6 Chapter 6: Response

6. Response

Key points

- Response is primarily about protecting life, critical infrastructure, property and the environment.
- First responders to an emergency are often the local community and local emergency responders.
- Arrangements include systems for incident management, unity of command and coordination, and effective communication.
- A key feature of response is the provision of timely warnings and information to enable the community to act to protect themselves.
- Response planning should adopt an 'all hazards' approach and be applied at incident (local), region and state levels.
- Planning for relief and recovery commences in parallel with the response phase.

6.1 Overview

Response is:

- *Actions taken in anticipation of, during, and immediately after an emergency to minimise its effects and so people affected have immediate relief and support.*

Protecting and preserving life is the priority

Preventing and mitigating losses, including damage to critical infrastructure and the natural environment, are also response goals.

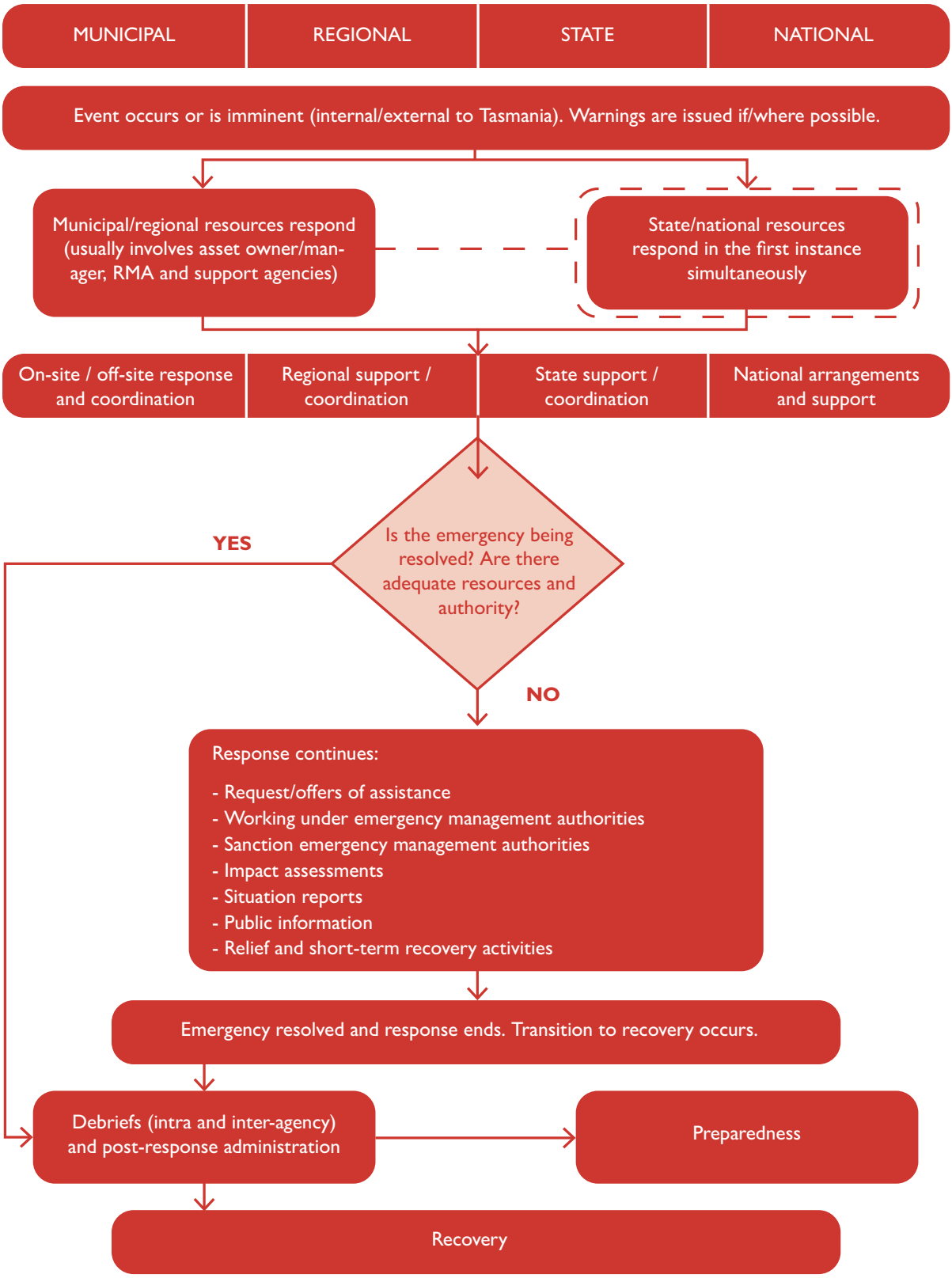
Successful response planning includes timely information and warnings to enable community action to minimise the vulnerability of:

