SCENIC RIM REGIONAL COUNCIL

SCENIC RIM EVACUATION MANAGEMENT SUB PLAN

VERSION 3.0

SCENIC RIM

REGIONAL COUNCIL

scenicrim.qld.gov.au

Important Information

Certain sections of this Scenic Rim Evacuation Management Sub Plan which is an annexure to the Scenic Rim Local Disaster Management Plan are privileged and confidential and are not available for distribution to the general public.

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Endorsement

The Scenic Rim Evacuation Management Sub Plan, version 3, dated 29 May 2024 has been endorsed by the Scenic Rim Local Disaster Management Group, in accordance with the *Disaster Management Act 2003*.
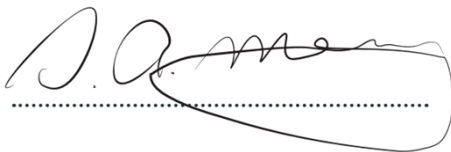
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Mark Duncan

Principal Specialist Disaster Management, Scenic Rim Regional Council
Local Disaster Coordinator, Scenic Rim Local Disaster Management Group

Dated: 29 May 2024

The Scenic Rim Evacuation Management Sub Plan, version number 3, was endorsed by the Scenic Rim Local Disaster Management Group on 29 May 2024, in accordance with the *Disaster Management Act 2003*.

The Scenic Rim Evacuation Management Sub Plan is hereby approved for distribution.

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Cr Stephen Moriarty
Division 3 Councillor, Scenic Rim Regional Council
Chair, Scenic Rim Local Disaster Management Group

Dated: 29 May 2024

	Details	Authored	Date	Approved
1	Original document	Scenic Rim Local Disaster Management Group	9 May 2017	---
2	Complete review and renew in line with Queensland Disaster Resilience Funding arrangements.	Scenic Rim Regional Council, Disaster Management Coordinator, Alisa Totenhofer	26 June 2020	26 June 2022
3	Thorough review , new LDC and Chairperson, format update and added definition of 'Immediate Evacuation' Section 5.	Scenic Rim Regional Council, Disaster Management Coordinator, Alisa Totenhofer	09 April 2024	29 May 2024

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Web: https://www.scenicrim.qld.gov.au/council-services/disaster-management/plans-and-documents

All proposed amendments to the Scenic Rim Evacuation Management Sub Plan are to be submitted in writing to the Scenic Rim Local Disaster Management Group at the address below:

Local Disaster Coordinator
Scenic Rim Local Disaster Management Group
Scenic Rim Regional Council

PO Box 25
BEAUDESERT QLD 4285

disastermanagement@scenicrim.qld.gov.au

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1. Administration and Governance

1.1 Purpose

The purpose of this Scenic Rim Evacuation Management Sub Plan is to provide support to the Scenic Rim Local Disaster Management Group (LDMG) when planning and implementing an evacuation of exposed 'at risk' persons within the Scenic Rim Regional Council government area of responsibility.

1.2 Objectives

The objectives of the Scenic Rim Evacuation Management Sub Plan are to:

- Identify the legislated authority for evacuation,
- Define emergency services and supporting agencies responsibilities,
- Document Community Education Awareness Programs; with a focus on Prevention, Preparedness, Response & Recovery (PPRR), and
- Identify key strategies for each stage of the evacuation process (Decision, Warning, Withdrawal Shelter & Return).

1.3 Authority

This plan is developed by Scenic Rim Regional Council (SRRC) under the authority of the *Disaster Management Act 2003* and in line with the Evacuation: Responsibilities, Arrangements and Management Manual .1.190 (2018) By Queensland Fire and Emergency Services (QFES).

This plan forms a sub plan to the Scenic Rim Local Disaster Management Plan (LDMP) and will be managed in accordance with the administrative and governance processes outlined within the LDMP including approval, document control, distribution, and review.

1.4 Activation

This plan provides decision and planning advice, it could be activated to support the decision making process where the nature of risk to a community is likely to require the coordinated movement of exposed 'at-risk' persons to a safer location. The decision should be made in collaboration with all core members of the LDMG where time permits. Where insufficient time is presented, the decision is to be made by the LDMG Executive (Chairperson and Local Disaster Coordinator (LDC). Alternatively, the plan may be activated at the request of the District Disaster Coordinator (DDC), of the District Disaster Management Group (DDMG) or the Queensland Police Service (QPS) representative on the LDMG.

This sub plan is supported by the:

- Scenic Rim Local Disaster Management Plan
- Scenic Rim Shelter Management Sub Plan
- Scenic Rim Public Information and Warnings Management Sub Plan

- Scenic Rim Impact Assessment Sub Plan[1]
- Scenic Rim Recovery Management Sub Plan[2]
- Seqwater Emergency Action Plans (EAP)

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[1] The Scenic Rim Impact Assessment Management Sub Plan is currently in development and not available.
[2] The Scenic Rim Recovery Management Sub Plan is currently in development and not available.

2. Introduction

2.1 What is Evacuation ?

Evacuation involves the planned and coordinated movement of persons from an unsafe or potentially unsafe location to a safer location and their eventual return home. Where return to home is not possible, recovery arrangements will be implemented. It is a strategy that can mitigate the adverse effects of a disaster on a community[3]. It is important to articulate that the process of evacuation is not considered to be complete until all stages have been implemented[4].

2.1.1. *Local Government*

Local government in close consultation with the LDMG are best placed to conduct evacuation planning prior to the onset of an event through their local knowledge, experience, community understanding and existing community relationships[5].

2.1.2. *Local Capability*

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

2.2 Evacuation Types and Authority

The type of evacuation selected by decision makers will be influenced by whether the emergency is rapid onset, requiring immediate evacuation, or whether it is slow onset or pre-warned, allowing more time for the methodical implementation of evacuation strategies[6]. There are three (3) types of evacuations, two (2) of which require authorisation (Voluntary & Directed).

2.2.1. *Self-initiated Evacuation*

Self-evacuation is the self-initiated movement of people including individuals, families, and other groups to safer locations prior to, or in the absence of, official warnings to evacuate. Self-evacuees manage their own withdrawal, including transportation arrangements[7].

2.2.2. *Recommended Evacuation*

Recommended evacuation is where an evacuation warning has been issued (by the primary agency for the hazard or QPS), however people have the option to remain and shelter in place[8]. A voluntary evacuation may also be coordinated by the LDMG in close consultation with the DCC.

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[3] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 4.
[4] Queensland Fire and Emergency Services (2018). Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guidelines, p 53
[5] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 4.
[6] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 2.
[7] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 2.
Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 12.
[8] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 2.

2.2.3. *Directed (or Mandatory) Evacuation*

A directed or mandatory evacuation is the compulsory relocation of 'at risk' persons away from harm and is enforceable by law[9]. A directed evacuation requires the declaration of a disaster situation by the DDC with correct approval, or alternatively through an emergency declaration under the provisions of the *Public Safety Preservation Act 1986* in instances of a rapid onset situation. This can be achieved by an Authorised Police Officer and requires no additional approval from the district or state[10].

Once a disaster has been declared for the effected or likely to be affected area, the following points apply to a directed evacuation under the *Disaster Management Act 2003*:

- The statutory authority to order a directed evacuation lies with the DDC and where possible the decision should be made in close consultation with the LDC.
- The LDC may recommend a directed evacuation to the DDC based on event information and intelligence, **however the LDC or LDMG has no legislative power to authorise a directed evacuation**.

> **!**
> REFUSAL to COMPLY with a Directed Evacuation Order
>
> At the discretion of QPS, refusal to comply with a directed evacuation order may or may not lead to persons being forcibly removed from their homes for their own safety.
>
> However, if people elect to stay they **MUST** be told that they should not expect rescue or other lifesaving assistance after the onset of the event conditions.

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[9] *Public Safety Preservation Act 1986*, *Fire and Emergency Services Act 1990*, and *Disaster Management Act 2003*
[10] Inspector-General Emergency Management (2019). The 2018 Queensland Bushfire Review, p 148.

