat to the public or officers during the evacuation. Where appropriate, advice may be obtained from the:

(a) Queensland Fire Department, Scientific Branch; or

(b) protective services officer in the case of a state building; or

(c) local council (for local flood and tide inundation advice); or

(d) Bureau of Meteorology; and

(iv) prepare and implement an evacuation plan. The preparation of an evacuation plan is to complement any existing disaster management plans concerning an evacuation.

17.4.4 Evacuation plan

There may be circumstances where officers have limited time or resources in which to coordinate an evacuation. In those circumstances, officers are to develop an evacuation plan appropriate to the limitations of the situation. The type of evacuation will also influence planning, and not all components of an evacuation plan are needed in all circumstances. In the self-evacuation of a building as a result of a fire alarm for example, the need to organise transport for evacuees is redundant if the evacuation occurs at usual finish time and people proceed home as they normally would.

An evacuation plan may contain the following components:

- (i) warning phase;
- (ii) evacuation/withdrawal phase;
- (iii) shelter phase; and
- (iv) return phase.

Warning phase

During the warning phase the OIC of an evacuation is to ensure:

- (i) frequent public messages are broadcasted or delivered to or in the area;
- (ii) the public is advised of any necessary protective or safety measures;
- (iii) specific and clear instructions are provided, such as:
 - (a) remain indoors or move to an assembly area for evacuation;
 - (b) evacuation routes and the locations of the assembly areas;
 - (c) relevant timings for an evacuation;
 - (d) the method of evacuation (i.e. use their own transport or whether it will be supplied);
 - (f) identification of areas/people at risk; or
 - (g) what personal property can and cannot be taken including food, clothing, pets; and
- (iv) allowances and advanced warnings are made for persons with additional needs, such as:
 - (a) health related: hospitals, nursing homes, mental health centres, retirement villages;
 - (b) educational: day care centres, preschools, primary, secondary or special schools, tertiary institutions;
 - (c) groups with persons from non-English speaking backgrounds, mentally impaired persons, intellectual or physically disabled persons and elderly; and
 - (d) other groups: persons from prisons, commercial, industrial premises or entertainment premises;
- (v) resources such as SES officers, Red Cross workers etc. are organised to assist with the evacuation and registration of evacuees where required;
- (vi) affected areas are cordoned off and the public prevented from entering/returning;
- (vii) traffic control is planned on evacuation routes;
- (viii) public order is maintained;
- (ix) in conjunction with other agencies, organise and co-ordinate transport for evacuees;
- (x) in conjunction with other agencies, nominate/set up assembly areas; and
- (xi) in conjunction with other agencies, nominate/set up evacuation centres.

Evacuation/withdrawal phase

During the evacuation/withdrawal phase the OIC of the evacuation is to:

- (i) determine evacuation priorities based on the urgency of the situation, those persons in greatest risk and availability of resources;
- (ii) move evacuees to the assembly area before movement to an evacuation centre;
- (iii) move all persons to the evacuation centre;
- (iv) where possible, arrange security for the evacuated area to prevent persons returning prior to ensuring the evacuated area is safe and to protect property that has been abandoned during the evacuation;

- (v) ensure traffic control is conducted on evacuation routes;
- (vi) ensure public order is maintained; and
- (vii) ensure affected areas are cordoned off and the public prevented from entering/returning.

Shelter phase:

Evacuation centres may be established adjacent to an assembly area and are designed to address the immediate needs of the evacuees (including information as to the status of the emergency, temporary accommodation, medical treatment, distribution of food, clothing or bedding). An evacuation centre is to be a recognisable site in a community and depending on the duration of the evacuation phase, may be a staging area for the movement of evacuees into short or long-term accommodation or to return them to their residences.

During the shelter phase the OIC of the evacuation is to:

- (i) ensure the personal particulars of evacuees at the evacuation centre are recorded on a QP 0526: 'Evacuation Registration Form';
- (ii) where a local inquiry centre is established:
 - (a) relevant information is to be recorded in the 'Evacuation Index' in QPRIME; and
 - (b) assist and coordinate the dissemination of information to the wider community about evacuees that are registered through the local public inquiry centre that has been established;
- (iii) where a State inquiry centre is established:
 - (a) encourage evacuees not attending an evacuation centre to self-register on the 'Register. Find. Reunite' website managed by the Australian Red Cross;
 - (b) send the completed QP 0526: 'Register, Find, Reunite Registration Form' to Policelink who will enter the details onto the 'Register. Find. Reunite' website; and
 - (c) assist and coordinate the dissemination of information to the wider community about evacuees that are registered through the State inquiry centre that has been established with Policelink; and
- (iv) in conjunction with other agencies, assess the needs of evacuees in the shelter phase and where practicable, make adequate arrangements to meet those needs.

Return phase

During the return phase the OIC of the evacuation, in conjunction with relevant agencies, before allowing any person to return to an evacuated area, is to:

- (i) assess the absence of a risk and the possibility of its return;
- (ii) assess the safety of building structures and transport facilities;
- (iii) assess efficiency of utilities (i.e. availability of water, electricity, sewerage, gas communications, etc.);
- (iv) assess the hygiene of the evacuated area and the possibility of a risk to public health;
- (v) assess the clean-up of the evacuation area including the removal of debris, fallen power lines, discharge of water, sewerage etc.; and
- (vi) develop a system for the safe and effective return of evacuees to the evacuated area.

17.5 Search and Rescue

17.5.1 Service responsibilities

POLICY

Search and Rescue (SAR) is broadly defined in the National Search and Rescue Manual as the employment of available personnel and facilities in rendering aid to persons in distress.

The Service is the SAR authority in Queensland and is responsible for the overall coordination of SAR operations in respect to:

- (i) persons on or from vessels at sea;
- (ii) unregistered aircraft;
- (iii) persons missing in a land or coastal environment;
- (iv) land vehicles;
- (v) persons and vessels on inland waters; and

(vi) all non-military vessels in port.

The Service also provides and coordinates land SAR units in support of other authorities conducting SAR operations in respect to:

- (i) aircraft on the international civil, national civil (VH) and Recreational Aviation Australia (RAA) registers;
- (ii) manned space vehicles;
- (iii) vessels other than those for which the police and defence forces are responsible; and
- (iv) unidentified distress beacon alerts.

These SAR functions and responsibilities are outlined in Appendix B of the National Search and Rescue Manual which reflects the Inter-Governmental Agreement (IGA) on National Search and Rescue Response Arrangements. The IGA on SAR Response Arrangements is Appendix C of the National Search and Rescue Manual.

The Service is responsible for the control and coordination of volunteer rescue organisations in all SAR operations. Volunteer rescue organisations requested to assist in a SAR operation should be made aware that their activities will be controlled and coordinated by the Service.

The Joint Rescue Coordination Centre (JRCC), Canberra is part of the national SAR system and has dedicated resources to plot and locate distress activations and grid coordinates on land and sea.

ORDER

When notification has been received from a member of the public, of a search and rescue incident or beacon activation, the JRCC is to be contacted in the first instance (see SMCD).

17.5.2 Senior Search and Rescue Operators, Search and Rescue Operators and Field Search Coordinators

Only officers appointed as Senior Search and Rescue Operators (Senior SARO), Search and Rescue Operators (SARO) and Field Search Coordinators (FSC) are to coordinate search and/or rescue operations on behalf of the Service and activate volunteer rescue organisations in consultation with the relevant district officer, patrol group inspector or regional duty officer.

All SAR coordinators will be appointed by the Superintendent, Specialist Services Group, upon the recommendation of the State Search and Rescue Coordinator and Training Officer. This appointment will enable members to perform the role of SAR Coordinator throughout Queensland.

Due to the complexities involved in coordinating of SAR operations and the subsequent legal ramifications, responsibility to act as Senior SARO may only be delegated to one person within a SAR region. A Senior SARO is an officer who has successfully completed the National Police Search and Rescue Managers Course or other nationally recognised police SAR training (at the determination of the State Search and Rescue Coordinator and Training Officer).

It is the responsibility of each regional assistant commissioner to appoint one suitably qualified member as Senior SARO to each SAR area. The State Search and Rescue Coordinator will provide advice on this appointment if required. These members will only perform the role of Senior SARO for the particular SAR area they have been appointed to and will relinquish the appointment upon leaving that SAR area.

A SARO is an officer who has successfully completed the 'State Search and Rescue Coordinators Course' or the 'Diploma of Search and Rescue Coordination Course'. A SARO is qualified to coordinate both marine and land-based SAR operations.

A FSC is an officer who has successfully completed the 'Field Search Coordinators Course'. A FSC is authorised to coordinate land-based SAR operations only.

SARO and FSCs are subordinate in command to a Senior SARO during SAR related matters.

During periods when the Senior SARO is absent, a SARO may be temporarily appointed to Senior SARO by the officer in charge of a region upon the recommendation of the State Search and Rescue Coordinator and Training Officer.

Where the local Senior SARO, SARO or FSC is unable to be contacted, officers are to contact the nearest geographically located Senior SARO, SARO or FSC without delay, regardless of whether that officer is located in another region. In these circumstances, a Senior SARO, SARO or FSC from another region is to coordinate the operation until control is relinquished to a Senior SARO, SARO or FSC from the originating region.

POLICY

Senior SARO's are to:

- (i) establish and maintain an effective and efficient SAR system within their area of responsibility;
- (ii) ensure that two SAR trained members coordinate each SAR incident. The Primary SAR member will coordinate the incident and will be the most experienced of the two members. The secondary SAR member will provide all possible assistance in all facets of the operation. It is expected that the secondary SAR member attend

the coordination centre to perform their role, however this may not always be possible in remote locations, in which case this support role will be performed from a remote or distant location if circumstances dictate;

- (iii) develop SAR District Instructions for their area of responsibility;
- (iv) establish and maintain effective working relationships with SAR stakeholders (both volunteer and professional);
- (v) provide advice and support to SARO's and FSCs during SAR operations and related matters;
- (vi) provide advice to district, patrol group and regional management on SAR related matters;
- (vii) coordinate the SAR training to officers and volunteers;
- (viii) assist the officer in charge of the region in the conduct of regional SAR consultative committees;
- (ix) assist the officer in charge of the region with the development and facilitation of multi-agency SAR exercises; and
- (x) notify the State Search and Rescue Coordinator and Training Officer when required (see s. 17.5.9: 'State Search and Rescue Coordinator and Training Officer' of this chapter).

SARO's and FSCs are to:

- (i) assist the Senior SARO during SAR operations, training and related matters; and
- (ii) immediately advise the Senior SARO of all SAR operations and related matters.

17.5.3 Search and rescue operation

Members (excluding Marine Rescue Queensland (MRQ) and State Emergency Services (SES) volunteer members) receiving information relating to a potential search and rescue SAR operation are to contact the Joint Rescue Coordination Centre in the first instance (see s. 17.5.1: 'Service responsibilities' of this chapter).

Members (including MRQ and SES volunteer members) are to:

- (i) complete the relevant initial advice forms and forward to the search and rescue officer (SARO), senior SARO or field search co-ordinator (FSC). The initial advice forms include:
 - (a) QP 0355: 'SAR – Boating Accident Report';
 - (b) QP 0356: 'SAR – Flare Sighting Report';
 - (c) QP 0357: 'SAR – Distress Message Report';
 - (d) QP 0358: 'SAR – Overdue Vessel Report';
 - (e) QP 0360: 'SAR – Medical Factors in SAR';
 - (f) QP 0365: 'SAR – Land SAR – Incident Advice Form'; and
 - (g) QP 0429: 'SAR – Distress Beacon Report'.
- (ii) advise the relevant PCC for the area.

The duty officer or OIC of the relevant PCC is to:

- (i) advise the district officer (DO), patrol group inspector (PGI) or RDO. This officer will assume overall control of the SAR operation;
- (ii) contact the relevant senior SARO, SARO or FSC; and
- (iii) ensure that a log of events is commenced.