- people;
- essential services;
- critical infrastructure owners and operators; and
- businesses.

Tasmania has emergency management legislation, structures, plans and procedures to respond to impending or actual emergencies. Established emergency services and the emergency management sector coordinate all available resources at municipal, regional and state levels.

The TEMA and enabling legislation identify those specific agencies/organisations as the RMA, depending on the hazard and the associated capabilities and capacity required to resolve the incident (see TEMA tables 9 – 11).

Figure 6: Summary of response processes



6.2 Two primary phases of response

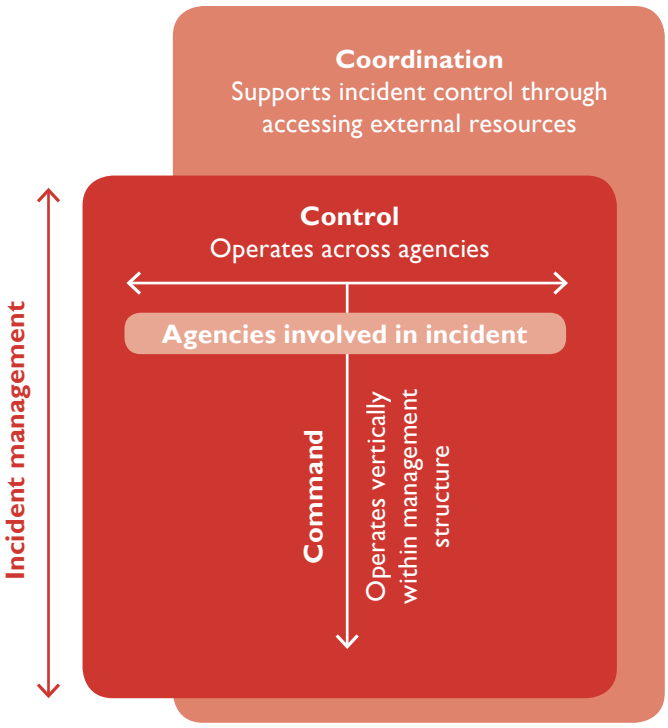
Operational	**Command** and **control** of resources to resolve the incident.
Emergency management	**Coordination** of multi-agency resources to manage the consequences of the incident (including relief and short-term recovery) and the transition from response to recovery.

In the context of response, '**emergency management**' is defined as (per section 3 of the Act):

- *The planning, organisation, coordination and implementation of measures that are necessary or desirable to…respond to, resist, adapt to, overcome and recover from and emergency.*

6.3 Command, control and coordination arrangements

Figure 7: Command, control and coordination



Command – is the internal direction of the members and resources of an agency in the performance of the agency's roles and tasks, by agreement, and in accordance with relevant legislation. Command operates vertically within an organisation.

Control – refers to the overall direction of operational response and/or emergency management activities in an emergency situation. Authority for control is established in legislation or in emergency plans. Control carries with it the responsibility for tasking support organisations in accordance with the needs of the situation. Control relates to situations and operates horizontally across agencies.