2.3 Stages of Evacuation

An evacuation involves five stages,

1. Decision to Evacuate,
2. Warning,
3. Withdrawal,
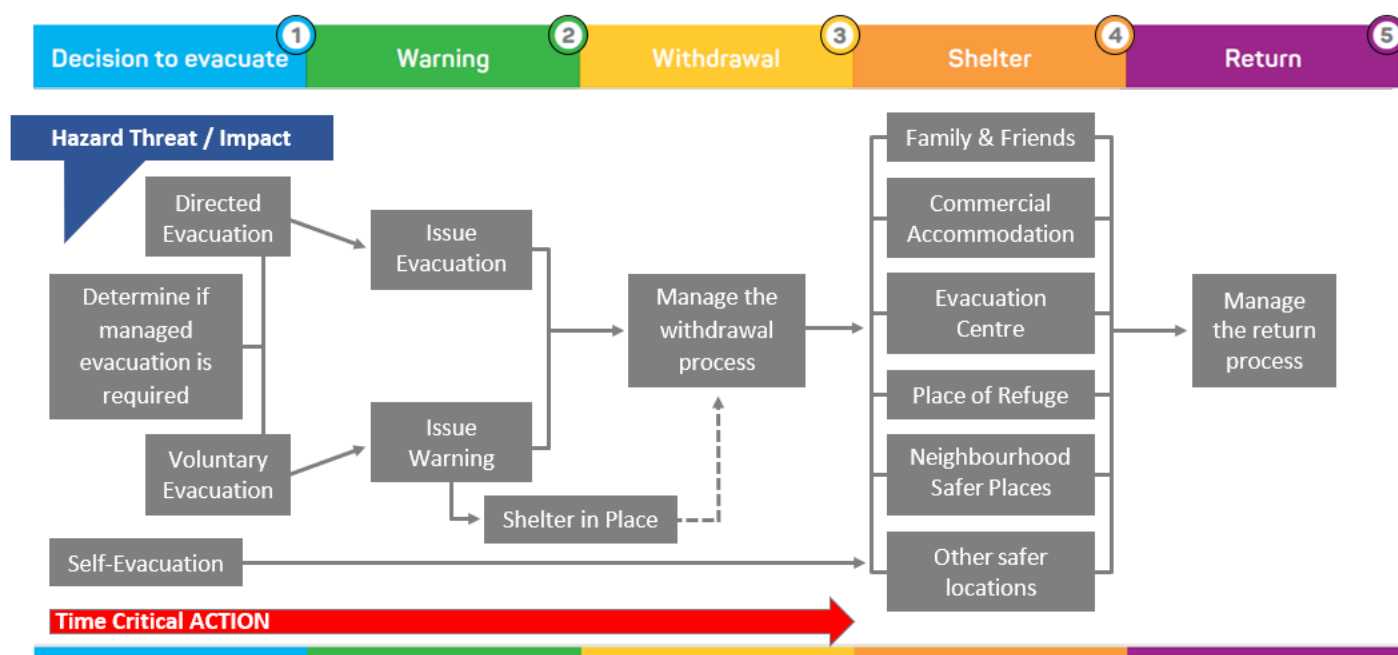4. Shelter, and
5. Return

Figure 1: Stages of Evacuation[11]

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[11] Diagram adapted from:
Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 4.
Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 5.

3. Scenic Rim region

3.1 Overview

The Scenic Rim region is a rural and semi-rural area set in South East Queensland and surrounded by world heritage listed national parks of the Great Dividing Range. The Scenic Rim region extends over approximately 4,254sq km and is about 60km south of Brisbane[12].

3.2 Local Hazards

The main threats to the Scenic Rim area have been identified as[13],

Man-Made Hazards

- Air Accidents
- Biosecurity
- Epidemic and Pandemic
- Hazardous Substances Accident
- Major Transport Accidents
- Rail Accidents, and
- Terrorism

Natural Hazards

- Bushfire
- Cyclone, Storm and East Coast Low
- Dam Failures
- Earthquake
- Flood
- Heatwave
- Landslip

The region contains three (3) major dams: Lake Moogerah, Lake Maroon and the Wyaralong Dam and is also likely to be indirectly impacted by hazards or threats occurring in neighbouring local government areas. Each of the major referable dams have an Emergency Action Plan (EAP) which identifies at risk population in the event of a dam failure or major dam overflow.

3.3 Exposed Population

The Scenic Rim region is currently home to an estimated 43,000 residents with a population density of around 10.26 persons per km^2 [14]. Between 2021 and 2016, the population of the Scenic Rim region had grown by 2,611 persons.

The 2021 Australian Census figures suggest that the largest age group in the region was 60 to 64 years old, and the group that changed the most since 2016 was 70 to 74 year old, increasing by 614 people.

The main population centres are the townships of Beaudesert, Boonah, Kalbar, Aratula, Mount Alford, Roadvale, Warrill View, Peak Crossing, Harrisville, Kooralbyn, Canungra, Beechmont, Tamborine Mountain and Rathdowney that are dispersed throughout the local government region.

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[12] Scenic Rim Local Disaster Management Group (2024). Scenic Rim Local Disaster Management Plan, p 27.
[13] Scenic Rim Local Disaster Management Group (2024). Scenic Rim Local Disaster Management Plan, p 33 - 38.
[14] .id the population experts (2019). Welcome to the Scenic Rim Regional Council Community Profile, https://profile.id.com.au/scenic-rim

3.4   Vulnerable Populations

As a guide, persons may be considered vulnerable if it is determined that upon receiving an evacuation message, they will not or cannot comply with evacuation directions[15]. This may include some of the following populations:

- those reliant on mechanical life-support systems / health support needs (as an example, dialysis, oxygen concentrations, ventilators),
- aged population / in residential care,
- people with disabilities, home-bound populations, mobility impaired,
- varying cultural and language backgrounds including Non-English Speaking & Indigenous communities (Mununjali & Wanggeriburra people),
- transient populations (including tourists), and
- other population groups without support, dependent upon the nature of the event.

When planning for an evacuation for an at risk population, the LDMG will liaise with a number of community agencies who are familiar with the location and status of some special needs groups within the general population; such as Urban Utilities, Energex, Blue Care, Aged Care Facilities and the Queensland Ambulance Service (QAS).

3.4.1. *Aged Care Facilities*

It is recommended that aged care facilities in the Scenic Rim region have an evacuation plan which outlines procedures for the complete evacuation of the facility, including specialised transportation requirements and the establishment of formal agreements with other aged care facilities or alternative suitable accommodation to provide a safer location and an appropriate level of care for their evacuated residents[16].

The LDMG will endeavour to communicate early and regularly with aged care facilities before, during and after an event to ensure appropriate and timely information is disseminated to assist them in making informed decisions in relation to their staff and residents.

Details on Scenic Rim Aged Care facilities; including retirement villages and nursing homes can be found in Annexure B and have been mapped within the Council's systems for disaster planning purposes.

3.4.2. *Educational Institutions*

The Department of Education (DoE) has developed evacuation plans for their facilities, which include the notification of parents and the involvement of school bus providers.

The authority to approve the temporary closure of an educational facility owned by the State rests with the principal or person in charge of the institution acting on advice from emergency service officers. Principals are to advise the relevant Regional Director of Education who would then authorise the closure of one or more schools[17].

The Department of Education (DoE) also can disseminate warnings and advice to independent and religious / cultural based schools but is unable to enforce the closure of these facilities.

It is essential that the community be informed early of school closures, if possible prior to evacuations so as to reduce traffic congestion and free up school buses and school resources for broader evacuation needs in the community.

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[15] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 7.
[16] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 8.
[17] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 9.

Privately owned and operated preschool's and childcare centre providers are responsible for the development of their own evacuation processes.

Details on Scenic Rim Educational Institutions; including state and independent schools between Prep - Year 12, preschools and childcare centres can be found in Annexure C and have been mapped within the Council's systems for disaster planning purposes.

Several outdoor education centres (School Campsites) that are located around Maroon and Moogerah lakes that are facilitated by educational institutions are also noted by the LDMG. Details on these outdoor education centres can be found in Annexure D and have been mapped within Council systems as part of the Visitor and Tourist Accommodation subset.

3.4.3. *Visitors and Tourist Accommodation*

Tourists and visitors will generally have minimal knowledge and potentially no experience or knowledge of the local hazards. Unlike permanent residents, tourists and visitors are unlikely to have friends or relatives in nearby safer locations with whom they can seek refuge[18].

Tourist accommodation such as caravan parks and camping grounds are often sited in hazard-prone areas (for example embedded in bushland or close to creeks and rivers), due to the scenic rim adventure region. The temporary residents of these facilities while lacking local knowledge will usually have their own transportation, enabling a safe and effective evacuation when ample warning of a potential threat or event occurring within their location. The permanent residents of local caravan parks on the other hand will often form part of the Scenic Rim vulnerable population, they may have limited mobility or resources to safely and effectively evacuate from their homes and may require additional assistance.