Depending on the circumstances, the senior SARO, SARO or FSC responsible for the coordination is to:

- (i) promptly initiate a response using available SAR resources;
- (ii) determine if the incident is a Service responsibility in accordance with Appendix B of the National Search and Rescue Manual. If not, the relevant SAR organisation responsible for the operation is to be immediately advised;
- (iii) ensure that the relevant DO, PGI or RDO is regularly updated;
- (iv) commence a QP 0359: 'SAR Incident Log' and where appropriate, a QP 0359A: 'Supplementary SAR Log' or QP 0363: 'SAR Action Report';
- (v) where applicable, establish a rescue coordination centre or field search headquarters;
- (vi) establish an effective communication network;
- (vii) ensure timely inquiries are conducted with all relevant informants and witnesses to assist with search area determination and response;

- (viii) following an urgency assessment, determine the appropriate level of response;
- (ix) determine the search and sub search areas;
- (x) if relevant, determine the search target time frame for survival in consultation with a medical practitioner;
- (xi) if required, activate volunteer rescue organisations in consultation with the relevant DO, PGI or RDO;
- (xii) obtain approval from the relevant district officer, patrol group inspector or RDO for the use of aircraft (see s. 2.21.2: 'Helicopter tasking – government and community helicopter providers' of this Manual);
- (xiii) ensure that search sub areas are detailed to SAR units;
- (xiv) allocate tasks;
- (xv) conduct briefings of SAR units;
- (xvi) ensure logistical support of police and SAR units (e.g. medical, welfare, fuel, communications equipment, suitable vehicles);
- (xvii) ensure sufficient reserve SAR units for extended searches;
- (xviii) where appropriate, provide an opportunity to representatives of all organisations involved to contribute towards the determination of search areas, search sub areas, team allocation and taskings;
- (xix) ensure that all cultural concerns are considered and incorporated into SAR planning where practicable and not to the detriment of the SAR mission. Where decisions may or will conflict with cultural needs, the family is to be advised and the reasoning explained;
- (xx) conduct activities in accordance with the 'National Search and Rescue Manual' and 'Land Search Operations Manual';
- (xxi) ensure appropriate actions are taken upon location of the target person(s). Activate the rescue plan and if target(s) are:
 - (a) fit to travel, to move from the location to the field search headquarters or forward command post;
 - (b) in need of medical attention, provide a suitable medical response and retrieval; or
 - (c) if deceased, arrange for an officer not directly involved with the SAR coordination to commence an investigation and reporting process in accordance with s. 8.4.2: 'First response actions – deaths' of this Manual.
- (xxii) conduct debriefings of SAR units;
- (xxiii) ensure that a SAR occurrence is recorded in QPRIME at the conclusion of each SAR incident regardless of whether it is a marine or land incident. The occurrence number is to be provided to tasked volunteer groups, for fuel reimbursement by the Service;
- (xxiv) where appropriate, complete a QP 0361: 'SAR – Survivor Questionnaire' for all persons who were subject of the SAR operation. Once completed, forward by e-mail to the State Search and Rescue Mission Coordinator;
- (xxv) ensure that the next of kin of target person(s) are notified as early as possible of the location and are updated during the search;
- (xxvi) submit a significant event message if required, using the Search and Rescue category; and
- (xxvii) maintain and preserve adequate records of the SAR operation.

ORDER

Where the use of a SAR asset is not approved by a DO, PGI or RDO, that officer is to notify their immediate supervisor of the:

- (i) circumstances of the SAR operation;
- (ii) the urgency assessment; and
- (iii) the reasons for not approving the conduct of the SAR asset.

A supervising officer who receives notification from a DO, PGI or RDO concerning a SAR asset not being approved is to make an assessment of the decision. The cost of an appropriate response is not a factor in not authorising a SAR asset.

Where the supervising officer does not support the conduct of a SAR asset, that officer is to advise the OIC of the region or deputy commissioner for an appropriate determination where necessary.

For the purpose of s. 17.5 of this Manual, an **asset** is defined as any appropriate person, animal or equipment that can be tasked by a SAR Coordinator during a SAR operation. Further clarification can be sought from the State Search and Rescue Coordinator and Training Officer.

Retrieval of deceased persons and exposure to injury or human remains by members of volunteer organisations

For the purposes of this section:

Volunteer

means a person or a member of a volunteer organisation who has received a brief by a member of the Service, regarding a potential risk of injury or exposure to human remains, who then volunteers to assist police. In certain situations, assistance may include the retrieval of human remains.

Volunteer organisation

are those persons who are members of the:

- (i) SES;
- (ii) MRQ;
- (iii) Australian Volunteer Coast Guard;
- (iv) Volunteer Marine Rescue; and
- (v) Rural Fire Service Queensland.

Incidents that require a Service response, including search and rescue (SAR) incidents, where volunteers may provide assistance, may result in a potential risk of injury or exposure to human remains. While the responsibility of dealing with police incidents rests with the Service, there are instances in which it may be necessary to seek and utilise the assistance of volunteers or volunteer organisations.

These circumstances include, but are not limited to:

- (i) searching for missing/lost persons in a land and marine environment; or
- (ii) recovery of located deceased person in a land or marine environment.

The retrieval of deceased persons is not a specific approved function of a volunteer organisation and they are not be activated to undertake body retrieval activities. During the course of providing other approved operational response functions a deceased person may be located. In this instance, volunteers may provide assistance to the Service in the performance of their duties relating to site security, scene preservation and body retrieval. This assistance should be limited to appropriate tasks as outlined within the policy.

Where it is or suspected that a deceased person may be located as a result of a SAR operation, early consultation should be had with the local controller, unit commander or squadron/floatilla commander prior to any activation.

All other aspects of the incident, which form the components of an approved volunteer organisation operational response function, are to be undertaken in accordance with policy, procedure and training relevant to that operational response function.

To ensure volunteers have a clear understanding of their role and responsibilities, the following points should be considered in the provisions of briefings:

- (i) that upon the location of a deceased person the site is a possible crime scene; and that entry and exit points to the site should be minimised;
- (ii) if volunteers are first on scene, the team leader/vessel master is to record initial observations, and access to the location is to be minimised;
- (iii) upon the location of a deceased person; the team leader should:
 - (a) notify the QPS as soon as possible, if not already present at the scene;
 - (b) not disturb or otherwise interfere with the body, body parts or the surrounding environment, unless body or body parts are in danger of being lost or damaged further or there is a medical reason;
 - (c) observe all precautionary procedures with regard to infectious diseases;
 - (d) if required, secure and protect the scene as directed; and
 - (e) undertake other appropriate tasks, as requested by the Service, and in accordance with this policy.
- (iv) under no circumstances should a volunteer be directed to involuntarily carry out a task;
- (v) there is no compulsion on a volunteer to assist in an activity beyond which they are trained (i.e. searching as part of normal SAR);
- (vi) where practicable, a detailed written briefing is to be provided to volunteers, outlining the situation as it is known, known hazards and dangers, PPE, and risks involved;
- (vii) PPE suitable to the incident is to be provided, including specialised instructions on usage and disposal;

- (viii) where an agreement with a volunteer group has been undertaken to recover a deceased person, proper WHS techniques and PPE policies are to be adhered to;
- (ix) psychological support must be made available for all volunteers undertaking a deceased person recovery operation;
- (x) a mandatory recorded debrief is to be conducted on the deceased person recovery as soon as practicable after the incident;
- (xi) professional assistance (provided and paid for by the Service) for the clean-up and decontamination of vessels involved should be undertaken;
- (xii) no volunteer will be required to enter the water to secure a deceased person;
- (xiii) if a deceased person cannot be brought aboard a vessel, the deceased should be secured externally until Service members arrive; and
- (xiv) where Service members are not readily available and it is not possible to secure a deceased person, in locations such as waterways and open sea, photographic or other data capturing methods should be used where possible as a means of identification.

Appropriate tasks for volunteers include the following types of activities:

- (i) provide assistance to the Service with specialist capability;
- (ii) the retrieval of a deceased person from a location or within a situation that requires the use of specific volunteer related skills and training (i.e. vertical rescue, working from heights, road crash rescue, blue water and white-water environments etc) are required; and
- (iii) the retrieval of a deceased person across a substantial distance in difficult terrain which cannot be accessed via other motorised or mechanical means.

Non-appropriate tasks include, but are not limited to, the following types of activities:

- (i) the activation of a volunteer organisation for the specific purpose of body retrieval where the use of specific volunteer related skills and training (i.e. vertical rescue, working from heights, road crash rescue, blue water and white-water environments etc) are not required;
- (ii) the retrieval of a deceased person across a short distance in non-difficult terrain or in a situation which could easily be accessed via other motorised or mechanical means;
- (iii) the bagging or collection of body parts in situations where specific volunteer related skills and training are not required to affect the retrieval of a deceased person or individual body parts;
- (iv) the cleaning of a site to remove blood or residue of body parts in situations where specific volunteer related skills and training are not required. Remote road crash rescue is a notable exception; and
- (v) any other task which are the responsibility of another agency or an authorised contractor paid a fee for a service.

The Service has overall responsibilities for incidents involving deceased persons, accidental or otherwise. This includes on-site decisions about the investigation of the cause of death and arrangements for the removal of bodies and body parts from the location in accordance with relevant legislation and Service procedures.

17.5.4 Termination or suspension of search and rescue operations

SAR operations may be:

- (i) finalised through natural resolution by either locating the target, or by determining that the incident was a hoax or that no SAR incident existed; or
- (ii) terminated when the time frame for survival has elapsed or there is no longer any likelihood of finding the target.

SAR operations may also be suspended temporarily, when it can no longer be determined, on the information available, whether a SAR incident exists and further investigation is required.

Suspending a search and rescue operation

ORDER

Where it may be considered that, based on the information available, a SAR operation may no longer exist or further investigation is required, the SAR operation may be suspended temporarily. Approval to suspend a SAR operation must be provided by the relevant district officer or patrol group inspector in consultation with the Senior SARO, SARO or FSC and the State Search and Rescue Coordinator and Training Officer and in accordance with the considerations outlined in Chapter 7 of the National Search and Rescue Manual.

Where approval is provided by the relevant district officer or patrol group inspector to temporarily suspend the SAR operation, a Significant Event (SIGEV) message is to be completed with the date, time and reasons for the temporary suspension of search efforts during the SAR operation.

Where a decision to temporarily suspend a SAR operation has been made, within a period no longer than 48 hours, a decision must be made by the relevant district officer or patrol group inspector in consultation with the Senior SARO, SARO or FSC and the State Search and Rescue Coordinator and Training Officer as to whether the SAR operation should be:

- (i) finalised because the target has been located, or by determining that the incident was a hoax or no longer existed;
- (ii) terminated because the time frame for survival has elapsed, or there is no likelihood of locating the target, where the assessment to terminate is made refer to 'Terminating a SAR operation' of this section; or
- (iii) resumed because further information has been obtained that indicates the SAR incident exists.

Where the decision to finalise or resume the SAR operation is made, the district officer or patrol group inspector is to document, by way of an updated Significant Event (SIGEV) message the date, time and reasons for finalising or resuming the SAR operation.

In circumstances where a SAR incident is suspended and the target person is later found deceased see s. 8.4.1: 'Responsibility for investigating and reporting on deaths' of this Manual.

Terminating a search and rescue operation

Where the time frame has elapsed or there is no longer any likelihood of finding the target person or object, the district officer, patrol group inspector or regional duty officer for the area in which the SAR operation is being conducted is to assess if search efforts for the target person or object should be terminated. This assessment should be made in consultation with the Senior SARO, SARO or FSC and the State Search and Rescue Coordinator and Training Officer. This assessment should also be made in accordance with the considerations outlined in Chapter 7 of the National Search and Rescue Manual.

Upon making the assessment to terminate, the relevant district officer or patrol group inspector is to complete a QP 0852: 'SAR – Request to Terminate SAR Incident Form' and forward to the relevant assistant commissioner for the area in which a SAR operation is being conducted. The assistant commissioner is then to forward the completed QP 0852: 'SAR – Request to Terminate SAR Incident Form' to the relevant deputy commissioner or, after hours, the on call deputy commissioner who will make the final determination as to when search efforts for a target person or object will be terminated.

Upon confirmation of the termination of a SAR operation by the relevant assistant commissioner, the relevant District Officer or patrol group inspector is to document by way of completing the approval section on the QP 0852: 'SAR - Termination of SAR Incident Form' and retaining this form on file.

Where appropriate a Peer Review of a SAR operation can be conducted at the request of the relevant assistant commissioner for the area in which a SAR operation is being conducted. The request will be made to the Assistant Commissioner, Operations Support Command who will consult the State Search and Rescue Coordinator and Training Officer to identify a suitable experienced and independent officer to conduct the Peer Review. The Peer Review will be conducted in accordance with the 'Peer Review of a Search and Rescue Operation' report template and returned to the requesting region, as well as the State Search and Rescue Coordinator and Training Officer, to consider any recommendations made in the review.

Where possible the family of the target person should be made aware of any decision to terminate a search effort 24 hours prior to the actual termination. On providing advice to the family, the officer should be aware of s. 5.6: 'Release of information' of the Management Support Manual and ensure that all conversations with the family are documented in the officer's official police notebook or diary.

17.5.5 Search and rescue operational areas of responsibility

Detailed information on land and marine search and rescue (SAR) operational areas of responsibilities, including maps is available from the State Search and Rescue Coordinator and Training Officer webpage of the Service Intranet.

Marine search and rescue operational areas

For the purpose of standardising coordination responsibilities and to ensure effective use of available resources, the State has been divided into geographically defined marine SAR operational areas.

Due to the size of the State, these areas may transgress both district and regional police boundaries. These marine SAR operational areas of responsibility have been established for broad planning purposes.

When a marine SAR is commenced and is being coordinated by a Senior SAR Officer (SARO) or SARO, that particular Senior SARO or SARO is to continue with that coordination despite the fact that the SAR operation may continue outside the police region for which the coordinating Senior SARO or SARO is appointed. This responsibility for the coordination of the SAR incident is to continue until termination or suspension of that SAR incident, unless the coordinating responsibility is transferred.

Land search and rescue operational areas

The land SAR operational areas are in line with the 2012 Service (pre-restructure) district and regional police boundaries except for the Moreton District, which is part of the Sunshine Coast SAR area.

17.5.6 Multi-agency SAR consultative committees and exercises

POLICY

Officers in charge of regions are to ensure that a:

- (i) regional SAR consultative committee is established and operating within their area of responsibility. This committee should meet at least bi-annually and be used to develop local SAR SOPs, determine resource needs and review SAR operations; and
- (ii) multi-agency SAR exercise (SAREX) with other emergency service providers is conducted within their area of responsibility once per calendar year. The SAREX is to be developed and facilitated in consultation with the relevant Senior SARO and State Search and Rescue Coordinator and Training Officer.