Coordination – is the bringing together of agencies and other resources to support an emergency management response. It involves the systematic acquisition and application of resources (organisational, human and material) in an emergency situation.

Coordination involves the bringing together of agencies/organisations and resources to ensure effective response to, and transition to recovery from, emergencies. The main functions of coordination are:

- to ensure effective structures have been established and maintained in respect to response and/or recovery operations;
- to ensure relevant authorities, agencies and organisations are performing the functions and responsibilities assigned to them by legislation and/or the TEMA;
- to support the RMA, support agencies and recovery authorities, including the acquisition and allocation of additional resources;
- to ensure effective information sharing; and
- to ensure the timely provision of relevant information to the Tasmanian Government and the Tasmanian community.

6.4 Incident classification

Response arrangements are scalable and flexible.

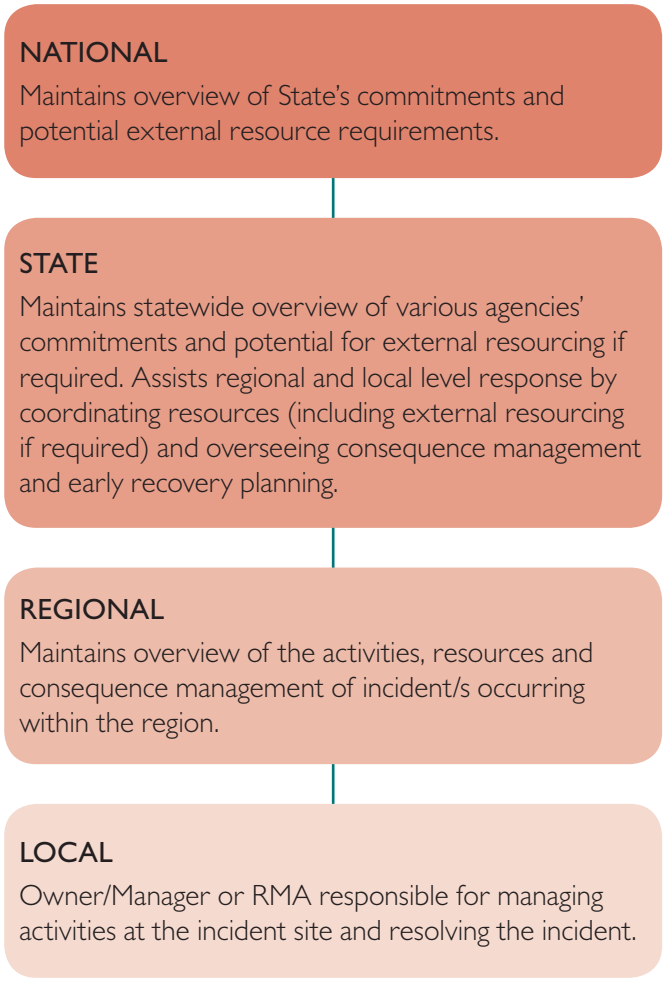
The Australasian Inter-service Incident Management System (AIIMS) uses an incident classification model which identifies three levels of incident response, from one to three, in ascending order of complexity:

- Level 1 incident: can be resolved with local or initial response resources.
- Level 2 incident: is more complex either in size, resources or risk. It needs:
  - resources beyond the initial response; or
  - the sectorisation of the incident; or
  - the establishment of functional sections due to the level of complexity; or
  - a combination of these.
- Level 3 incident: has complexity that may require divisions for effective management of the situation. These incidents will usually involve delegating functions.

The owner/manager or the RMA can resolve most incidents effectively at the incident site (level 1). As an incident grows and becomes complex, so does the need to share information, coordinate resources and for oversight. There may need to be regional and state level arrangements activated to manage and coordinate resources, consequences and public information across regions or the state.