Details on Scenic Rim Visitors and Tourist Accommodation; including both council and privately owned caravan parks / camping grounds and outdoor educational centres (School Campsites) can be found in Annexure D and have been mapped within the Council's systems for disaster planning purposes.

This excludes bush camping/camping grounds within the following National Parks; and that visitors, campers, tourist and hikers will also need to be considered in the following location for evacuation purposes,

- Lamington National Park
- Tamborine Mountain National Park
- Mt Barney National Park
- Main Range National Park
- Moogerah Peaks National Park (Mount French, Mount Greville and Mount Edwards sections)

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[18] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 10.

4. Scenic Rim Community

4.1 Community Education and Awareness

The LDMG undertakes an 'All Hazards' approach to community education in partnership with the Scenic Rim Regional Council to target the spread of emergency and disaster preparedness key messages to all community groups within the region.

Sustained public education and awareness programs are required to build community resilience and ensure community confidence in the LDMG's ability to manage disaster events. Such programs are also required to reinforce the level of responsibility and self-preparedness required by residents in the event of evacuation advice being issued[19].

In relation to evacuation the primary message to be conveyed to the community is that individuals are encouraged to take responsibility for their own, their family, their pets and livestock safety. This includes having an emergency plan, an emergency kit, and an evacuation kit easily accessible and ready[20]. The LDMG and Council understand that preferred media for receiving information is through television, radio, brochures, interactive dashboards, internet, SMS and social media [21].

The LDMG employs many of these methods to engage with its' community in conjunction with the Scenic Rim Regional Council who function as the face-to-face community educators in relation to disaster preparedness in support of many emergency service campaigns and programs

The following table outlines the range of community education materials provided by Scenic Rim Regional Council and methods of community engagement:

Community Education Resources / Product	Delivery Options / Community Engagement
Disaster Dashboard	Online Resource www.disasterdashboard.scenicrim.qld.gov.au
Scenic Rim Regional Council; Disaster Preparedness	Online Resource www.scenicrim.qld.gov.au/council-services/disaster-management/disaster-preparedness
Information Booklet "Your Guide to Preparing for an Emergency in the Scenic Rim Region"	Online Resource www.scenicrim.qld.gov.au/downloads/file/1952/final-scenic-rim-would-you-be-ready-brochurepdf Disaster Preparedness Information Stalls
Community Disaster Volunteers Scenic Rim Regional Council	Word of Mouth Local conversations Disaster Preparedness Information Stalls
New Resident Packs	Scenic Rim Emergency Contact List Magnet Hi Neighbour Greeting Card Would You Be Ready To Evacuate Brochure Navigating The Disaster Dashboard Brochure If A Disaster Struck Map

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[19] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 18.
[20] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 26.
[21] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 20.

	Your Guide to Preparing for an Emergency in the Scenic Rim Region Information Booklet
	Living In the Scenic Rim Kids Activity & Puzzle Book - Disaster puzzles.
	Disaster Dashboard Torch Magnet.

Table 1: Scenic Rim Community Engagement & Community Education Resources
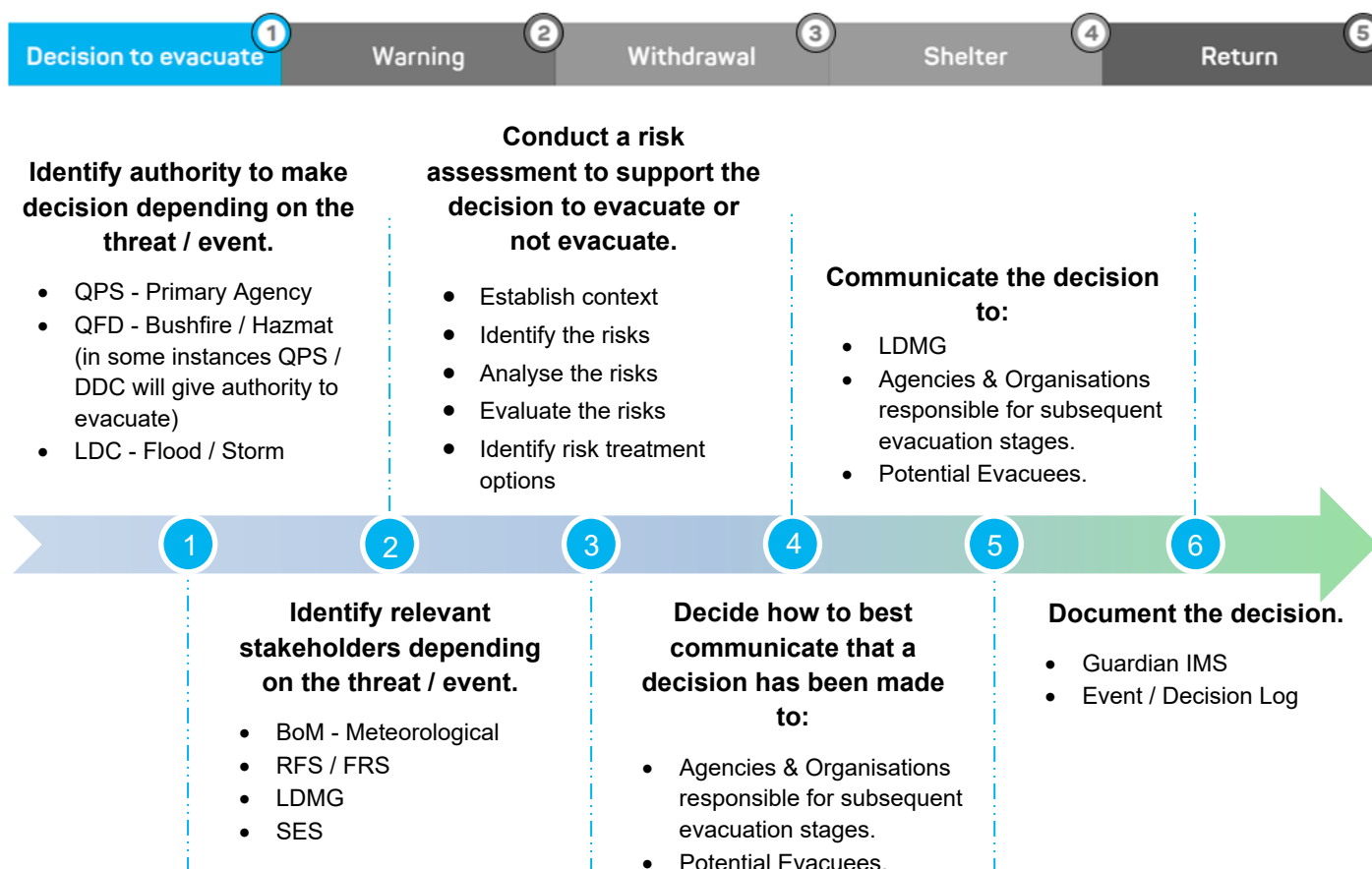
5. Decision to Evacuate

Figure 2: A visual overview of the key steps to the Decision to Evacuate

5.1 Considerations

The decision to evacuate should be based on a hazard assessment and event intelligence that identifies the risk and impact to community[22]. The triggers to evacuate will differ for each event. Before deciding to undertake an evacuation, an assessment of the risk occasioned by the expected hazard should be undertaken.

Due to time constraints, this assessment will often be brief, although if time permits, relevant stakeholders should be consulted before making a decision[23]. Due to the time required to mobilise external agencies for assistance it would be advantageous to provide advice of the possibility of an evacuation as early as possible (even if the decision to evacuate has not been made yet). This is important to enable agencies to assess their resources and capacity to assist, in turn reducing the possible time delay in enacting an evacuation.

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[22] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 4.
[23] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection; Handbook 4: Evacuation Planning, p 12.

5.1.1. Immediate Evacuation

Immediate evacuation of residents or areas that people occupy (e.g. event or gathering) may be required to evacuate no matter the risk or threat.

Where an apparent need to evacuate persons is identified, the QPS should be notified immediately. Any evacuation required will be coordinated by the QPS having consideration to the Hazard, threat to community and resources. It is likely an Assembly Point or Place of Refuge will be requested to be either nominated or opened by Council's Shelter Management Team to also assist in the immediate need. This will allow agencies who are notifying the community to relocate to a location if they do not have an alternative location such as family or friends.