17.5.7 Other search and rescue authorities

There are two Commonwealth SAR authorities that are also responsible for SAR operations outside the responsibility of the Service. These are the Joint Rescue Coordination Centre, Australia (JRCC Australia) and the Australian Defence Force (ADF). The current responsibilities of these organisations are:

- (i) JRCC Australia, through the Rescue Coordination Centre Australia (RCC Australia), is the responsible authority for coordinating SAR operations in respect of aircraft on the international civil, national civil (VH) and RAA registers, manned space vehicles, maritime vessels other than those for which police and defence are responsible and unidentified distress beacon alerts; and
- (ii) ADF is the responsible authority for coordinating SAR operations in respect of Australian and foreign military:
 - (a) ships, submarines, aircraft and military personnel in the Australian Search and Rescue Region (SRR); and
 - (b) personnel in a land environment.

The JRCC Australia can be contacted through each Senior SARO and SARO, State Search and Rescue Coordinator and Training Officer and the Police Communications Centre (PCC), Brisbane.

The Rescue Coordination Centre Australia:

- (i) is a coordination agency only. Once it has accepted responsibility for coordination of the operation, the Senior SARO, SARO or FSC is to continue to liaise directly with RCC Australia;
- (ii) may request the Service to assist in any marine or aviation SAR operation they are coordinating, irrespective of whether it is one that has been transferred to them or one it has initiated. All assistance should be given to RCC Australia in such circumstances; and
- (iii) may request the Service to assist in any SAR operation involving distress beacon signals.

Any request from RCC Australia to the Service is to be passed to a Senior SARO, SARO or FSC for attention (see ss. 17.5.5: 'Search and rescue operational areas of responsibility' and 17.5.6: 'Multi-agency search and rescue consultative committees and exercises' of this chapter).

17.5.8 Commonwealth-State agreement

The Commonwealth-State agreement:

- (i) requires each SAR authority to assist another authority when a reasonable request for assistance is made, at no cost;
- (ii) requires the authority which hires or requisitions privately owned facilities be responsible for the costs involved, unless otherwise agreed upon; and
- (iii) provides for the transfer of responsibility for coordination in a marine SAR and SARs involving unregistered aircraft operation between the Service and Joint Rescue Coordination Centre Australia. The circumstances under which this may occur is when a SAR operation is not within the capability of local resources and facilities, or where it escalates to a point beyond the capability of such resources and facilities.

POLICY

In circumstances where it is considered necessary to transfer the coordination of a marine or aviation SAR operation, the coordinating Senior SARO, SARO or FSC in consultation with the district officer, patrol group inspector, or regional duty officer is to make a request to the Rescue Coordination Centre (RCC) Australia to assume responsibility for coordination of the operation. The transfer of responsibility can only be effected if:

- (i) it is mutually agreed to by the RCC Australia and the Service;

(ii) the transfer must be made in writing using form D-1: 'SAR – Transfer of SAR coordination' with copies going to PCC Brisbane and the State Search and Rescue Coordinator and Training Officer; and

(iii) where RCC Australia has agreed to take over responsibility for coordination of the marine or aviation SAR operation, any expense incurred on the authorisation of the RCC Australia will be met by them.

The Senior SARO, SARO or FSC is to advise State Search and Rescue Coordinator and Training Officer in all cases where a transfer of responsibility is being conducted.

17.5.9 State Search and Rescue Coordinator and Training Officer

POLICY

The State Search and Rescue Coordinator and Training Officer is responsible for the coordination of all SAR trained personnel in the Service.

The State Search and Rescue Coordinator and Training Officer is responsible for:

- (i) ensuring that the Service has an effective and efficient response to SAR operations;
- (ii) ensuring that SAR coordination is carried out in a professional manner by trained personnel;
- (iii) the implementation of the SAR system;
- (iv) liaising with and providing advice to Senior SARO, SARO and FSCs during SAR operations;
- (v) providing advice on the Service's role and responsibility under the National Search and Rescue Plan to members of the Service;
- (vi) liaison with other government departments (both Commonwealth and State) and organisations in relation to SAR. This includes negotiating the use of access to resources. As well as liaison with overseas police services and government representatives in complex SAR operations;
- (vii) inquire into SAR operations that involve multiple regions and/or whereby circumstances dictate the need for centralised investigation (e.g. New Zealand registered vessel 'Queen Charlotte' lost en route from Auckland to Osaka via the Pacific Ocean);
- (viii) representing the Service at national forums, the State Search and Rescue committee and the Queensland Volunteer Marine Rescue committee;
- (ix) assessing the capabilities of volunteers, Senior SARO, SARO and FSCs in SAR exercises;
- (x) conducting the State Police Search and Rescue Coordinators Course;
- (xi) lecturing on the National Police Search and Rescue Coordinators course and the Field Search Coordinators Course;
- (xii) providing lecture support to various Service courses and external organisations (e.g. other SAR authorities); and
- (xiii) reviewing SAR operations at the direction of the Executive.

The State Search and Rescue Coordinator and Training Officer is located at Specialist Services Group, Operations Support Command and holds a current list of qualified Senior SARO's, SARO's and FSCs.

The State Search and Rescue Coordinator and Training Officer is to be notified:

- (i) where the responsibility for coordinating a SAR operation is being passed to the Service from an external organisation such as Joint Rescue Coordination Centre (JRCC) Australia, another State or Territory police service or the Australian Defence Force;
- (ii) in the event that there is a request from this Service for another SAR authority to assume responsibility for the coordination of a SAR operation, such as JRCC Australia, another State or Territory police service or the Australian Defence Force;
- (iii) where a SAR operation being coordinated by a Senior SARO, SARO or FSC exceeds twenty-four hours;
- (iv) where JRCC Australia is coordinating a SAR operation and they make a request to the Service to supply resources or volunteer resources into the operation;
- (v) when a SAR operation is being coordinated by, or involves Service or Queensland Government resources, on or close to the border with Papua New Guinea;
- (vi) where a request for assistance from a foreign country is received which requires a SAR operation or the gathering of evidence;
- (vii) when a SAR operation attracts or is likely to attract considerable media attention;
- (viii) where there is a loss or substantial damage to a rescue resource during a SAR operation being coordinated by the Service;

- (ix) where there is injury or death to any person involved during a SAR operation being coordinated by the Service;
- (x) prior to terminating or suspending a search operation in which the target person or object is still outstanding;
- (xi) where the target person for any search operation being coordinated by the Service is from a foreign country; and
- (xii) where Defence Force Assistance to the Civil Community (DACC) is being considered in relation to a SAR operation (see also s. 11.14.3: 'Defence Assistance to the Civil Community' of this Manual).

17.5.10 Fuel reimbursement

The Service will consider reimbursement of all fuel and oil costs incurred by volunteer rescue organisations, where those organisations:

- (i) are recognised by the Service as capable of providing assistance; and
- (ii) have been officially activated by a senior SARO, SARO or FSC for a SAR operation.

Senior SARO, SARO or FSC's who task volunteer rescue organisations in a SAR operation are responsible for reporting the fuel costs incurred by those organisations.

Volunteer rescue organisations are to be advised of potential reimbursement of fuel and oil costs incurred during search and/or rescue operations and to submit a claim.

Where a claim is made, the senior SARO, SARO or FSC is to submit a report to the district officer of the district in which the incident occurred. The report is to include:

- (i) confirmation of the official activation of the particular volunteer SAR organisation;
- (ii) brief details of the operation or incident; and
- (iii) where appropriate, certification that costs claimed are reasonable and correct.

Certification of receipts or accounts relating to fuel and oil costs are to be attached to the report.

The senior SARO, SARO or FSC is to ensure claims for reimbursement do not include other items such as equipment or wages.

Responsibility for the reimbursement, including overtime incurred by a senior SARO, SARO or FSC in another region, remains with the region in which the operation occurs.

17.5.11 Cost recovery by the State Emergency Service

POLICY

For policy in relation to cost recovery by the State Emergency Service from the Service for expenditure in relation to SAR operations see s. 2.20: 'State Emergency Service' of this Manual.

17.6 Emergency warnings and alerts

17.6.1 Standard emergency warning signal

The standard emergency warning signal (SEWS) is an audio warning signal intended to be played on radio and television media to draw the attention of the public to an urgent safety message. This audio warning signal is used:

- (i) to alert the public that an official announcement is about to be made concerning an actual or potential major emergency or disaster likely to affect them; and
- (ii) when the public need to be informed to take or be prepared to take specific action in order to protect life, property or the environment.

The SEWS is the same as the signal currently used by the Bureau of Meteorology to warn of significant tropical cyclones. Recordings of the SEWS have been forwarded to radio and television media organisations throughout the State. It is vital that the impact of the warning signal be preserved by ensuring that it is used for serious large-scale events only.

Eligible events

It is vital that the status and effectiveness of the SEWS is maintained by limiting its use to significant events only. Such events are restricted to:

- (i) wind gusts greater than 125 km/h (for example tropical cyclones of category 2 and above or their wintertime equivalents);
- (ii) storm tides greater than 0.5 metres above highest astronomical tide;
- (iii) large hail greater than four centimetres in diameter (greater than a golf ball size);

- (iv) tornadoes;
- (v) major floods, flash floods and/or dam breaks (one to six-hour rainfall total greater than 50-year average recurrence interval);
- (vi) intense rainfall leading to flash floods and/or landslides;
- (vii) geo hazards (a natural surface process which may interfere adversely with human activity) including effects of earthquakes and/or tsunami waves greater than one metre (tide dependent);
- (viii) major urban and rural fires;
- (ix) major pollution, hazardous material or bio-hazard emergencies;
- (x) civil defence emergencies (as defined in Article 61 of Protocol 1 of the 1977 Protocols additional to the Geneva Conventions of 1949); or
- (xi) other major emergency situations.

Authority to initiate the standard emergency warning signal

In Queensland, the authority to initiate the SEWS is restricted to:

- (i) the Regional Director, Bureau of Meteorology (or nominated delegate) for weather and flood related events only;
- (ii) the Executive Officer, Queensland Disaster Management Committee (or nominated delegate) for disaster events and civil defence emergencies only;
- (iii) the Commissioner, Queensland Fire Department (with a regional commissioner or regional inspector as delegate) for fire and hazardous material related events only; and
- (iv) assistant commissioners, Queensland Police Service for events not covered in (i), (ii) or (iii).

Assistant commissioners should only consider initiating the SEWS if:

- (i) potential loss of life and/or a major threat to a significant number of properties or to the environment is likely;
- (ii) a significant number of people need to be warned;
- (iii) impact is expected within 12 hours or is occurring at the time;
- (iv) the event is destructive as outlined in eligible events (i) to (xi); and
- (v) the event is one in respect of which the assistant commissioner has authority to initiate the SEWS.

Assistant commissioners should initiate the SEWS in conjunction with a broadcast on public media, in circumstances where the:

- (i) event is of major significance and is such that the five factors for initiating the SEWS are present; and
- (ii) response to the event is the responsibility of the Service and it has occurred in their area of responsibility.

Assistant commissioners are to ensure that when the SEWS is to be initiated:

- (i) a 'Top priority urgent safety message', contained in the Appendix 17.5 of this chapter, is completed and distributed to media organisations in their respective areas of responsibility; and
- (ii) the chief executive officer or their nominated delegate, of each local government authority affected by the SEWS, is notified as soon as practicable.

Assistant commissioners should ensure that in their area of responsibility:

- (i) regional instructions are prepared for initiating the SEWS;
- (ii) when developing these instructions, they should ensure that consideration is given to:
 - (a) translating the contents of the safety message into languages other than English; and
 - (b) requesting media organisations to include television captions to assist deaf and hearing-impaired persons; and
- (iii) contact lists are compiled and maintained for:
 - (a) media organisations which have the SEWS recording; and
 - (b) chief executive officers or nominated delegates of local government authorities.

17.6.2 Emergency alerts

Emergency alerts are generated using the Emergency Alert System (EAS), operated by the Queensland Fire Department (QFD) Watchdesk, which is a telephone warning system capable of targeting landline and mobile telephones within a defined geographical area. The Service use of the EAS is in accordance with the memorandum of

understanding 'Use of Emergency Alerts' (see Memorandums of understanding on the Policy and Performance site of the Service Intranet).

The EAS accesses the geo-coded data of all public and private phone numbers in Australia contained in the defined geographical area. A voice message is sent to landlines within the defined geographical area; and a text message sent to all mobiles where the last known location of the device at the time of the emergency is within the defined geographical area, this includes visitors and travellers.

Each use of the EAS is known as a campaign, with the service being offered on a fee for service basis. The cost of a campaign will vary based on the size of the population within geographical area receiving the messages. It costs approximately 10 cents for each message received by each device and as such the costs can be considerable. The cost for use are to be paid by the region or command approving the campaign.

A EAS message is limited to 160 characters, so further information should be made available via other media.

The public should be advised when the situation has been resolved and public safety has been restored.

Approval to use the Emergency Alert System (EAS)

The data used by the EAS is protected under the *Telecommunications Act* (Cwlth) and only permits usage for a purpose connected with persons being alerted to an emergency or a likely emergency. The EAS is not to be used as an investigative tool.

The use of the EAS can only be approved by:

- (i) an assistant commissioner and above; or
- (ii) a commissioned officer that has been authorised by their owning assistant commissioner,

when:

- (i) it is reasonable to believe there is an imminent threat to life or risk of serious injury to any person;
- (ii) the situation would constitute an emergency situation or terrorist emergency under the *Public Safety Preservation Act* (PSPA);
- (iii) time is of the essence;
- (iv) the event is confined to a defined geographical area; and
- (v) alternative forms of warning the public would not be effective.