There are also arrangements for national crisis coordination. Note that some sectors (e.g. health) have different national response and recovery coordination models which vary from the traditional emergency management model summarised below.

Figure 8: Local to national coordination pathway

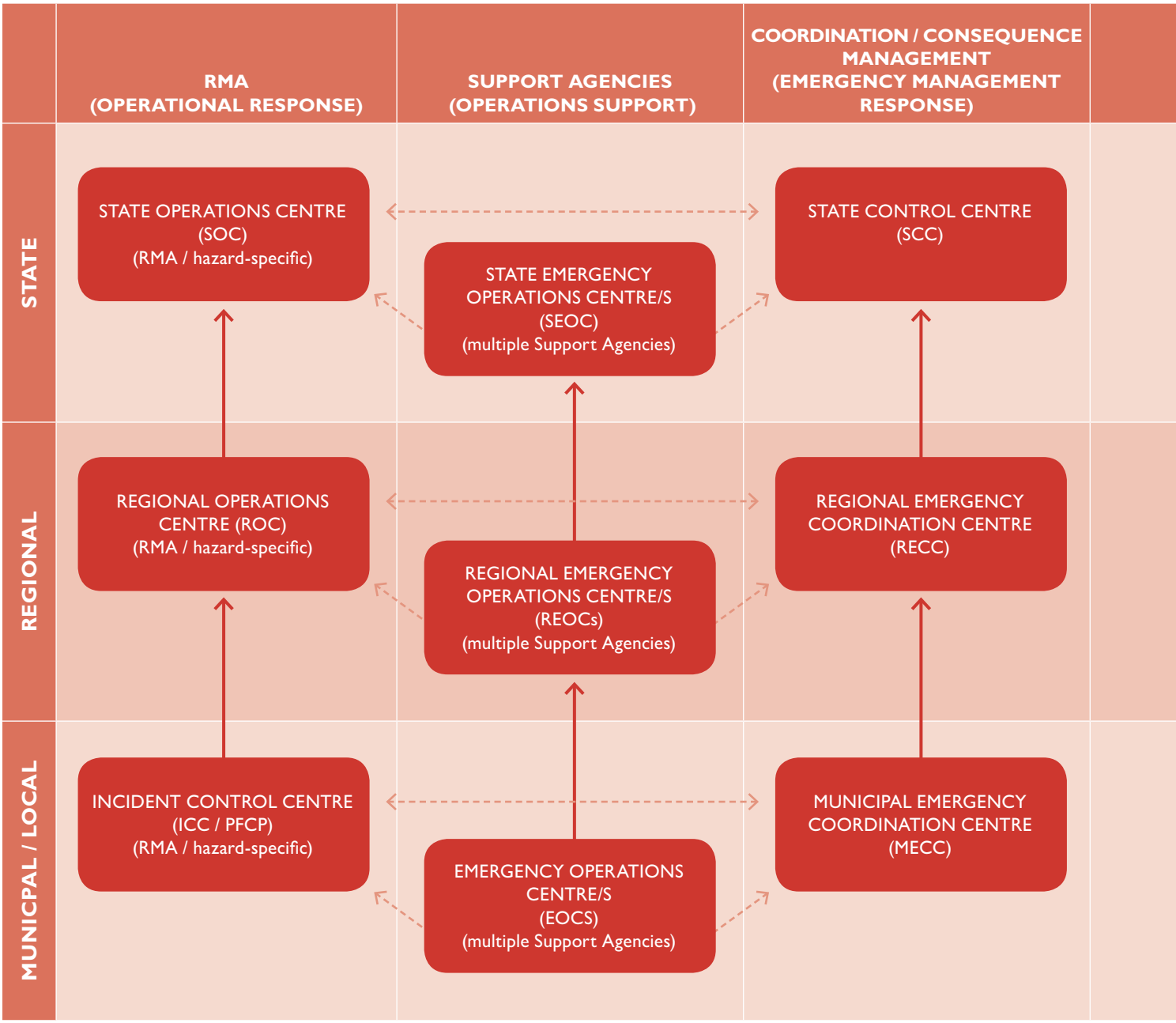


The AIIMS incident levels are noted as equivalent to the Tasmanian municipal, regional and State arrangements (below) as a guide for the information in this chapter.