Depending on the type of emergency, incident or disaster event, the Primary Agency is responsible for this immediate action if time permits. QPS will take immediate action if the threat poses significant community risk and will inform the Primary Agency, Chair of the Scenic Rim Local Disaster Management Group and Local Disaster Coordinator to ensure collaborative communication and public messaging is enacted with correct information.

The need for immediate evacuation is primarily to ensure the safety of the threaten community. Actions will be taken immediately to reduce this risk. It is to be considered that immediate action will override structured evacuation planning and practices. When time permits re-evaluation of evacuation planning will be taken by the Primary Agency and QPS.

The following issues should be considered when making decisions regarding evacuations.

Establish Context	- Nature and severity of the threat / event, the boundaries of the area likely to be affected and the capacity of agencies to respond. - Time Required to complete the 'Warning' and 'Withdrawal' stages for the area - Potential risk to life if people remain, and if they evacuate - Time of Day (Current & Expected impact) - Existence and adequacy of resources and networks (e.g. transport options, egress routes) - Community characteristics
Identify the Potential Risks	- time available until the threat impacts / event occurs. - potential harm (both physical and psychological) to people sheltering in place, and potential harm to people evacuating. - potential harm to emergency services personnel undertaking the evacuation. - potential cost of social and economic impacts of evacuation (e.g. interruption to social networks, loss of unprotected homes and businesses, loss of income, looting of unsecured property). - potential for impact sooner than anticipated, and / or more severely than anticipated. - number of people, - likely to be unaware of the threat, - unlikely to respond to warnings, and - without the capacity to respond to the threat or to warnings (e.g. one-parent families, pregnant women, aged residents etc..). - potential limitations on the movement of people or sheltering solutions due to social distancing.

Table 2: Considerations for Risk Assessment of a threat / event[24].

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[24] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 12.

Identification of Key Stakeholders	• has the DDC been consulted with? • have all the relative key stakeholders been consulted including (but not limited to); the Primary Agency for the threat / event, LDMG, Department of Transport and Main Roads (DTMR), Queensland Police Service (QPS), Queensland Fire Department (QFD) / Rural Fire Service (RFS) / State Emergency Services (SES), Queensland Ambulance Service (QAS), RSPCA Qld, and Australian Red Cross?

Evacuation	• what is the number of persons requiring evacuation and the type of evacuation necessary?
	   o Voluntary
	   o Directed
	• Is there sufficient lead time available before an evacuation required? and is there enough time to complete the entire evacuation?
	• **is the evacuation achievable, safe and the most suitable option?**
	
	  ! A decision **NOT** to evacuate is just as important as a decision to evacuate.
	
	• what is the critical point for the decision to evacuate and the point at which the evacuation is to be completed?
	• are there appropriate resources to effectively manage the evacuation?
	   o if the required resources available are insufficient how will more be obtained?

Exposed Population	• how will the process of evacuation affect the exposed population especially people with special needs and what special facilities are required for their safety?
Transport	• the specific transportation requirements for all residents including people with special needs and pets? • the capacity of proposed evacuation routes to support rapid egress by pedestrian and / or vehicular traffic given the specific event related conditions?
Safer Locations	• the suitability of proposed safer locations and / or assembly points, including the ability to establish them quickly and sustain them for the duration of the event? • the most suitable safer location for the impending threat, for example shelter in place or evacuation centre?
Business	• the implications on commercial operations and community criticism of unnecessary evacuation versus primary responsibility and duty of care for safety of exposed population?

Table 3: Additional considerations in relation to the decision to evacuate[25].

5.2 Evacuation Timelines

One of the more important factors to be considered when deciding if an evacuation is achievable, safe and the most suitable option, is time[26]. Time to provide sufficient warning to allow the movement of the exposed population from an unsafe or potentially unsafe location to a safer location, given the restriction of weather conditions, transport and the capacity of the road network to handle the amount of traffic that will result. As well as calculating the latest time an evacuation can commence to safely complete the withdrawal stage ahead of the predicted threat / event impact time.

To assist with determining the time it will take to effectively and safely conduct an evacuation, a formula has been produced to assist those who plan for evacuations, calculating the travel times for all road classes

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[25] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 25-26.
[26] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 24.

such as urban, rural and highway/motorway and takes into account road conditions based on current weather conditions.

Annexure E2 has been developed to assist with these calculations and will clearly indicate the time required for each phase of the evacuation process, graphically, similar to Figure 4.
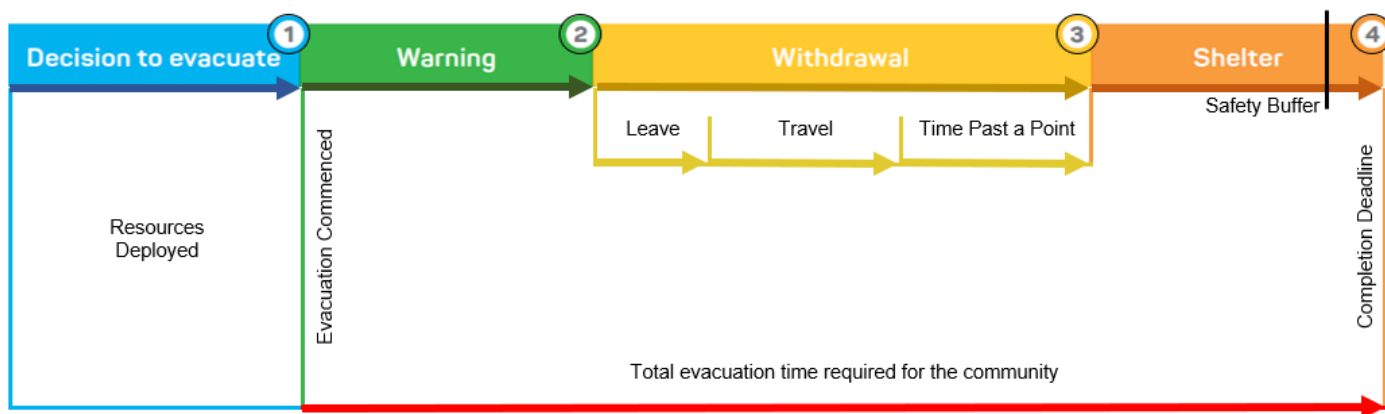

Figure 3: Evacuation Timeline Model
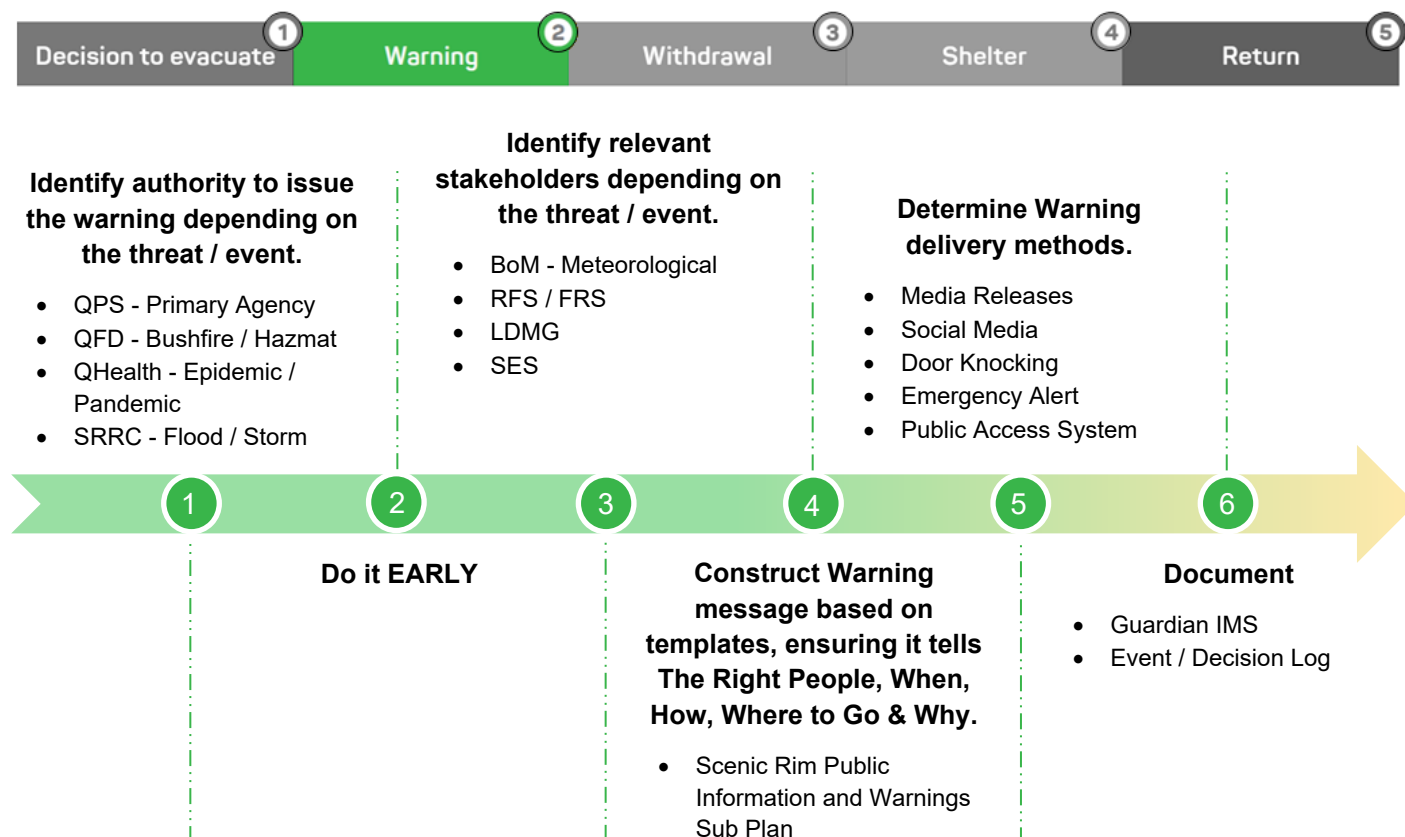
6.   Warnings