When approving an EAS campaign the approving officer is to define the target geographical area. The area is to be as small as practical and does not need to align with the boundaries of any declaration under the PSPA.

Factors to be considered when defining the target geographical area

When determining the target geographical area, the approving officer should consider:

- (i) the density of the population, accessibility and the impact that mass self-evacuation may have on:
 - (a) the safety of persons within a contained area with limited exit points and the risk of panic or stampede; and
 - (b) traffic congestion that may impede emergency responders attempting to attend the scene or transport casualties from the scene;
- (ii) the weather, lighting and road conditions and the impact it may have on road safety in the event the campaign causes traffic congestion or panicked driving;
- (iii) the likelihood of message recipients attempting to contact police resulting in communications systems being overloaded;
- (iv) if the message may reduce the tactical advantage of responding police by alerting offenders to their presence;
- (v) if the message may result in persons being funnelled in the direction of the danger;
- (vi) the cost of the campaign (e.g. there are over 500,000 landline telephones within the Brisbane CBD and at any time there may be more than 500,000 mobile telephones in the area, activation cost could exceed \$75,000);
- (vii) that the actual area receiving mobile telephone messages will be larger than the target area.
- (viii) if the campaign is to be sent to mobile and/or landline telephones. Mobile telephone messaging must not be used for incidents involving explosive or other devices that could be remotely activated. For other incidents use of mobile telephone should be considered as the priority due to its superior speed and ability to alert visitors within an area.

Incident commanders

An incident commander who considers it appropriate to use the EAS system based on the criteria defined in 'Approval to use the Emergency Alert System (EAS)' of this section, if not authorised to approve the use of the EAS, is to supply sufficient information to the approving officer to allow them to consider:

- (i) if the campaign should be authorised; and
- (ii) potential consequences as outlined in 'Factors to be considered when defining the target geographical area' of this section.

Procedure to conduct an EAS campaign

To initiate an EAS campaign the approving officer, incident commander or delegate is to contact the Media Ops Room (3015 2444) and provide the information in Part A of QP 1095: 'Emergency Alert System template', being the:

- (i) name and telephone contact details of the approving officer;
- (ii) name and telephone contact details of the requesting officer (if not the approving officer); and
- (iii) message type including:
 - (a) a specific location for the emergency; and
 - (b) for general alerts, the desired action of the recipients.

The media officer who receives a request for an EAS campaign is to:

- (i) develop the content of the EAS message, by completing Part B of the QP 1095, using the information provided by the requesting officer;
- (ii) without delay, forward the content of the emergency alert and contact details of the approving officer (QP 1095) to the Brisbane Police Communications Centre (BPCC); and
- (iii) develop additional information to be published on www.mypolice.qld.gov.au and linked to the EAS message.

The Duty Officer, BPCC who receives the details of the EAS message from the media officer is to:

- (i) contact the nominated approving officer to:
 - (a) verify the approval of the EAS message content;
 - (b) establish the geographical boundaries of the area that will receive the EAS message (see 'Factors to be considered when defining the target geographical area' of this section); and
 - (c) determine whether the message is to go to mobile and/or landline telephones (no mobile messaging is to be used for bomb threats or similar events);
- (ii) complete the details of the EAS message on the approved QFD form: 'Emergency alert form' and forward the form in the native 'Word' format to the QFD Watchdesk so that the message can be released without delay.

Cost recovery

The region or command requesting and using an EAS campaign is to cover the cost of the alert and will be invoiced by QFD.

17.7 Major events

The *Major Events Act* has been designed as a single Act containing a range of provisions applicable to major events.

Members are to be aware that a regulation made under the *Major Events Act* can declare:

- (i) a major event (see SMD); and
- (ii) will identify which particular provisions of the legislation are to apply to the event.

Prescribing an event as a major event

In accordance with s. 12: 'Prescribing event as major event' of the *Major Events Act* by regulation an event may be prescribed as a major event.

The regulation will also prescribe:

- (i) the major event organiser;
- (ii) a major event area (see SMD);
- (iii) the major event period (see SMD);
- (iv) the provisions of the *Major Events Act* that apply to:

- (a) the major event; and
- (b) the major event area, and the period when those provisions apply.

Consultation prior to prescribing a major event

In accordance with s. 13: 'Minister's recommendation to Governor to prescribe major event' of the *Major Events Act*, if a regulation is to give an authorised person (see SMD) a power for the major event, the Minister considering recommending that an event be prescribed must consult with the Minister for Police.

17.7.1 Planning for a major event

POLICY

Initial Service contact and consultation for a major event (see SMD) is to be undertaken by the Counter-Terrorism Security and Event Coordination Team – State Protection and Planning Unit, Prepare Prevent Protect Group, Security and Counter-Terrorism Command.

Where a major event is to be prescribed by regulation in accordance with s. 12: 'Prescribing event as major event' of the *Major Events Act* (MEA), the Counter-Terrorism Security and Event Coordination Team – State Protection and Planning Unit is to notify the respective region responsible for Service planning of the major event.

ORDER

When a member is responsible for Service planning for a major event, prescribed by a regulation, that member is to:

- (i) ensure all planning clearly specifies which particular provisions of the MEA apply; and
- (ii) facilitate communications effectively identifying the relevant provisions to members who are to act in the capacity of an authorised person (see SMD).

POLICY

Where a member is to act in the capacity of an authorised person at a major event, the member is to first establish which particular provisions of the MEA will apply to that major event.

PROCEDURE

When a member is responsible for planning a major event, the relevant provisions of the MEA is to be included within all:

- (i) action plans;
- (ii) operational orders; and
- (iii) operation briefings/debriefings.

(See s. 1.5.2: 'Operational Planning (action plans, operation orders, briefings and debriefings' of this Manual)

17.7.2 Major event provisions

Any provision of Part 5: 'Major event provisions' of the *Major Events Act* that, whether grouped together or in isolation, when prescribed by regulation for a major event (see SMD), applies to the major event for:

- (i) the major event period (see SMD); or
- (ii) a shorter period prescribed by regulation,

(see 'Prescribing an event as a major event' in s. 17.7: 'Major events' of this chapter).

Provisions within Part 5 of the *Major Events Act* which members may be authorised to enforce at a major event, if prescribed by regulation, are as follows:

- (i) People and vehicles in major event area:
 - (a) s. 18: 'Entering and exiting major event area';
 - (b) s. 19: 'Occupant's pass';
 - (c) s. 20: 'Conduct while entering or within major event area';
 - (d) s. 21: 'Entering restricted area in major event area';
 - (e) s. 22: 'Entering onto playing field or competition or performance area';
 - (f) s. 23: 'Liquor';
 - (g) s. 24: 'Evidence of right to be in major event area or part of major event area';
 - (h) s. 25: 'Inspecting thing in person's possession inside major event area';
 - (i) s. 26: 'Directing person to leave major event area';
 - (j) s. 27: 'Bringing vehicles into major event area'; and

- (k) s. 28: 'Leaving vehicles in major event area'.
- (ii) Limits of commercial activity for major event:
 - (a) s. 30: 'Selling on road, public land or major event area';
 - (b) s. 31: 'Resale of tickets';
 - (c) s. 32: 'Ambush marketing in major event area';
 - (d) s. 33: 'Advertising in controlled area or major event area';
 - (e) s. 34: 'Advertising on vessel';
 - (f) s. 35: 'Advertising in major event airspace'; and
 - (g) s. 36: 'Broadcasting or recording of major event'.
- (iii) Roads and traffic:
 - (a) s. 37: 'Traffic and transport management plan for major event';
 - (b) s. 38: 'Declaration of major event lane';
 - (c) s. 39: 'Using major event lane'; and
 - (d) s. 40: 'Power to close a road'.

POLICY

When a member is planning, or is to act in the capacity of an authorised person (see SMD), for a major event, that member is to first establish which particular provisions of the *Major Events Act* will apply to that major event.

The provisions of the *Major Events Act* as contained within this chapter are not a comprehensive listing. Provisions included herein hold an increased relevance to policing. Members are to refer, as necessary, to the *Major Events Act*.

17.7.3 Authorised persons for major events

A regulation prescribing a major event may apply a provision of the *Major Events Act* which delivers an authorised person (see SMD) with a power for the event. In this instance, Part 7: 'Authorised persons for major events' of the *Major Events Act* relates, unless limited by regulation.

(see 'Prescribing an event as a major event' in s. 17.7: 'Major events' of this chapter)

Powers of authorised persons

The powers of an authorised person under the *Major Events Act* are as follows:

- (i) s. 63: 'Requiring name and address';
- (ii) s. 64: 'Powers for stopping or moving vehicles';
- (iii) s. 65: 'Power to move or remove vehicles left in major event area';
- (iv) s. 66: 'Moving expenses';
- (v) s. 67: 'Disposing of vehicle';
- (vi) s. 68: 'Receipt for seized thing';
- (vii) s. 69: 'Keeping seized thing pending return or forfeiture';
- (viii) s. 70: 'Access to seized thing';
- (ix) s. 71: 'Return of seized thing and compensation';
- (x) s. 72: 'Forfeiture of seized thing by chief executive decision';
- (xi) s. 73: 'Court may order forfeiture of seized thing to the State'; and
- (xii) s. 74: 'How property may be dealt with'.

POLICY

When a member is planning, or is to act in the capacity of an authorised person, for a major event (see SMD), that member is to first establish which particular provisions of the *Major Events Act* will apply to that major event.

A range of offences are contained within the provisions of the *Major Events Act*. Members are to refer, as necessary, to the *Major Events Act*.

17.8 Landing of a suspect illegal entrant vessel on Australian Territory

The Service has entered into a memorandum of understanding (MOU) with a number of Commonwealth agencies that clearly identifies each agency's responsibilities with respect to a landing in Queensland of a person known or suspected to be an unlawful non-citizen from a suspect illegal entrant vessel (SIEV).

Generally, this MOU requires the Service, in circumstances where Commonwealth officers are unable to do so, to provide an initial response to a suspect illegal entrant vessel incident by containing the landing area and locating and detaining any known or suspect unlawful non-citizens until an Australian Border Force officer or an officer from another Commonwealth agency who has been authorised by the Department of Home Affairs assumes on-site responsibility for coordinating the response to the incident. In some cases, the Service may also be requested to implement a search and rescue operation with respect to the SIEV incident (see s. 17.5: 'Search and rescue' of this chapter and s. 11.15.4: 'Unlawful non-citizens' of this Manual).

Definitions

For the purpose of this section:

Detain

means to take into immigration detention, or keep, or cause to be kept, in immigration detention, and also includes taking such action and using such force as reasonably necessary to do so.

Landing

means to put or go ashore, or alight, from a vessel.

SIEV incident

means a landing in Queensland from a suspect illegal entrant vessel.

Suspect illegal entrant vessel (SIEV)

means a vessel from which it is suspected that a known or suspect unlawful non-citizen may effect or has effected a landing.

Vessel

includes an aircraft.

Lawful non-citizen

includes:

- (i) a non-citizen in the migration zone who holds a visa that is in effect; or
- (ii) an allowed inhabitant of the Protected Zone (Torres Strait Treaty area) who is in a protected area in connection with the performance of traditional activities (see s. 5: 'Interpretation' of the *Migration Act (Cwlth)* (MA(C))).

Migration zone

means the area consisting of the states, the territories, Australian resource installations and Australian sea installations and, to avoid doubt, includes:

- (a) land that is part of a state or territory at mean low water; and
- (b) sea within the limits of both a state or a territory and a port; and
- (c) piers, or similar structures, any part of which is connected to such land or to ground under such sea;

but does not include sea within the limits of a state or territory but not in a port (see s. 5 of the MA(C)).

Non-citizen

Means a person who is not an Australian citizen (see s. 5 of the MA(C)).

Officer

includes police officers of the Queensland Police Service (see s. 5 of the MA(C)).

Unlawful non-citizen

means a non-citizen in the migration zone who is not a lawful non-citizen (see s. 5 of the MA(C)).

Legislation

Section 189: 'Detention of unlawful non-citizens' of the MA(C) provides that:

'(1) If an officer knows or reasonably suspects that a person in the migration zone is an unlawful non-citizen, the officer must detain the person.'

- (2) If an officer reasonably suspects that a person in Australia but outside the migration zone:
- (a) is seeking to enter the migration zone; and
 - (b) would, if in the migration zone, be an unlawful non-citizen;
- the officer must detain the person.'

17.8.1 Notification responsibilities following a suspect illegal entrant vessel incident

An officer who becomes aware of a SIEV incident is to ensure the Duty Officer, Police Communication Centre (PCC), Brisbane, is notified as soon as practicable of:

- (i) any known details of the SIEV, including location and description; and
- (ii) where known, the:
 - (a) number;
 - (b) gender;
 - (c) age;
 - (d) state of health;
 - (e) language spoken by; and
 - (f) present location, if other than on a SIEV;

of any known or suspect unlawful non-citizens from a SIEV.

Upon receiving initial notification of a SIEV incident, the Duty Officer, PCC, Brisbane, is to advise the Australian Border Force Coastwatch operations desk (see SMCD) of the details of the incident and ascertain if assistance from the QPS is required by them for an initial response.