- Level 1 = Municipal arrangements
- Level 2 = Regional arrangements
- Level 3 = State arrangements

AIIMS Incident levels do not necessarily fit comfortably within the three levels of Tasmania's emergency management arrangements or for some hazards and escalation of incident levels. Incident levels also reflect complexity, risk and resourcing requirements.

Figure 9: Response management structures and interoperability continuum



	COMMUNICATIONS	RESOURCES	EM PLANS/ SOPS	COMMAND/CONTROL & COORDINATION
	Inter-agency / intra-agency communications requirements are **HIGH.** Increased need to brief upward from region to State.	Resource interoperability between agencies is **MEDIUM–HIGH.**	State arrangements come into play. Interface between localised, regional and state plans / protocols required to a **HIGH** degree.	Collaboration between agencies at a regional and state level. Specific incident management rests with Management Authorities. Overall coordination of emergency management response rests with State EM Controller.
	Inter-agency / intra-agency communications requirements needed. Regional EM Controller must be briefed. Upwards briefing from Regional EM Controller to State EM Controller required.	Utillisation / deployment of resources required at a regional level. Requirements for inter-agency resource interoperability are **MEDIUM-HIGH.**	Regional protocols / SOP's and plans come in to play. Interface between localised and regional plans / protocols required.	Regional collaboration between agencies. Specific incident management rests with Management Authorities. Overall coordination of emergency management response rests with the Regional EM Controller.
	Individual agency communication protocols apply. Briefing upwards to Regional EM Controller required for situational awareness.	Utillisation / deployment of individual agency resources. Requirements for inter-agency resource interoperability are **NIL–LOW.**	Individual EM Plans and SOP's apply with supporting agency plans and SOP's apply if required.	Individual agencies working independently. Command / control rests with Management Authorities.

6.5 Operational response

Operational response starts when an incident begins and continues for the time it takes to resolve the incident, in accordance with the Incident Action Plan (see below for further details).

When an incident occurs, initial response actions are carried out at the site by those who have the primary responsibility for protecting the life, property or environment that is under threat. This is generally the asset owner or manager of the property or service and/or the people at the incident site.

If people are not present or not able to respond effectively, the specified RMA has responsibilities and authority to take control of the situation and resolve the incident.

The RMA is responsible for deploying resources to:

- save lives;
- protect property and the environment; and
- preserve the social and economic structures of the community.

The RMA is also responsible for:

- issuing warnings;
- the risk assessment and decision to evacuate; and
- providing operational information to the community and media.

RMA actions are aligned with internal operational doctrine and pre-planned arrangements described in relevant emergency plans at municipal, regional and state levels.

Functional 'support' agencies/organisations provide support to the RMA's operational response and/or support to the coordination and management of the consequences of the incident and transition from response to recovery (see TEMA table 11).

6.6 Other elements of operational and emergency management response

Later in this chapter, other elements of response are outlined in more detail including:

- Warnings
- Call Centres
- Interoperability arrangements
- Communication strategies
- Emergency Services GIS and desktop mapping services
- Impact and damage assessments
- Evacuation
- Disaster Victim Identification
- Relief and short-term recovery
- Financial management and assistance
- Offers of assistance

6.7 Incident management

In Tasmania, fire and emergency services and other emergency management partner agencies/organisations have adopted – or adapted – a common system of incident management: AIIMS. TASPOL have adopted a very similar system of incident management in line with other police services around Australia: Incident Command and Control System Plus (ICCS+).

Emergency management and coordination arrangements described in this chapter are based on an adapted version of AIIMS to suit the circumstances.