Figure 4: A visual overview of the key steps to the Warning stage

When a decision is made to evacuate an exposed population from an unsafe or potential unsafe location, it is imperative this decision is communicated via a warning message to the exposed population as early as possible to ensure a safe and effective evacuation. An evacuation warning is a message that informs and enables individuals and communities to take appropriate action in response to an impending threat or disaster event[27]. The purpose of a warning in the context of an evacuation is threefold[28]:

- to provide information to those likely to be impacted by the threat / event about the nature and timing of that impact,
- to provide specific advice about the evacuation, including who it applies to and why; when people should evacuate; where and when they should go; and how to get there, and
- to provide information about the potential consequences of not evacuating, and protective measures to take if not evacuating.

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[27] Queensland Fire and Emergency Services (2018). Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guidelines, p 70.
[28] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 16.

6.1   Warning Dissemination and Methods

To ensure a broad distribution and communication of warning messages a variety of dissemination methods will be utilised to cover differing demographics, geographic locations and compensate for the time of day[29]. The Scenic Rim Public Information and Warnings Sub Plan outlines these methods along with primary responsibility for issuing / conveying warning messages, remembering that the primary intent of issuing a warning to evacuate is to protect life[30]. Warning messages should be repeated on a regular basis, at a frequency determined by the LDMG to ensure maximum coverage to the exposed population.

6.2   Standard Messages to the Community

Standard messaging templates for the different methods of providing warnings to the public regarding a threat or event is held by the Primary Agency and follow the available guidelines.

Templates relating to the hazard threat in which agencies on the LDMG is responsible for can be found in the Scenic Rim Public Information and Warnings Sub Plan. Each Primary Agency is responsible for ensuring they have prepared messaging, whether for general standard messaging or the required dissemination of an Emergency Alert according to their hazard responsibility.

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[29] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 21.
[30] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 16.
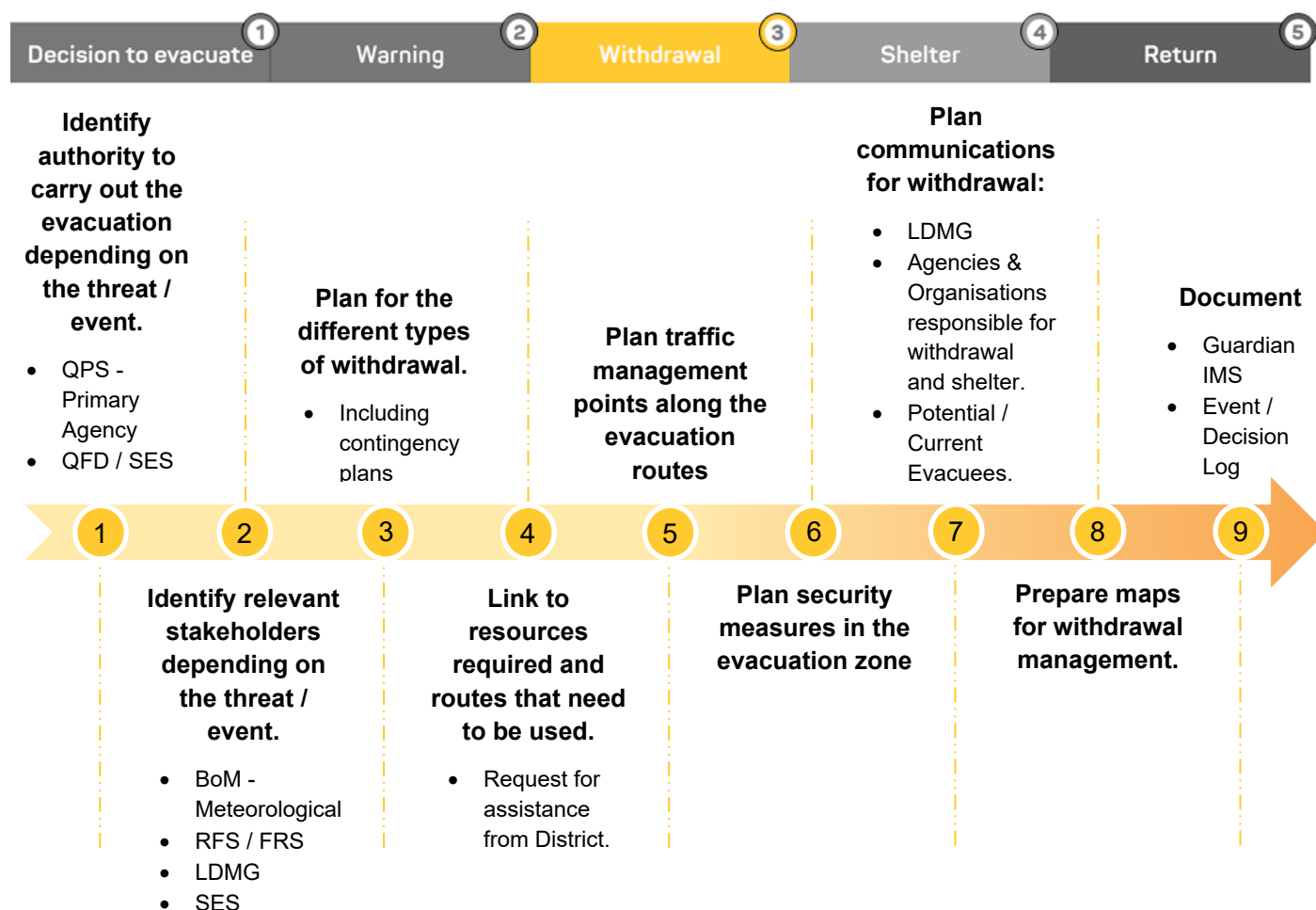
7. Withdrawal

Figure 5: A visual overview of the key steps to the Withdrawal

The process of withdrawal involves the physical and coordinated movement of exposed persons and animals (pets or assistance animals) to safer locations. Withdrawal requires careful, comprehensive, and coordinated planning to support the movement of all exposed persons and animals in a timely manner and reduce public anxiety and traffic congestion wherever possible. There may be some community groups who will require assisted withdrawal. It is recommended that these groups are identified during the analysis of the exposed population[31]. Time permitting and situation dependant, the withdrawal process should be phased to prioritise the movement of those most at risk first.

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[31] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 28.
Queensland Fire and Emergency Services (2018). Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guidelines, p 70.

> **Community Members who CHOOSE to Remain**
>
> There are multiple reasons for this decision which include but not limited to, protecting their property, care for their animals or waiting to assess the situation further before making a decision themselves.
>
> Seeking to influence these members to withdraw is often unsuccessful, time-consuming and could lead to the endangerment of evacuation personnel.
>
> **ONLY** when it is clearly **UNSAFE** for them to remain should efforts be made and this should be carried out by those with legislative powers to do so (*Public Safety Preservation Act 1986* and *Fire and Emergency Services Act 1990*).