If assistance from the Service is required and requested, the Duty Officer, PCC, Brisbane, is to ensure the regional duty officer, patrol group inspector or district duty officer for the police region in which the SIEV incident has occurred is notified of the details of the incident and nature of the assistance requested by the Australian Border Force as soon as practicable.

An regional duty officer, patrol group inspector or district duty officer who receives advice of a request for assistance from Australian Border Force in responding to a SIEV incident is to, in addition to the relevant provisions of this Manual relating to incident management, implement a response to the incident in accordance with the provisions of this policy and any relevant regional instructions.

An regional duty officer, patrol group inspector or district duty officer who responds to a SIEV incident is to ensure that a notification task is sent as outlined in s. 1.4.6: 'Responsibilities of regional duty officer, district duty officer and shift supervisor' in subheading 'Significant events' of this Manual.

Responsibilities of first response officer

The first response officer to a SIEV incident is to:

- (i) ensure the Duty Officer, PCC, Brisbane is notified; and
- (ii) assume the role of the Police Forward Commander (PFC) until:
 - (a) relieved by a senior officer or an officer appointed to be the PFC for that incident; or
 - (b) an Australian Border Force officer or an officer from another Commonwealth agency who has been authorised by the Department of Home Affairs (DHA) assumes on-site responsibility for coordinating the response to the incident.

Responsibilities of police forward commander

The PFC at a SIEV incident is to, in addition to the requirements of s. 1.12.3: 'Police forward commander' of this Manual, and until an Australian Border Force officer or an officer from another Commonwealth agency who has been authorised by the DHA assumes on-site responsibility for coordinating the response to the incident, ensure:

- (i) the risks to the health and safety of Queensland police officers responding to the incident are identified and appropriate precautions, in addition to those outlined in this policy are, where necessary, implemented to minimise or remove those risks;
- (ii) any known or suspect unlawful non-citizens from the SIEV are detained;
- (iii) contact with known or suspect unlawful non-citizens by any person is kept to the minimum contact required to:
 - (a) detain those persons;
 - (b) establish any urgent medical or other needs of the known or suspect non-lawful citizens;

- (c) determine whether a search and rescue operation is necessary to locate missing persons from the SIEV;
- (d) in cases of deaths and fires establish any facts which may be relevant to a Coroner's inquiry; and
- (e) where lawfully permitted, conduct searches of persons and, where applicable, seize anything from them:
 - that may provide evidence of the commission of an offence; or
 - that they intend to use to cause harm to themselves or others;

(See Chapter 2, Part 2, Division 2: 'Search of persons without warrant' of the PPRA. Persons detained under the *Migration Act* (Cwlth) cannot be searched pursuant to the provisions of s. 269: 'Search of persons in custody' of the PPRA.)

(iv) any contact with known or suspect non-lawful citizens in addition to the circumstances outlined in paragraph (iii) above (e.g. interviewing a person about an offence) is first authorised by an Australian Border Force officer;

(v) wherever practicable, any known or suspect unlawful non-citizen is not photographed, videotaped, or voice recorded by any person who is not a Commonwealth or State employee involved in the response to the SIEV incident;

(vi) the SIEV, the SIEV incident site and any other area which may be connected with the SIEV incident that may reveal evidence relevant to the SIEV incident are treated as incident scenes and the relevant provisions of s. 2.4.6: 'Preservation of incident scenes' of this Manual are followed with respect to them;

(vii) wherever practicable, people found on the SIEV are prevented from interfering with or destroying potential evidence, including any documents and electronic equipment, on or from the SIEV;

(viii) unless otherwise absolutely necessary to comply with paragraphs (ii) or (vii) above, or to protect a person from illness or injury:

- (a) a SIEV is not boarded by Queensland police officers; and
- (b) no property is removed from a SIEV;

(ix) if Queensland police officers are required to board a SIEV – their exposure time on board the vessel is minimised;

(x) if it is deemed necessary to remove any property from a SIEV, wherever practicable, first obtain approval from an officer of the Australian Quarantine and Inspection Service (AQIS). Where this is not practicable, an AQIS officer should be notified as soon as practicable after the removal; and

(xi) all Queensland police officers and other persons acting under their direction who are involved with:

- (a) any physical contact with a known or suspect unlawful non-citizen;
- (b) handling any property; or
- (c) boarding any vessel;

associated with the SIEV incident comply with the relevant provisions of 'First Aid and Infection Control Policy' within the Safety and Wellbeing Policies webpage on the Service intranet.

After an Australian Border Force officer or an officer from another Commonwealth agency who has been authorised by the DHA assumes on-site responsibility for coordinating the response to the incident, the PFC is to ensure:

- (i) any persons detained by police are dealt with in accordance with s. 11.15.4: 'Unlawful non-citizens' of this Manual;
- (ii) the Australian Border Force officer and/or any relevant officers from other Commonwealth agencies are provided with a briefing of actions taken by Queensland police with respect to the incident;
- (iii) any reasonable request for additional assistance from the senior officer of a Commonwealth agency at the scene is considered and, where appropriate, met. This may include remaining at the scene to ensure a breach of the peace does not occur (see s. 13.4.10: 'Breaches of the peace' of this Manual); and
- (iv) any outstanding matters requiring further action by Queensland police with respect to the incident, such as gathering evidence with respect to a coronial inquiry or criminal investigation, are attended to.

17.8.2 Search and rescue operation

When a search or search and rescue operation is deemed necessary as a result of a SIEV incident, the relevant provisions of s. 17.5.3: 'Search and rescue procedure' of this Manual apply.

17.8.3 Release of information relating to a suspect illegal entrant vessel incident

The Department of Home Affairs (DHA) is responsible for coordinating all media releases relating to a SIEV incident.

Members should seek advice from the DHA before releasing any information relating to a SIEV incident to a member of the media.

Contact numbers

Officers in charge of police communication centres are to ensure that telephone contact numbers for the nearest offices of the DHA and Australian Quarantine and Inspection Service are kept at their communication centre.

17.9 Biosecurity Act 2015 (Commonwealth)

There are a number of Queensland acts which deal with quarantine related matters, such as:

- (i) *Biosecurity Act*;
- (ii) *Public Safety Preservation Act*; and
- (iii) *Public Health Act*.

The *Biosecurity Act* (Cwlth) generally deals with biosecurity matters relating to vessels (including aircraft), persons and goods entering and leaving Australia.

It is envisaged that the power to appoint police officers as biosecurity or biosecurity enforcement officers will not be exercised often.

Officers appointed as biosecurity or biosecurity enforcement officers under ss. 545: 'Authorisation by Director of Biosecurity of persons as biosecurity officers' and 548: 'Authorisation by Director of Human Biosecurity of persons as biosecurity enforcement officers' of the *Biosecurity Act* (Cwlth) are to comply with s. 13.3: 'Public officials' of this Manual, in particular s. 13.3.1: 'Provisions about appointments', and obtain appropriate authorisation from their assistant commissioner prior to discharging any powers or responsibilities under the Act.

In the event of exercising powers or functions under the *Biosecurity Act* (Cwlth):

- (i) OICs of regions and commands are to:
 - (a) consult with other relevant agencies to determine:
 - the risk to members; and
 - appropriate protective and decontamination measures required;
 - (b) ensure appropriate personal protective equipment is obtained and deployed as considered necessary; and
 - (c) issue instructions to officers under their control on the use of protective equipment and decontamination measures required; and
- (ii) officers are to ensure that they:
 - (a) comply with 'First Aid and Infection Control Policy' within the Safety and Wellbeing Policies webpage on the Service Intranet; and
 - (b) use available protective equipment and decontamination measures as provided and instructed.

17.10 Specialist Response Group (SRG)

Purpose of SRG

The Australia New Zealand Framework: Policing High Risk Situations provides guidance for first responders and specialist policing capabilities and supports their response to, and management of, high risk situations with a view to keeping the community, police, offenders and property safe.

Australia New Zealand Policing Advisory Agency (ANZPAA) in consultation with the Australia New Zealand Counter Terrorism Committee (ANZCTC) have developed the Framework.

The Specialist Response Group (SRG), Operations Support Command (OSC), is headquartered in Oxley, Brisbane and its purpose is to enhance frontline police responses with timely, effective and innovative specialist police capabilities to high risk and public order incidents.

This purpose is achieved by:

- (i) promoting consistency in the understanding of response strategies applicable to high risk situations;
- (ii) flexibility in responding to the evolving operational security environment through common principles for policing high risk situations;

(iii) giving confidence to district officers that there is a common approach and commitment to preparing, managing and recovering from high risk situations; and

(iv) providing a landscape of resources and training materials within which high risk policing is communicated and managed.

Functions of SRG

SRG undertakes the following functions:

(i) deploying to support regions and commands with incidents that exceed normal policing capabilities;

(ii) providing advice and support for planned and unplanned high risk and public order incidents;

(iii) specialist capability training for regional (part-time) EORT technicians, bomb search, negotiators and crowd management; and

(iv) engagement and interoperability with state and commonwealth agencies to ensure consistency in training and research in specialist capabilities i.e. ANZCTC, ADF, AFP and state policing jurisdictions.

SRG roles, capability and training are outlined on the Specialist Response Group webpage of the Service Intranet. The SRG consists of:

(i) Explosive Ordnance Response Team—that:

(a) has Brisbane based full-time police bomb technicians and firearms and explosives detection dogs (FEDD) teams that deploy regionally for roles and functions as outlined on the unit's webpage on the Service Intranet (see also s. 17.3.8: 'Suspect devices, bomb threats and bomb hoaxes' of this chapter);

(b) supports part-time regional police bomb technicians in Far Northern, Northern and Central Regions; and

(c) trains police to maintain a bomb search capability for regional basic bomb search tasks;

(ii) Negotiators—that:

(a) assist in the peaceful resolution of high-risk situations i.e. sieges and armed offenders; incidents of suicide and crisis intervention; and protest activities;

(b) have accredited negotiators and a district negotiator supervisor in each district, which are Regional resources used at the discretion of the relevant district officer; and

(c) have a State Negotiator Coordinator and training team situated at SRG, Oxley;

(iii) Public Safety Response Team—has Brisbane based officers that:

(a) are equipped and trained to respond regionally in the interest of public safety to:

- public order (protest) activities;
- instances of confrontation and violence; and
- other specialist duties which exceed normal policing responses; and

(b) have a mobile response capability (MRC) in SEQ which provides initial specialist support to frontline policing incidents. Some examples include:

- public order incidents;
- assistance with cordons i.e. to support Negotiators;
- response to high risk incidents; natural disasters; and
- planned and unplanned mass gathering events; and

(iv) Special Emergency Response Team—that:

(a) provides the Service with response strategies to high risk situations, terrorist incidents and specialist skills to support public safety operations; and

(b) has officers in Brisbane and Cairns responding to locations throughout Queensland;

SRG requests for assistance

Each week a 'Duty Executive On-Call' list is produced and circulated to all district officers. This list contains the on-call contact details for all the SRG units. The first point of contact for urgent SRG assistance or advice is the on-call SRG Inspector.

It should be noted that regional response times for the Brisbane and Cairns based SRG units depends on the availability of Service aircraft and/or commercial flights. Where road travel is required, normal travelling times will apply.

Cost recovery

In the normal course of events, OSC is responsible for all costs associated with the call out of SRG units including where officers are required to return to a region to attend court, however:

- (i) the costs associated with part time regional bomb technicians and negotiators are a regional responsibility; unless;
- (ii) circumstances exist where there is prior consultation between the requesting area and SRG.

17.10.1 Explosive Ordnance Response Team (EORT)

The role and functions of EORT are outlined on the unit's webpage on the Service Intranet.

Officers are to request EORT attendance at incidents involving:

- (i) improvised explosive devices (IEDs), booby traps and explosions;
- (ii) an act of terrorism (see s. 17.3.26: 'Terrorist Emergency' of this chapter);
- (iii) chemical, biological and radiological devices (see s. 17.3.18: 'Chemical, biological or radiological incidents' of this chapter);
- (iv) homemade explosives (HME).

Additionally, EORT can provide support to searches and search warrants for any of the above. Firearms and explosive detection dog (FEDD) teams can also search for firearms, ammunition, unburnt explosive and pyrotechnic powders.

Regional part-time bomb response capability

Part-time police bomb technicians (PBTs) are located in Far Northern, Northern and Central regions, operating in a partnership model with Operations Support Command (OSC). Part-time PBTs are trained and equipped to respond to the majority of calls for service. Regional PBTs advise the OIC EORT when their technical threshold is reached and request the deployment of EORT to reinforce them.

Part-time PBTs are required to complete annual re-qualification and regular equipment maintenance and continuation training.

Searching

The Service maintains search capabilities that are deployed corresponding to the assessed risk and categorised as:

- (i) **high risk bomb search**, that is typically conducted when there is a specific credible threat and a high probability that an IED exists. PBTs and FEDD teams are trained to conduct high risk bomb search using a variety of PPE and techniques. If a high-risk search is required, the OIC EORT should be consulted in the first instance;
- (ii) **basic bomb search**, that remains a district or region task responsibility. EORT delivers training to officers state-wide to safely and effectively conduct basic bomb search tasks. Training requests are coordinated via respective DETOs (or regional EORT coordinators) to ensure sufficient numbers of trained staff are maintained within each district or region to address expected calls for service. For significant events, EORT can be requested to provide a search coordinator; and,
- (iii) **FEDD team search**, that are not designed to replace regional resources, but to reinforce and augment them. For example, in the event of multiple venues or large venues requiring basic bomb search, districts and regions can request FEDD teams to assist their regional basic bomb search personnel. Additionally, FEDD can assist at searches and search warrants prior to manual searching being undertaken by investigators.