7.1   Evacuation Routes

QPS in conjunction with relevant agencies are responsible for coordinating the safest and quickest evacuation routes, depending on the nature of and variables affecting the hazard, evacuation routes are a fluid concept. There are no pre-defined evacuation routes identified within the Scenic Rim region, except for site-specific evacuation plans, if developed. The determination of appropriate evacuation routes will be conducted on having consideration for specific conditions at the time, based on QPS procedure to use the local road hierarchy to determine effective evacuation and alternative routes for the community and emergency services. This is generally done by visual mapping, with each QPS region taking into account the hazard, local knowledge and historical information related to that hazard in the region. The needs of the community must also be considered with priority given for access to vulnerable populations by emergency and allied health services.

Council will assist QPS with evacuation routes by erecting signage at the time of the event and providing any other resources as required. Council, Department of Transport and Main Roads and other agencies who assist, need to be mindful of the traffic management techniques that are used and conduct appropriate risk assessments as temporary devices. As an example, traffic cones and road closed signage have the potential to become projectiles during severe storms and wind events.

7.2   Transport

Evacuees will be encouraged to make their own arrangements to withdraw before the threat impacts or event occurs. Typical options include, own or friend's car, taxi, and where available public transport[32]. However, the LDMG understands some individuals do not own vehicles and others will need assistance in evacuating. Earlier analysis conducted of the exposed population should provide demographic data that can be used to provide a basis for those within the community who will require transportation assistance[33].

The transportation of these persons from an unsafe or potential unsafe location will be coordinated via a multi-agency approach. With the Primary Agency already determining that an evacuation is necessary, and managing the coordination of the evacuation itself, in conjunction with the Local Disaster Coordination Centre (LDCC) and LDMG agencies.

Vulnerable populations such as aged care facilities should evacuate residents using their own evacuation arrangements, however, the LDMG will make all efforts to assist with transportation arrangements on request, dependent upon available resources and accessibility.

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[32] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 25.
[33] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 29.

7.3   Security

History has shown that individuals are more likely to be willing to relocate (evacuate) from their homes / communities in response to an unsafe or potentially unsafe threat / event if they know that security measures to protect their neighbourhood from looting are in place.

Whenever circumstances permit options to provide this level of reassurance to the Scenic Rim community, may include, but not limited to[34]:

- regular patrols by privately contracted security and / or QPS of evacuated areas, and
- establishment of suitably signed barriers and manned road closures to restrict unauthorised entry to evacuated areas.

QPS is responsible for the security of evacuated areas, the LDCC will make all efforts to assist with security arrangements and procurement of additional security services on request, and dependent upon available resources.

7.4   Communications

In advance of the withdrawal process being executed, clear lines of communication between the agency managing the withdrawal stage and the LDCC need to be agreed upon based on the resources available and the circumstances of the threat / event. This is vital to the success of the evacuation as it enables information about relevant withdrawal matters to be shared in an accurate and time efficient manner[35].

The LDMG will provide regular reports (at a time and frequency that is deemed appropriate) on the evacuation status to the DDMG. These reports are to include, but not limited to the following information:

- The progress of areas being evacuated,
- Shelters being utilised,
- Number of current evacuees,
- Particular needs that have been addressed, and
- Needs still requiring to be addressed (gap analysis).

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[34] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 29-30.
[35] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 26.
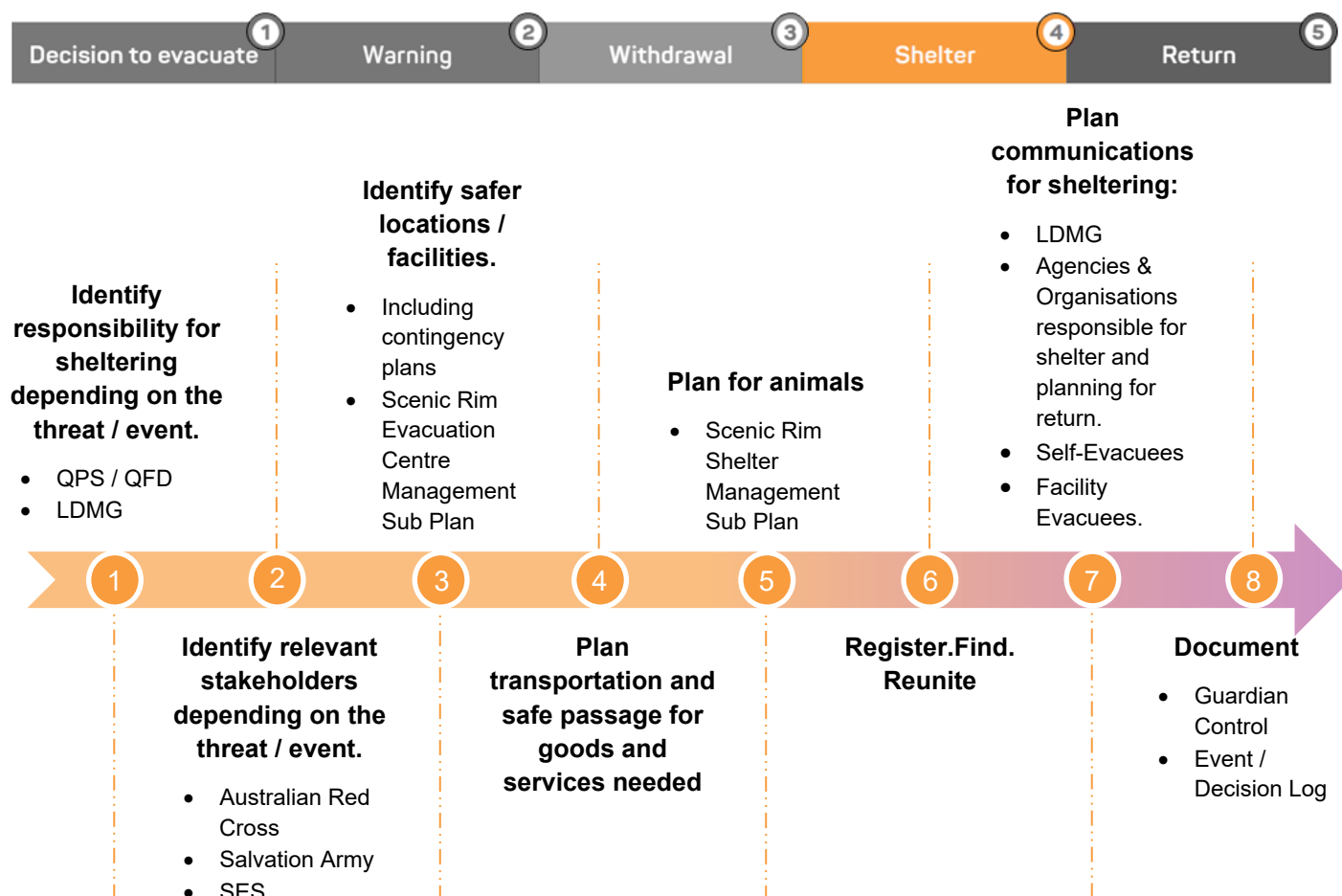
8.   Shelter

Figure 6: A visual overview of the key steps to the Shelter stage

Shelter provides temporary accommodation of evacuees who cannot remain home due to a potential or direct threat impact. The shelter needs of individuals may vary over time; the types of shelter they seek, or that can be provided, may also vary[36]. During the shelter stage the identification of the most appropriate facility or safer location will be decided by the LDMG and conveyed within warning messages to the affected population[37].

Detailed information of each nominated Safer Location is contained within the Scenic Rim Shelter Management Sub Plan. If a safer location(s) has been activated in response to a threat or event it will be communicated by a wide variety of communication methods listed in the Scenic Rim Public Information and Warnings Sub Plan.

8.1   Pets and Animals

Pets are referred to household domesticated pets only, these pets remain the responsibility of their owner during an evacuation and pet owners are encouraged to pre-plan alternative accommodation for their pets prior to the onset of any threat or disaster event[38]. As a rule, pets are NOT permitted at many safer

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[36] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 28.
[37] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 30.
[38] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 9.

locations and evacuation centres, which is why pre-planning is so important for pet owners. It is recognised that if a location is unsafe or potentially unsafe for residents then it is also unsafe for their pets.

In relation to livestock animals, the LDMG is not responsible for the evacuation of livestock, this responsibility rests with the livestock owner[39].

The LDMG cannot guarantee that all safer locations will have the capacity or resources to offer the shelter of pets. However Council has identified some facilities that have the capacity to provide a separate area for pets and may be opened if resources allow. If animals are to be accepted into a shelter they must be caged and, or suitably restrained and will remain the responsibility of their owners.

Guide, hearing, and assistance dogs will be accommodated with their owners at all Shelters in accordance with the *Guide, Hearing and Assistance Dog Act 2009*.

8.2   Registration of Evacuees

Australia has a nationally agreed registration system called Register.Find.Reunite (RFR), which registers people displaced as a result of an emergency and enables them to re-establish contact with concerned family and friends. The RFR is administered by the Australian Red Cross, behalf of the QPS[40].

The RFR service will be implemented at all Shelters. Where implementation of the RFR service is impracticable, a list of people within each facility will be maintained. In addition, when the RFR is activated for an event it will be communicated to the effected population, and those who have chosen to self-evacuate, stay with friends or family, or have sheltered in place are encouraged to register themselves online.

For more detailed information on the RFR service, information is contained within the Scenic Rim Shelter Management Sub Plan and the Australian Red Cross: Queensland Evacuation Centre Field Guide.

8.3   Receiving Evacuees from other Local Government Areas

Experience has shown the reception of evacuees, pets and assistance animals from other local government areas is a likely scenario, especially during large scale events[41]. The LDMG will endeavour to work alongside its' neighbouring LDMG's to establish mutually beneficial plans and management strategies for this occurrence, until this is achieved, the LDC, upon request of the DDC will activate this sub plan and any associated sub plans to receive external evacuees in consultation with the neighbouring LDMG.

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[39] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 9 & p 37.
[40] Australian Institute for Disaster Resilience7 (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 24.
[41] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 14.

9.   Return

| Decision to evacuate ① | Warning ② | Withdrawal ③ | Shelter ④ | Return ⑤ |

Identify authority to enact return depending on the threat / event.

- QPS - Primary Agency
- QFD - Bushfire / Hazmat
- QHealth - Epidemic / Pandemic
- SRRC - Flood / Storm

Identify relevant stakeholders depending on the threat / event.

- QPS
- Department of Transport and Main Roads
- Utility Agencies

Identify return options

Link with Recovery Plans:

- Scenic Rim Recovery Sub Plan

① ② ③ ④ ⑤ ⑥ ⑦ ⑧

Do it EARLY

When it is SAFE

Develop risk management processes for return:

- Scenic Rim Impact Assessment Sub Plan

Plan communications for return:

- LDMG
- Agencies & Organisations responsible for return.
- Self-Evacuees
- Facility Evacuees.

Document

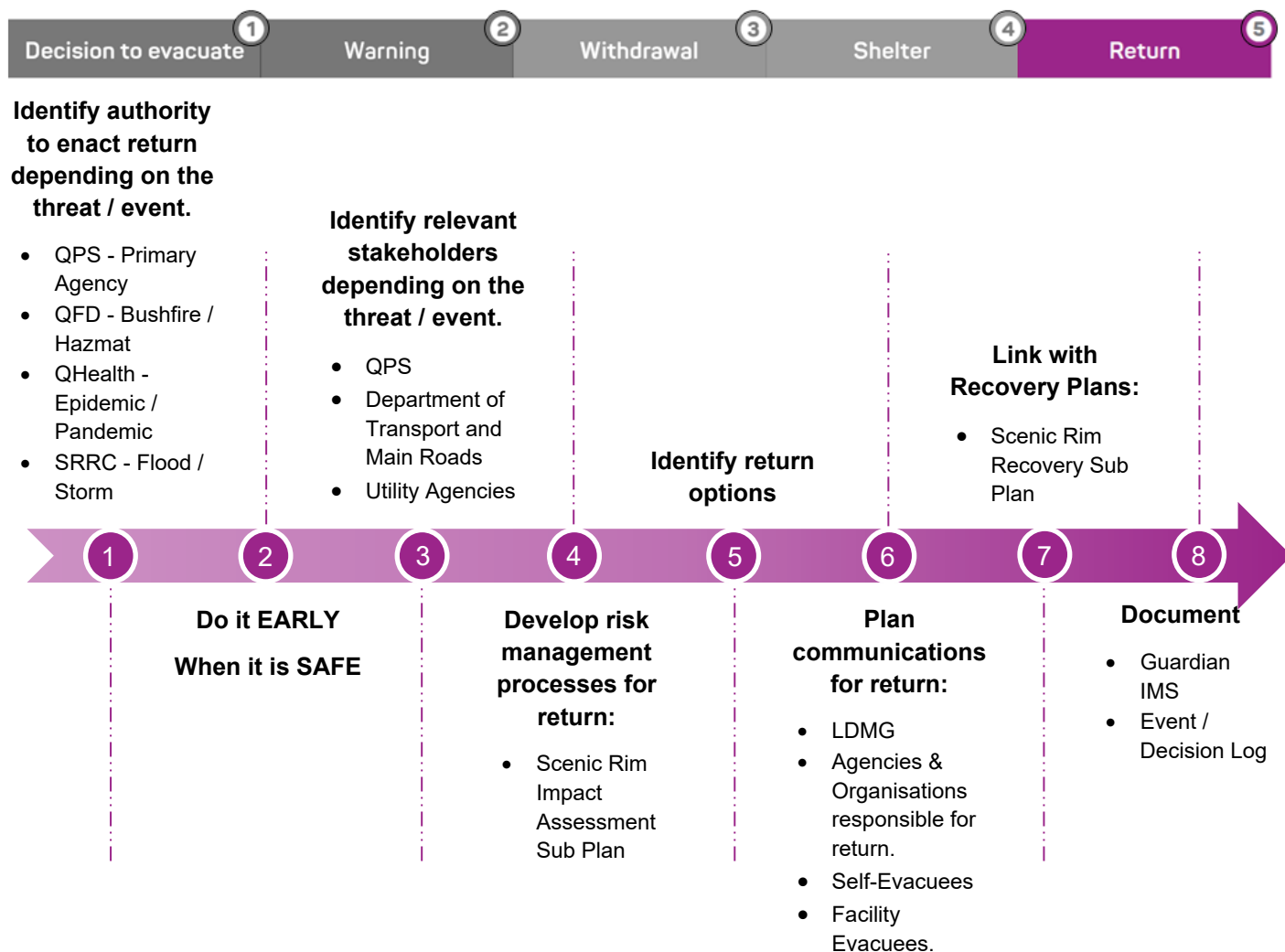- Guardian IMS
- Event / Decision Log

Figure 7: A visual overview of the key steps to the Return stage

Return is the beginning of the recovery process and therefore should commence as soon as possible after withdrawal, providing the health and safety of evacuees is not unduly compromised[42].

> **!** The evacuation process is **NOT COMPLETE** when the threat or event has passed.
>
> It is **CRITICAL** that the people return to their homes and community in a safe manner with as much support and assistance as required.

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[42] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 36.

9.1   Decision for Return

The LDMG will liaise with partner agencies in a coordinated assessment of damage and community impacts. Data gathered from the field will be used in assessing the Decision for Return[43]. The decision to begin the return process is to be made by the LDMG in consultation with all other agencies involved in the evacuation process including:

- DDC, QPS and LDC,
- Relevant Stakeholders (withdrawal, shelter & return),
- Department of Transport and Main Roads,
- Urban Utilities,
- Energex, and
- Telstra.

To determine if the impacted area is safe for return and what level of return can be safely achieved, the following issues need to be considered and where possible eliminated or controlled:

Considerations
Has the threat passed?   is there no likelihood of further impact?

Suitable management of public health issues and secondary threats in place?
      Some examples include:
            - Electrical risks,
            - Sewage contamination
            - Mosquito infestations,
            - Contaminated water supply

Are building structures safe to reoccupy?

Are utility networks and services operational?
      - Electricity
      - Water
      - Sewage
      - Communication

Are QPS required to carry out any investigations to meet Coroner needs?   If so, have these investigations been completed?
Are the roads and transport infrastructure open and safe for general use? Damaged roads and infrastructure may require engineering inspections.
Is there commercial food supplies available for the community?
Are educational institutions and workplaces able to re-open?
Security measures are in place for any damaged or unsafe areas?
Support services including financial and welfare services are available and in place (Recovery Hub if required)?

Table 4: Consideration for the safe return after an evacuation

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[43] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 36.
Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 39.

Once the threat has passed/eased there will be requests from the media to gain access to the affected area. In the interest of reducing the impact on the affected community, media access should be kept to a minimum.