Response to military and commercial explosives

The Australian Defence Force's (ADF) Joint Explosive Ordnance Support (JEOS) provides military support to the Service in:

- (i) emergency situations where there is an immediate threat to life or property; and
- (ii) incidents involving military ordnance.

The Explosives Inspectorate, Resources Safety and Health Queensland, will provide support to the Service in instances involving commercial explosives (including fireworks, civilian flares and civilian ammunition).

Attendance of or call out procedure for EORT

Where an officer considers the services of EORT may be required for a planned operation, they should seek the approval from their supervising commissioned officer and complete a Deployment Request and Tasking System (DRATS) request.

EORT can provide short notice search assistance for firearm related incidents through the Duty Officer, Brisbane Police Communications Centre (DO, BPCC) or by contacting EORT. This service is generally limited to Brisbane Region and nearby districts.

Requests concerning explosives or suspect devices found anywhere in the State are to be directed to the DO, BPCC.

In cases involving military ordnance, the DO, PCC is to arrange for attendance by JEOS, ADF.

In cases involving commercial explosives, the DO, BPCC is to arrange for attendance by the Explosives Inspectorate, Resources Safety and Health Queensland.

If there is uncertainty around the identification of ordnance, officers are encouraged to contact the Senior EORT Technician – as outlined on the unit's webpage on the Service Intranet.

Command, control and coordination of EORT activities

When EORT are deployed to the scene of an incident, the police forward commander (PFC), RDO or DDO will remain in overall command and control of the incident.

The Superintendent, SRG manages the explosive response capability on behalf of the Assistant Commissioner, OSC as the capability owner and technical authority regarding strategy, policy, outcomes and management of the capability.

The OIC EORT is the designated state-wide EORT coordinator and is responsible for:

- (i) the coordination of operational deployments of bomb technicians and FEDD teams;
- (ii) equipment procurement and maintenance regimes;
- (iii) delivery of initial and re-certification training courses; and
- (iv) setting continuation training requirements.

17.10.2 Negotiators

Police forward commanders (PFC) are to request the attendance of negotiators at any:

- (i) high risk situation where negotiation can be used to peacefully resolve the situation; or
- (ii) any situation where:
 - (a) a person is threatening to, or it is suspected that a person may, attempt suicide or other forms of self-harm; or
 - (b) it is believed that a negotiator will be of assistance to officers in their performance of their duty, e.g. warrant executions, demonstrations, extortion and kidnapping offences.

Preferably, a team of four negotiators will attend an incident situation. Where four negotiators are not available or are, in the opinion of the relevant negotiator supervisor or State Negotiator Coordinator (SNC), not required, functions may be combined and performed by a minimum of two negotiators. However, when negotiators and Special Emergency Response teams are deployed to an incident, except for situations involving the execution of warrants, a negotiator is to be included in the negotiation team to undertake liaison duties as directed by the team leader.

Attendance or call out procedure for negotiators

District officers are to ensure that district instructions for the call out and deployment of negotiators are developed and maintained in their district.

A PFC who requires a negotiator should make the request in accordance with the relevant district instruction.

Officers authorising the deployment of negotiators should advise, or arrange for advice to be given to:

- (i) the relevant district negotiator supervisor; or
- (ii) where it is identified as, or suspected to be terrorism, the SNC,

of the requirement to deploy negotiators and the circumstances.

Upon notification that deployment of negotiators has been requested and authorised, district negotiator supervisors or the SNC, as appropriate, are to:

- (i) determine the composition of the negotiation team to be deployed;
- (ii) ensure that the negotiation team is deployed;
- (iii) re-assess the level of negotiation team response as required and increase or reduce the negotiation team

accordingly; and

- (iv) make arrangements for the attendance of other required persons (e.g. a psychiatrist or an interpreter) or equipment to assist the negotiation team.

Command, control and coordination of negotiators

When deployed, the negotiation team is responsible to, and under the command and control of the PFC.

If an inner cordon has been established and command and control of the inner cordon has been handed to the SRG Inspector (SERT Commander), the negotiators will report to the SRG Inspector and their activities coordinated through the SERT tactical command post (TCP).

The Superintendent, SRG, manages the negotiator capability on behalf of Assistant Commissioner, OSC as the capability owner and technical authority regarding strategy, policy, outcomes and management of the capability. The SNC is the designated state-wide negotiator coordinator and is responsible for:

- (i) the coordination of operational deployments of staff;
- (ii) equipment procurement and maintenance regimes;
- (iii) delivery of initial and re-certification training courses; and
- (iv) setting continuation training requirements.

Selection and training of negotiators

Officers who successfully complete a negotiator's course may be appointed as negotiators on probation for a period of 12 months. Every negotiator is required to attend annual regional block training.

17.10.3 Public Safety Response Team (PSRT)

PSRT is a specialist unit that provides a public order and limited critical incident response capabilities to support frontline service delivery as described in 'Functions of SRG' of s. 17.10: 'Specialist Response Group (SRG)' of this chapter and on the PSRT unit's webpage on the Service intranet.

Attendance or call out procedure for PSRT

Police officers who have determined that they require PSRT specialist unit assistance in the delivery of frontline services are to:

- (i) seek approval from their supervising commissioned officer; and
- (ii) complete a SRG Online Deployment Approval System (SODAS) notification.

Police officers who have determined that they require urgent PSRT specialist unit assistance can:

- (i) contact the PSRT shift supervisor; or
- (ii) contact the on-call senior PSRT officer.

A PSRT rapid response to evolving incidents is generally limited to southeast Queensland.

Command, control and coordination of PSRT

When PSRT are deployed to the scene of an incident, the police forward commander (PFC), RDO or DDO will remain in overall command and control. An on-call senior PSRT officer is available to deploy to unplanned events to provide liaison duties and advice to the PFC, i.e. protests and high-risk incidents.

The Superintendent, SRG manages the PSRT capability on behalf of the Assistant Commissioner, OSC as the capability owner and technical authority regarding strategy, policy, outcomes and management of the capability. The OIC PSRT is the designated state-wide PSRT coordinator and is responsible for:

- (i) the coordination of operational deployments of staff;
- (ii) equipment procurement and maintenance regimes;
- (iii) delivery of initial and re-certification training courses; and
- (iv) setting continuation training requirements.

PSRT coordinates and delivers crowd management training to teams of public order reserve staff in SEQ and Townsville. These officers are required to complete annual re-qualification and continuation training.

17.10.4 Special Emergency Response Team (SERT)

SERT provide specialist police capability to resolve high-risk incidents which exceed normal police capabilities. SERT can be deployed or activated to incidents as determined by a deputy commissioner or Superintendent (Operations Commander), Specialist Response Group (SRG).

Relevant activities include:

- (i) activation for a support task requiring specialist planning or skills to support an investigation, operation or activity. Examples could include:
 - (a) the covert gathering of intelligence which may include the reconnaissance of suspect premises or properties;
 - (b) rural surveillance;

- (c) the detention of protestors or recovery of persons using roping skills;
 - (d) high-risk escorts of weapons, cash, drug exhibits, or prisoners;
 - (e) support to officers to execute search warrants which are not classified as high risk but require specialist skills;
 - (f) activities considered necessary for public safety; or
 - (g) mass gathering events that have an identified threat classification; and
- (ii) deployment to a high risk or terrorist situation to disrupt, contain, manage, and resolve a situation.

The following table identifies the deployment or activation authority for SERT.

SERT response strategy	Delegated authority	Alternate authority
Deliberate action (DA)	Deputy Commissioner (DC)	Assistant Commissioner, Operations Support Command (ACOSC)
Arrest or detention tactics including; <ul style="list-style-type: none"> • foot interceptions • vehicle interceptions • contain and call 	Superintendent, SRG	ACOSC
Siege management or safe negotiation platform	Superintendent, SRG	ACOSC
Operational support task	Superintendent, SRG	ACOSC
SPOC activation – all SERT activities including deliberate action	DC(SO) or Assistant Commissioner (SPOC), commander as delegated by a DC.	DC

In the event of a DC activating the State Police Operations Centre (SPOC), the delegated SPOC Commander has the authority to deploy SERT in any capacity including DA responses, subject to any conditions as directed by the DC.

To ensure an appropriate response is provided to high-risk incidents, an alternate authority can approve SERT deployment if the delegate cannot be contacted.

The Superintendent, SRG will brief the on-call duty executive and the Assistant Commissioner, OSC on any SERT deployments of interest or concern.

Attendance or call out procedure for SERT

Where SERT may be required for **urgent** operations, officers will contact the on-call SRG Inspector.

Where an officer considers the services of SERT may be required for a non-urgent operation, the officer will seek approval from their supervising commissioned officer. If approved, the commissioned officer is to ensure (in the order listed):

- (i) a SODAS request is completed (available on the Service Intranet);
- (ii) the district officer of the relevant district is advised of the intended request; and
- (iii) the on-call SRG Inspector is to be advised of the request.

Requesting officers are advised that they can consult the on-call SRG Inspector in Brisbane or Cairns to discuss the requests for support or to seek advice.

Command, control and coordination of SERT

When SERT has been activated or deployed, the Superintendent, SRG, is to monitor the task or incident and ensure Situation Reports (SITREPs) are provided to the relevant deputy commissioner or the Assistant Commissioner, OSC.

When SERT is deployed to the scene of any incident, the police forward commander (PFC) will remain in overall control of the incident.

Command and control of the inner cordon will be formally handed over to the SRG Inspector (SERT Commander) when SERT has established an inner cordon and has containment of the incident. The SRG Inspector exercises command over resources operating within the inner cordon and control in line with the agreements made with the PFC at handover. Any changes to these agreements require further consultation (i.e. changes to emergency action triggers and the like).

The PFC also retains the authority to withdraw a request for SERT assistance and to receive handback of the inner cordon.

The formal process of handover is as follows:

- (i) the SRG Inspector (SERT Commander) and the PFC should mutually agree to a time for the handover;
- (ii) the SRG Inspector (SERT Commander) will note this in the SERT Job Log (iSurv);
- (iii) upon handover, the SRG Inspector (SERT Commander) assumes command and control and responsibility for the inner cordon, including command of all resources deployed to inner cordon activities; and
- (iv) the PFC retains control of the overall incident and command of resources, actions and activities external to the inner cordon.

The SRG Inspector (SERT Commander) will hand back command and control of the inner cordon to the PFC when:

- (i) the incident has been resolved; or
- (ii) the deployment of SERT has been withdrawn.

The formal process of handback is as follows:

- (i) the SRG Inspector (SERT Commander) and the PFC should mutually agree to a time of handback;
- (ii) the SRG Inspector (SERT Commander) will note this in the SERT Job Log (iSurv).

The Superintendent, SRG manages SERT (Police Tactical Group) capability on behalf of Assistant Commissioner, OSC as the capability owner and technical authority regarding strategy, policy, outcomes and management of the capability. The Superintendent, SRG is also the designated state-wide SERT (Police Tactical Group) coordinator and is responsible for:

- (i) the coordination of operational deployments of staff;
- (ii) equipment procurement and maintenance regimes;
- (iii) delivery of initial and re-certification training courses; and
- (iv) setting continuation training requirements.

Appendix 17.1 Evacuation plan aide memoire



Evacuation Plan Aide Memoire

District Disaster Management Group

INFORMATION

Name: _____
Event: _____

Date: _____
Information: _____

<p><input type="checkbox"/> Authority to Evacuate.</p> <p>– Links.</p>	<ul style="list-style-type: none"> • Voluntary Evacuation <ul style="list-style-type: none"> ➤ Individuals encouraged ➤ May be implemented by Local Disaster Management Group in consultation with District Disaster Coordinator • Directed Evacuation <ul style="list-style-type: none"> ➤ Authorised by District Disaster Coordinator in consultation with Local Disaster Coordinator ➤ A declaration of a disaster/emergency 	<p>NOTES: DECLARATION Type: See OPM Appendix 17.11</p> <p><input type="checkbox"/> Disaster Situation (DS)</p> <p><input type="checkbox"/> Emergency Situation (ES)</p> <p><input type="checkbox"/> Chemical, Biological, radiological Emergency (CBRE)</p> <p><input type="checkbox"/> Terrorist Emergency (TE)</p> <p>Declared by:</p>
<p><input type="checkbox"/> Consider factors and risks.</p>	<ul style="list-style-type: none"> • Size/Severity of event • Weather conditions • Impact area • Population of exposed persons • Current/predicted road conditions • Capacity & availability of evacuation routes • Available resources • Option to use 'Shelter in Place' • Estimated Time Frames: <ul style="list-style-type: none"> ➤ Arrival time of event ➤ Time of day ➤ Time required to evacuate ➤ Time to establish support <ul style="list-style-type: none"> • Public Inquiry Centre • Assembly Area 	<p>NOTES:</p>
<p><input type="checkbox"/> Establish Assembly Area for evacuees.</p>	<ul style="list-style-type: none"> • Place of Safety • Concentrate evacuees before movement to an evacuation centre 	
<p><input type="checkbox"/> Establish Evacuation Centre(s).</p>	<ul style="list-style-type: none"> • Sunshine Coast Council Link • Noosa Council Link 	<p>disaster.sunshinecoast.qld.gov.au</p> <p>www.noosa.qld.gov.au</p>
<p><input type="checkbox"/> Establish Registration Centre and Registration Process.</p>	<ul style="list-style-type: none"> • Recording personal particulars of evacuees at the Evacuation Centre(s) • Prepare - Utilise Red Cross Registration form 	
<p><input type="checkbox"/> Establish Public Inquiry Centre.</p>	<ul style="list-style-type: none"> • Established to deal with inquiries as to whereabouts of registered evacuees, possible missing persons and casualties • Local or State Inquiry Centre - Link 	<p>NOTES:</p> <p>Contact is to be made with Duty Officer PCC, to determine establishment of local or State Public Inquiry Centre and to determine if matter is of national significance and National Registration and Inquiry System (NRIS) is to be activated</p>

STAGE TWO – WARNING – An evacuation warning is a message that informs and enables individuals and communities to take appropriate action in response to an impending hazard

<p><input type="checkbox"/> Develop Warning Message.</p>	<ul style="list-style-type: none"> • Prepared in conjunction with the responsible agency • Be clear, concise and unambiguous • Issued by a credible and recognised authority • Provide a confirmation contact/feedback mechanism • Be disseminated in a regular and timely manner • Consist of appropriate and accurate information • Provide a level of certainty • Schedule times for warning dissemination 	<p>NOTES:</p> <p>Suggested details to incorporate:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Issuing authority <input type="checkbox"/> Date/Time of issue <input type="checkbox"/> Description of threat and consequences <input type="checkbox"/> Details of areas to be affected <input type="checkbox"/> Advice / Clear guidance on actions to be taken <input type="checkbox"/> Nominate the time for issues
<p><input type="checkbox"/> Ensure frequent public messages are broadcasted or delivered to or in the area.</p>	<ul style="list-style-type: none"> • Consider dissemination of effective standard messages in a variety of ways: <ul style="list-style-type: none"> > Emergency alert messages automatically sent to landlines and mobile phones > Media releases to local radio and TV > Social Media systems messages > Local telephone / fax > Door knocking 	<p>NOTES:</p>
<p><input type="checkbox"/> Ensure public are advised of any necessary protective or safety measures.</p>	<ul style="list-style-type: none"> • Specific and clear instructions provided • Consider: <ul style="list-style-type: none"> > Remain indoors or move to an assembly area for evacuation > Evacuation routes and locations of assembly areas > Relevant timings > Method of evacuation (own transport / or 	
<p><input type="checkbox"/> Consider allowances and advanced warnings for persons with vulnerability, disability or cultural needs.</p>	<ul style="list-style-type: none"> • Health related – hospitals, nursing homes, mental health centres, retirement villages. • Educational – day care centres, preschools, primary, secondary, special schools, tertiary. • Vulnerability, disability or cultural needs – Non-English-speaking background, mentally impaired persons, disabled persons, elderly. • Prisons • Commercial, industrial, entertainment premises • Other 	
<p><input type="checkbox"/> Ensure affected areas are cordoned off.</p>	<ul style="list-style-type: none"> • Public should be prevented from entering / returning 	
<p><input type="checkbox"/> Commence planning in conjunction with other agencies.</p>	<ul style="list-style-type: none"> • Evacuation routes and traffic control • Transport methods for evacuees • Nominate / set up assembly areas • Nominate / set up evacuation centres • Recruit services / resources from support service groups (SES, Red Cross etc.) to assist with evacuation/registration of evacuees if required. • Utilisation of Search and Rescue (SAR) if required 	<p>See contact list.</p>
<p><input type="checkbox"/> Ensure public are advised of any necessary protective or safety measures.</p>	<ul style="list-style-type: none"> • Remain indoors / move to Assembly area • Asbestos • Chemical, biological, radiological indicators 	

STAGE THREE – WITHDRAWAL – the physical and coordinated movement of exposed persons to safer locations in a timely manner, ensuring reduced public anxiety and traffic congestion

<p>[] Determine evacuation priorities.</p>	<ul style="list-style-type: none"> • Urgency of situation • Persons / Groups most at risk • Availability of resources • SAR • Other 	<p>NOTES</p>
<p>[] Move evacuees to the assembly area.</p>	<ul style="list-style-type: none"> • To do prior to movement to evacuation centres(s) 	
<p>[] Move / transport all evacuees to the evacuation centre(s).</p>	<ul style="list-style-type: none"> • Consider most appropriate mode of transport: <ul style="list-style-type: none"> ➢ Bus ➢ Self-evacuate ➢ Rail 	<p>See contact list</p>
<p>[] Arrange security for evacuated area (where possible).</p>	<ul style="list-style-type: none"> • Prevent persons returning prior to ensuring evacuated area is safe • Protect property that has been abandoned during evacuation. 	
<p>[] Ensure traffic control is conducted on evacuation routes.</p>	<ul style="list-style-type: none"> • Consider most appropriate control method: <ul style="list-style-type: none"> ➢ Police / Highway Patrol ➢ TMR ➢ Council 	
<p>[] Ensure public order is maintained.</p>	<ul style="list-style-type: none"> • 	
<p>[] Obtain details of any person(s) who refuse to evacuate.</p>	<ul style="list-style-type: none"> • The need to evacuate should be reinforced by a police officer. • Name, address and NOK details required. • Occupant required to sign the refusal to evacuate sheet • Upon return to PFC, provide details for further assessment and mapping • Evacuation teams are to concentrate efforts and time on assisting those residents who are cooperating with the Directed Evacuation processes. 	
<p>[] Provide constant and regular SITREPS</p>	<p>The following SITREP format should be adapted to suit the particular incident:</p> <ul style="list-style-type: none"> • Situation – <ul style="list-style-type: none"> ➢ concise summary of what has happened / occurring and what control measures have been put in place ➢ identify extent of incident scene – extent of destruction / number of victims / offenders etc. • Other considerations – <ul style="list-style-type: none"> ➢ Location of officers at scene and allocated tasks ➢ Activities being undertaken or results of activities undertaken by Service members or other emergency services ➢ Potential for incident to escalate ➢ Need for further resources 	<p>Refer OPM Section 2.4.8 Communication Section 1.18.1 Significant Event Messaging System</p>

STAGE FOUR – SHELTER – the provision of refuge to evacuees within a nominated evacuation facility and/or safer location

<p><input type="checkbox"/> Address immediate needs of evacuees.</p>	<ul style="list-style-type: none"> Information / status of emergency Temporary accommodation Medical treatment Distribution of food, clothing, bedding etc. Other 	<p>NOTES</p>
<p><input type="checkbox"/> Implement registration process.</p>	<ul style="list-style-type: none"> Ensure personal particulars of evacuees are recorded on QP 0526 'Evacuation Registration Form' (Available on Forms Select) Register. Find. Reunite (RFR) input via Comms/ Policelink Consideration of process for identifying and managing Reportable Offenders (CPOR). 	
<p><input type="checkbox"/> Implement Inquiry Centre.</p>	<ul style="list-style-type: none"> If Local Inquiry Centre established – record relevant information on QPRIME in the 'Evacuation Index' If State Inquiry Centre established – fax completed forms to Policelink Assist and coordinate dissemination of information to wider community about evacuees that are registered through the established Inquiry Centre 	
<p><input type="checkbox"/> Assess any secondary needs of evacuees</p>	<ul style="list-style-type: none"> In conjunction with other agencies Where, practicable, make adequate arrangements to meet those needs. 	

<p><input type="checkbox"/> Assessment for safe return.</p>	<ul style="list-style-type: none"> Threat has passed Health, including secondary threats – insect infestations, contaminated water Building safety Utilities operations – electricity, water, gas, etc. Police needs – open investigations, coroner's needs, etc. Road and transport Commercial food supplies Security Support services Other 	<p>NOTES</p>
<p><input type="checkbox"/> Assessment considerations.</p>	<p>Return process may include:</p> <ul style="list-style-type: none"> Return to the area by emergency services and work teams only Partial return to only some areas of the evacuated area Temporary return during daylight hours only Other 	
<p><input type="checkbox"/> Develop a system for the safe and effective return of evacuees to the evacuated area</p>	<p>Consider:</p> <ul style="list-style-type: none"> Traffic routes Contra Flow Staggered return 	
<p><input type="checkbox"/> Where return is not immediately possible, consider utilisation of recovery services.</p>	<ul style="list-style-type: none"> To facilitate short term and longer term temporary accommodation solutions for displaced community members Council recovery arrangements 	

Useful Resources and Links

Legislation	<ul style="list-style-type: none"> • OPM – Section 17.4 – Evacuation • Disaster Management Act • Disaster Management Guidelines • Public Safety Preservation Act 	<ul style="list-style-type: none"> • OPM • Disaster Mgt Act • Disaster Guidelines • Public Safety Preservation Act
Forms	<ul style="list-style-type: none"> • Declaration and allocation of powers to groups and individuals • Evacuation Centre Registration Form QP 0526 	<ul style="list-style-type: none"> • Disaster Management Toolkit • Forms Select
[] Evacuation Centre Locations	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> <input type="checkbox"/> SCC Evacuation Centres <input type="checkbox"/> Noosa Evacuation Centres
Resources	<ul style="list-style-type: none"> • Queensland Evacuation Centre Management Handbook 	<ul style="list-style-type: none"> • Handbook

Appendix 17.2 Deleted

Appendix 17.3 Deleted

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Appendix 17.4 Hazchem Aid Interpretation

(s. 17.3.13)

Introduction

The Hazchem Emergency Action Code consists of a numeral followed by one or more letters, some of which may be characterised by being displayed on a dark rectangle to indicate a special application for equipment.

Interpretation

(i) The numeral indicates the equipment suitable for firefighting and, where appropriate, for dispersing spillage as follows:

'1' – Water jets

'2' – Water fog (if unavailable fine water spray may be used)

'3' – Foam '4' – Dry agent (for substances where contact with water is hazardous)

(ii) The first letter indicates as follows:

Letter	Danger of violent reaction or explosion	Protective clothing and breathing apparatus	Appropriate measures
P	Yes	FULL protective clothing	Dilute
R	No	FULL protective clothing	Dilute
S	Yes	BA Breathing apparatus	Dilute
S	Yes	BA Breathing apparatus (fire only)	Dilute
T	No	BA Breathing apparatus	Dilute
T	No	BA Breathing apparatus (fire only)	Dilute
W	Yes	FULL protective clothing	Contain
X	No	FULL protective clothing	Contain
Y	Yes	BA Breathing apparatus	Contain
Y	Yes	BA Breathing apparatus (fire only)	Contain
Z	No	BA Breathing apparatus	Contain
Z	No	BA Breathing apparatus (fire only)	Contain

Note:

(a) full protective clothing includes breathing apparatus;

(b) where breathing apparatus is indicated protective gloves shall be worn;

(c) 'Dilute' indicates the substance may be diluted with large quantities of water. Whereas 'Dilute' originally allowed the diluted substance to be washed away this is no longer accepted practice for environmental reasons. Wherever practicable, diluted substances should be contained and prevented from entering drains and water courses;

(d) 'Contain' indicates the need to prevent any spillage from entering drains or water courses.

(iii) The letter 'E' is added when evacuation of the people from the neighbourhood of an incident should be considered by the emergency service. Actual evacuation is not automatic due to the presence of an 'E' in the Hazchem code and is a matter for decision after taking into account all relevant factors.

Appendix 17.5 Top Priority Urgent Safety Message

(s. 17.6.2)

This is a request to broadcast the Standard Emergency Warning Signal (SEWS) and following warning message.

TEXT OF MESSAGE

Emergency Announcement

This is an official emergency announcement for ...(insert appropriate area)... issued by ...(insert appropriate authority)... concerning ...(insert type of emergency)

Explain:

What has happened.

Where it has happened.

When it happened.

What has been done to date.

What is proposed to be done.

Any public safety instructions/ messages/directions.

This emergency announcement was issued ...(insert authorised officer name and location) Stay tuned to this station for further information.

Please broadcast this message every minutes from(time)..... on(date).....

The localities affected by distribution of the message are:

.....
.....
.....

This message is authorised by (Signature).....

(Name)

(Print)

(Rank).....

(Phone/facsimile)

(Time).....

(Date).....