9.2   Return Strategy

Once it is determined that some or all areas are safe for return, a return strategy will be developed to outline the arrangements necessary to plan and execute an organised return, and how that process will be coordinated and managed[44]. Vulnerable populations that may have required assistance during the withdrawal stage will need special consideration in the return strategy.

The return phase should be coordinated between the person(s) responsible for managing the return stage and the person(s) responsible for recovery. The point at which the return stage is completed should be agreed between those managing return and recovery [45].

9.2.1. Return Stages

There are differing stages of return, the use of each of these stages will differ for each event and return strategy. These stages include[46]:

Restricted Access to High-Risk Areas	- Allow access by emergency services and work teams: - To enable quick and effective risk assessments and clean-up efforts. - Identify areas that cannot be accessed by the public while risk elimination / reduction works occur. - Setup restricted access to these areas through signage, roadblocks Transport Management Plans (if applicable).
Temporary Re-Entry	- Allow access (or supervised access) into safe areas to affected evacuees to: - Assess damage - Collect belongings - Tend to livestock / other animal responsibilities - Consider using a permit system to ensure clear understanding of restrictions and safety concerns. - Disclose high risk 'no-go' areas. - Entry and Exit times to safe areas (may assist with traffic management). - Legal indemnity and responsible for safety.
Partial Return / Phased Return	- In the circumstances where some of the affected area is deemed safe for resident return while other parts are still deemed unsafe. - To assist with traffic management and egress into and out of the affected area, the return of the community may be planned in stages.

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44 Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 40.
45 Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 36.
46 Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 39.

9.2.2. *Return Advice*

As part of the return strategy, a return advice is required to be constructed and widely disseminated to both registered and unregistered evacuees alike[47]. Information to be detailed in the return advice may include (where appropriate) but not limited to,

- issuing authority, date and time,
- details of event and data to signify threat has abated,
- specific areas deemed safe for return, include maps where appropriate,
- suitable routes including any load limits and specific traffic control arrangements,
- public transport arrangements, where provided,
- requirement for evacuees to provide advice of proposed return to evacuation centre or other evacuee registration service, as appropriate,
- appropriate health and safety messages, if required such as the requirement to boil water before consumption, any potential public health risks,
- recovery services available, and
- contact number for further information or clarification.

9.3   Communications

Some evacuees (whose desire to return outweighs the perceived risk of return) will attempt to return to their homes before a formal return notice is issued. For this reason, it is incumbent on the agency responsible for managing the return stage to ensure people can make, as early as possible, informed choices about the risks they may face and how those risks may be mitigated[48].

The LDMG will use a wide variety of communication methods to keep the public and evacuees informed on the situation including notices and announcements at any shelter , media releases, social media announcements, website updates, broadcasts on radio and television, and notices in local papers.

It is important to maintain communication with impacted persons to ensure they are fully informed of the process required for a safe return to their homes or businesses, such as structural and electrical assessment of dwellings, safe water, public health risks and viable access routes that have been listed[49].

> **!** Even if **NO** new information is available, maintain **REGULAR** communication advising that there are no updates. will help combat misinformation and will hopefully ease tension in regard to the 'unknown' evacuees may face.

Information should be provided about:

- what to expect when they return (e.g. what they will see, smell, feel, impacts to essential services such as sewage and power),
- the residual risks returnees face,
- mitigation strategies that agencies have put in place, and additional strategies returnees may put in place to augment them,
- travel and accommodation arrangements for those requiring assistance to return,
- location of and reason for restricted areas,

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[47] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 27 & 40.
[48] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 38.
[49] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 27.

- support services available in the vicinity (e.g. health, welfare, banking, insurance, education, childcare), and
- food and water supplies, access to fuel, hardware stores.

Where the return advice relates specifically to schools, hospitals, aged care facilities and other institutions, the return advice may be provided directly to the affected agency or overarching body, such as the Department of Education or Queensland Health[50].

9.4　Transition to Recovery

While the evacuation process is completed with the return of evacuees to their homes or their transfer into medium to longer term temporary accommodation, the disaster management process continues from response into managed recovery. During the pre-planning of the return of residents to their homes it is essential that appropriate support and counselling is considered and where possible, offered through local, State agencies and/or non-government organisations. This proactive measure will promote a calm, connected environment enhancing the recovery process[51].

More detailed information on recovery can be found in the Scenic Rim Recovery Management Sub Plan[52].

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[50] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 27 & 40.
[51] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 39.
[52] The Scenic Rim Recovery Management Sub Plan is currently in development and not available.

10. Annexures

10.1 Acronyms

BoM	Bureau of Meteorology
DoE	Department of Education
DDC	District Disaster Coordinator
DDMG	District Disaster Management Group
DTMR	Department of Transport and Main Roads
FRS	Fire and Rescue Service
LDC	Local Disaster Coordinator
LDCC	Local Disaster Coordination Centre
LDMG	Local Disaster Management Group
LDMP	Local Disaster Management Plan
NSDR	National Strategy for Disaster Resilience
NSP	Neighborhood Safer Places
PPRR	Prevention, Preparedness, Response & Recovery
QAS	Queensland Ambulance Service
QDMC	Queensland Disaster Management Committee
QFD	Queensland Fire Department
QFES	Queensland Fire and Emergency Services
QPS	Queensland Police Service
RFR	Register.Find.Reunite
RFS	Rural Fire Service
RSPCA	The Royal Society of the Protection of Cruelty to Animals
SES	State Emergency Service
SMT	Shelter Management Team
SRRC	Scenic Rim Regional Council
XO	Executive Officer

10.2 Definitions

Assembly Points[53]	Assembly points may be used as a means of gathering evacuees prior to their coordinated movement away from a potential threat, and on to other safer locations.
Evacuation Centre[54]	A designated building specifically selected by the LDMG, where evacuees are provided with basic essentials including short term accommodation, until the threat has passed, and it is safe to return home or transition on to other accommodation arrangements.
Lead Agency[55]	An agency allocated responsibility to prepare for and provide a disaster management function and lead relevant organisations that provide a supporting role.
Neighbourhood Safer Places[56]	A local open space or building where people may gather, as a last resort, to seek shelter from a **BUSHFIRE**. Identified by Queensland Rural Fire Service.
Place of Refuge[57]	A building that provides shelter before a threat / events impacts or immediately after impact (<18 hours), with limited resources available to evacuees (basic needs; light refreshments, fresh water, amenities and somewhere to sit). A Place of Refuge is **NOT** an **EVACUATION CENTRE**.
Primary Agency[58]	An agency allocated primary responsibility to prepare for and respond to a specific hazard based on their legislated and/or technical capacity and authority.
Shelter in Place[59]	This is an option used when it is safer to take shelter at a home or business location until the threat has passed. Where possible shelter in a building built post-1982, that has been well maintained and has adequate supplies to remain self-sufficient for some time after the threat / event has passed.
Council	Scenic Rim Regional Council, the local government area

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[53] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 32.
[54] Australian Red Cross (2023). Evacuation Centre Field Guide, p 1.
[55] Queensland Fire and Emergency Services (2018). Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guidelines, Glossary p 94-105.
[56] Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 31.
[57] Australian Red Cross (n.d.). Emergency Sheltering in Australia: Considerations Beyond the Four Walls and a Roof, poster.
  Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 33.
[58] Queensland Fire and Emergency Services (2018). Queensland Prevention, Preparedness, Response and Recovery Disaster Management Guidelines, Glossary p 94-105.
[59] Australian Institute for Disaster Resilience (2023). Australian Disaster Resilience Handbook Collection, Handbook 4: Evacuation Planning, p 3.
  Queensland Fire and Emergency Services (2018). Evacuation: Responsibilities, Arrangements and Management - Manual.1.190, p 31.

10.3　Schedule of Tables and Figures

Figures

Tables

10.4　List of Annexures

ANNEXURE A: If a Disaster Struck, Would you be ready to Evacuate Pamphlet, https://www.scenicrim.qld.gov.au/council-services/disaster-management

ANNEXURE B: List of Aged Care Facilities within the Scenic Rim region [NOT FOR PUBLIC RELEASE]

ANNEXURE C: List of Education Institutions within the Scenic Rim region [NOT FOR PUBLIC RELEASE]

ANNEXURE D: List of Tourist Accommodation within the Scenic Rim region [NOT FOR PUBLIC RELEASE]

ANNEXURE E1: Evacuation Checklist [NOT FOR PUBLIC RELEASE]

ANNEXURE E2: Evacuation Timeline Calculator (Excel Workbook) [NOT FOR PUBLIC RELEASE]