Appendix 17.6 Chemical, biological or radiological threat evaluation guide

(s. 17.3.18)

**Withdrawn from public release.
Any inquiries to be referred to the Inspector, Operational Policy and Improvement.**

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Appendix 17.7 Chemical, biological or radiological indicators

(s. 17.3.18)

The presence of one or more of the following indicators may suggest the presence of a CBR agent:

CHEMICAL AGENT INDICATORS

1. Unusual dead or dying animals

- absence of insects/wildlife

2. Unexplained human casualties

- multiple victims, serious illness, nausea
- persons suffering from disorientation, difficulty breathing and/or convulsions
- definite casualty patterns

3. Unusual liquid, spray, vapour or odour

- droplets, oily film, unexplained odour
- low-lying clouds/fog unrelated to weather

4. Suspicious devices/packages

- unusual metal debris
- abandoned aerosol or spraying devices
- unexplained munitions
- leaking packages

BIOLOGICAL AGENT INDICATORS

1. Unusual dead or dying animals

- dead or sick animals on land and in creeks, rivers, coastal foreshores etc

2. Unexplained human casualties

- multiple victims
- unusual illness for region/area
- definite pattern inconsistent with natural occurring disease

3. Suspicious devices/packages

- abandoned atomising, aerosol or other spraying devices

4. Unusual swarms of insects

Appendix 17.8 Powers of Responders under their Legislation (generally)

(ss. 17.3.1 and 17.3.3)

**Withdrawn from public release.
Any inquiries to be referred to the Inspector Operational Policy and Improvement.**

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Appendix 17.9 Powers of responders under Public Safety Preservation Act 1986 (generally)

(ss. 17.3.1, 17.3.3 and 18.9)

**Withdrawn from public release.
Any inquiries to be referred to the Inspector, Operational Policy and Improvement Unit.**

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Appendix 17.10 Abbreviations used in this chapter

ADF	Australian Defence Force	HAZCHEM	Hazardous Chemical
AFP	Australian Federal Police	HAZMAT	Hazardous Material
AQIS	Australian Quarantine and Inspection Service	IGA	Inter-Government Agreement
ASARMC	Assistant SAR Mission Controller	IGEM	Inspector-General of Emergency Management
ASDEST	Australian Space Debris Emergency Search Team	IMT	Incident Management Team
ATSB	Australian Transport Safety Bureau	LANSAR	Land Search and Rescue
AUSCONPLAN-SPRED	Australian Contingency Plan for Space Re-entry Debris	LPG	Liquefied Petroleum Gas
AusSAR	Australian Search and Rescue	LDCC	Local Disease Control Centre
CBR	Chemical, Biological and Radiological	LDMG (local group)	Local Disaster Management Group
CBRE	Chemical, Biological and Radiological Emergencies	MARSAR	Marine Search and Rescue
CCG	Central Control Group	MEDEVAC	Medical Evacuation
CTLO	Counter Terrorism Liaison Officers	MOU	Memorandum of Understanding
DACC	Defence Force Assistance to the Civil Community	NCT	National Counter Terrorism
DAF	Department of Agriculture and Fisheries	NCTP	National Counter Terrorism Plan
DDC	District Disaster Coordinator	OCV	Operational Command Vehicle
DDCC	District Disaster Coordination Centre	PC	Police Commander
DDMG (district group)	District Disaster Management Group	PCC	Police Communications Centre
DDO	District Duty Officer	PDO	Preventative Detention Order
DHA	Department of Home Affairs	PFC	Police Forward Commander
DMA	Disaster Management Act	PFCP	Police Forward Command Post
DPP	Director Public Prosecutions	POC	Police Operations Centre
DS	Disaster Situation	PPRA	Police Powers and Responsibilities Act
DVI	Disaster Victim Identification	PSPA	Public Safety Preservation Act
DVIS	Disaster Victim Identification Squad	PSRT	Public Safety Response Team
EMA	Emergency Management Australia	PMV	Politically Motivated Violence
EORT	Explosive Ordnance Response Team	QAS	Queensland Ambulance Service
ES	Emergency Situation	QDMC (State group)	Queensland Disaster Management Committee
EXCOM	Extended Communications Search	QFD	Queensland Fire Department
FCU	Forensic Crash Unit	QPS	Queensland Police Service
FSC	Field Search Coordinator	QR	Queensland Rail
		RAA	Recreational Aviation Australia
		RAAF	Royal Australian Air Force

RACE	Response Advice Chemical Emergencies	SDCC	State Disaster Coordination Centre
RAN	Royal Australian Navy	SDCG	State Disaster Coordination Group
RCC	Australia Rescue Coordination Centre Australia	SERT	Special Emergency Response Team
RDO	Regional Duty Officer	SES	State Emergency Service
RCV	Regional Communications Vehicle	SEWS	Standard Emergency Warning Signal
SATP	State Anti-Terrorist Plan	SIEV	Suspect Illegal Entrant Vessel
SAR	Search and Rescue	SITREP	Situation Report
SAREX	SAR Exercise	TDDMG	Temporary District Disaster Management Group
SARMC	SAR Mission Coordinator		
SCC	State Crisis Centre	TE	Terrorist Emergency
SDCHQ	State Control Disease Headquarters		

Appendix 17.11 Table comparing the declaration of a 'Disaster Situation', an 'Emergency Situation', a 'Chemical, Biological or Radiological Emergency' and a 'Terrorist Emergency' to various operational criteria

(s. 17.2)

	Disaster Situation (DS) under <i>Disaster Management Act</i>	Emergency Situation (ES) under <i>Public Safety Preservation Act</i>	Chemical, Biological or Radiological Emergency (CBRE) under <i>Public Safety Preservation Act</i>	Terrorist Emergency (TE) under <i>Public Safety Preservation Act</i>
Incident	<p>s. 13 Disaster – serious disruption to community caused by event.</p> <p>s. 16 Event – natural or caused by human act or omissions.</p>	<p>s. 4 Emergency situation – incident, accident usually caused by human acts or omissions.</p>	<p>s. 9 situations involving chemical, biological or radiological substances where more powers other than ES powers are necessary to control/contain situation.</p>	<p>s. 8A situations involving or likely to involve suspected terrorist acts and s. 8L, 8G exercise of power is necessary to effectively deal with, manage and control the situation.</p>
Groups/people involved	<p>s.17 State Disaster Management Group.</p> <p>s. 22 District Disaster Management Group.</p> <p>s. 29 Local Disaster Management Group.</p> <p>s. 25 DDC – Disaster District Coordinator all District officers + Supt PCC.</p> <p>s. 11 DDO – Declared Disaster Officers – other police.</p> <p>s. 11 Other agencies – Ambulance, Fire, Health and others.</p> <p>s. 48A Essential service providers – essential services that can assist.</p>	<p>s. 5(1) Emergency Commander (EC) – Commissioned Officer.</p> <p>s. 8(1) Police acting on instructions of EC.</p> <p>s. 8(1) other persons directed by EC or police.</p>	<p>Minister or Premier may extend or end emergency.</p> <p>ss. 12(1), 16, Chemical, Biological or Radiological Emergency commander – (CBRE commander).</p> <p>s. 19 CBRE commander may authorise police to use powers under this Act – CBRE police officer.</p> <p>s. 19 CBRE commander may authorise other agencies to use powers under this Act – Ambulance, fire, veterinary and health officers.</p>	<p>Minister or Premier may extend or end emergency.</p> <p>s. 8A Commissioner or relevant deputy commissioner appoints appropriately qualified TE commander and may appoint TE forward commander.</p> <p>s. 8A(4) TE commander may also appoint appropriately qualified TE forward commander.</p> <p>s. 8Q, TE commander and TE forward commander may direct officers of other government agencies.</p> <p>s. 8K, police acting on instructions of TE commander or TE forward commander – TE officer.</p>
Declaration of emergency/situation	<p>s. 69 by Minister or Premier.</p> <p>s. 64 by District Disaster Coordinator (Superintendent) with approval of Minister or Premier.</p> <p>s. 64(2) District Disaster Coordinator must consult with District and Local Disaster Management Groups before can make declaration.</p>	<p>s. 5(1) by Commissioned Officer.</p>	<p>s. 12 (1) by CBRE commander who is State police officer of assistant commissioner and above.</p> <p>CBRE commander must consult with other agencies before can make declaration.</p>	<p>s. 8G by TE commander or TE forward commander, must be appropriately qualified police officer, State or non-State.</p>

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Delegation of powers	s. 143 District Disaster Coordinator can delegate some powers but not ss. 9, 64, 75, 77, 78, 110.	s. 7(2) EC can delegate some functions.	s. 19(5) Delegation of CBRE commander the power to authorise an emergency responder, other than a health officer, to exercise powers available to the responder.	s. 8D, TE commander can delegate all powers. s. 8F TE forward commander can delegate some powers, but not noting of certificate of declaration and end of TE.
Forms to be completed	ss. 65, 70 District Disaster Coordinator to fill out approved forms to declare. Completing of forms may be delegated. Forms: DM1, DM2, DM3, DM4, DM6, DM7, DM8A, DM8B, DM9, DM10, DM11, DM12.	s. 5(2) EC to issue declaration of ES certificate, QP 460. Also keeps log of the event. s. 7(3) Can't delegate completion of certificate.	s. 13, 14 & 15, Minister and Premier to fill in form 6. s. 12(5) CBRE commander fills out forms: 1, 2, 2.1, 3, 4, & 5. Also keeps log of the event. s. 19(5) Other emergency controllers fill out form 4.1. CBRE police officers complete forms 6.1, 6.2.	s. 8H, Minister and Premier to fill in form 6. s. 8B, 8A(2), (4) Commissioner or relevant deputy commissioner must fill in forms 2, 4, may fill in 5. s. 8G, 8J, TE commander may fill in forms 1 & 2.1, 3, 4 & 5. Also keeps log of the event. s. 8G, TE forward commander may fill in form 1, 3 & 5.
Duration of emergency/situation	ss. 66, 71 Declaration lasts 7 days unless extended by Minister. ss. 67, 72 Minister can extend another 7 days. s. 67A is declaration to extend DS.	s. 5(3) Declaration of ES exists until revoked by EC , when powers are no longer necessary to deal with situation.	s. 12(6) Declaration lasts 24 hours unless sooner ended or extended. s. 13(2) Minister or Premier can extend up to 7 days. s. 14 Minister or Premier can extend up to 14 days.	s. 8H Declaration lasts 7 days unless sooner ended. s. 8H Declaration can be extended up to 14 days by Minister or Premier.
End of emergency/situation	ss. 68, 73 end declaration by Minister.	s. 5(3) exists until revoked by EC because powers are no longer necessary to deal with the situation.	s. 15 exists until revoked by CBRE commander , Minister or Premier when it is not necessary to use powers any longer.	s. 8I exists until revoked by TE commander , TE forward commander Minister or Premier when no longer necessary to use powers.
Compensation	s. 119	ss. 45, 46	ss. 45, 46	ss. 45, 46

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Powers under declaration	District Disaster Coordinator under s. 75 can authorise other agencies and other police to exercise powers. District Disaster Coordinator + DDO general powers ss. 76, 77, 78, 79. District Disaster Coordinator + DDO + other agencies rescue powers ss. 107, 111, 112.	EC under s. 8 can use powers and authorise police to use these powers when acting on instruction of EC .	CBRE commander under s. 18 can use CBRE powers. CBRE commander under s. 19 can authorise others to exercise CBRE powers. Other agencies can exercise powers under ss. 20, 21, 22, 24, 28, 29, 30, 31. CBRE Police officers can exercise powers under ss. 23, 25, 26, 27, 32.	TE commander or TE forward commander under s. 8E can use TE powers. TE commander or TE forward commander under s. 8K, 8L, 8Q can authorise other police to exercise TE powers. TE officer can exercise powers under ss. 8M, 8N, 8O.
QPS role	s. 26(c) District Disaster Coordinator – coordinates disaster operations. District Disaster Coordinator – coordinates rescue operations. District Disaster Coordinator – continuously monitors situation.	EC – coordinates Emergency situation. EC – continuously monitors situation.	CBRE commander – overall management and control of situation s. 17. CBRE commander – continuously monitors situation.	TE commander – overall management and control of situation s. 8C. TE forward commander manages and controls TE site, s. 8E. TE commander – continuously monitors entire situation. TE forward commander – continuously monitors TE site.
Continuous monitoring	District Disaster Coordinator – can use powers under Act, s. 77.	EC – can use powers under Act, s. 8.	CBRE commander – can use powers under Act, s. 8 and s. 18.	TE commander can use powers under Act, s. 8 and s. 8C. TE forward commander can use powers under Act, s. 8 and s. 8E.
Powers of commander	District Disaster Coordinator – can authorise other police to use general and rescue powers under Act, s. 75.	EC – can authorise other police to use powers under this Act, s. 8(1).	CBRE commander – can authorise and direct other police to use powers under this Act, s. 19.	TE commander can direct TE forward commander and other police to use powers under this Act, s. 8C, 8K, 8L. TE forward commander can direct other police to use powers under this Act, s. 8K, 8L.
Powers of other police	District Disaster Coordinator – can authorise other agencies to use general and rescue powers under Act, s. 75.	EC – may direct any other person to assist, s8(1)(i) or surrender their resource, s. 8(1)(a).	CBRE commander can authorise and direct other agencies to use powers under Act, s. 19.	TE commander or TE forward commander can direct other government agencies to use powers under Act, s. 8Q.
Powers of other agencies	District Disaster Coordinator – liaise with other agencies.		CBRE commander liaise with other agencies.	TE commander or TE forward commander liaises with other agencies.

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SITREPs	District Disaster Coordinator – give SITREPs.	EC – give SITREPs.	CBRE commander – give SITREPs.	TE commander and TE forward commander – give SITREPs.
End of declaration	District Disaster Coordinator – advises police and other agencies of end of situation.	EC – advises police of end of situation.	CBRE commander – advises Minister, relevant deputy commissioner, police and other agencies of end of situation, s. 15(2).	TE commander – advises Minister, relevant deputy commissioner, TE forward commander , police and other agencies of end of situation, s. 8I(2).
What to do with forms	District Disaster Coordinator – forwards forms to the State Disaster Coordination Centre.	EC must forward certificate to OOC within 14 days, s. 5(6).	CBRE commander – must forward forms to OOC within 14 days, s. 43.	TE commander – forward forms to OOC within 14 days, s. 8J.
Report to Minister			CBRE commander – must do report to Minister, s. 43.	TE commander – must do report to Minister, s. 8R.
OPM sections	17.2 through to 17.2.8	17.3.1	17.3.3, 17.3.21	17.3.2, 17.3.15, 17.9.3