There will always be multiple support agencies involved in a response, especially if it escalates from the original incident site or there are not enough resources onsite to resolve the incident. AIIMS provides RMAs and support agencies with a common system for managing those responses.

AIIMS is a system for the management of all incidents. Incidents can be imminent or actual, occurring in the

natural or built environment. AIIMS can be used for many other activities that emergency management organisations, and those that support them, have to deal with (including exercising).

AIIMS provides:

- Established arrangements for organisations to work together.
- 'Comprehensive' and 'integrated' approach to emergency management.
- 'All hazards – all agencies' model of emergency management.
- Whole-of-government approach. It is essential that government agencies communicate, work together and plan collaboratively with communities.

AIIMS defines 'Incident management' as:

- ***Those processes, decisions and actions taken to resolve an emergency incident and to support recovery, thereby enabling the community to return to 'normality'.***

AIIMS is based on five principles.

Table 19: AIIMS five principles

1. Unity of command • Each individual should report to only one Supervisor. • There is only one Incident Controller (IC). There is one set of common objectives for all those responding to an incident, leading to one consolidated plan for all responders.
2. Span of control Span of control refers to the number of groups or individuals that can be successfully supervised by one person.
3. Functional management (see table below) AIIMS defines a 'function' as follows: an activity or grouping of activities addressing core responsibilities of the IC. There are many different combinations of tasks that could be grouped together as 'functions'. AIIMS identifies eight groups as the most useful for managing incidents. Within AIIMS, the functions are performed and managed by the IC. When required, the IC can delegate one or more of the functions but still remains accountable at all times.
4. Management by objectives • the IC communicates agreed incident objectives *(which capture the IC's Intent)* to everyone involved in the incident. • All incident personnel work towards these objectives. • The Incident Action Plan (IAP) outlines the current plan for achieving these objectives.
5. Flexibility • A flexible approach to the application of AIIMS is essential. • The system can be applied across the full spectrum of incidents. • Any rigid application of the structures and processes may compromise the effectiveness of the response.

Table 20: AIIMS functional management groups

Control	Management of all activities necessary for the resolution of the incident.
Planning	The development of objectives, strategies and plans for the resolution of an incident based on the outcomes of collection and analysis of information.
Intelligence	The task of collecting and analysing information or data, which is recorded and disseminated as intelligence to support decision making and planning.
Public Information	Provision of warnings, information and advice to the public, and liaison with the media and affected communities.
Operations	Tasking and application of resources to achieve resolution of an incident.
Investigation	Conducting investigations to determine the cause of an incident and/or to determine factors that contributed to the impact of the incident or specific events.
Logistics	Acquisition and provision of human and physical resources, facilities, services and materials to support achievement of incident objectives.
Finance	Managing: • accounts for purchases of supplies and hire of equipment; • insurance and compensation for personnel, property and vehicles; • the collection of cost data and provision of cost-effective analyses; and providing cost estimates for the incident.
Safety	Safety is more than a function – it is an inherent task of all functions.

Managing incidents effectively requires:

- everyone working towards a common objective;
- good communication flows;
- good teamwork in multi-agency teams;
- learning from past events through debriefs and shared information; and
- clearly defined roles.

The IC is the individual responsible for the management of all incident operations.

By delegating some or all of the functions, the IC builds a team to assist in managing the incident response. The Incident Management Team (IMT) is a critical concept in AIIMS.

The IMT helps to ensure that control of the incident:

- is properly planned;
- is adequately resourced;
- is suitably implemented;
- provides for safety and welfare;
- informs and assists effected communities;
- minimises impacts on infrastructure and the environment; and
- is effective and efficient.

An IAP provides relevant information to everyone managing the incident and communicates the IC's Intent.

Risk is managed and reduced by using the incident management structure and the decision-making and planning processes.

6.7.1 Key operational roles

There can only be one operational IC. To avoid confusion, response support agencies should not use the title IC (including tabards). The senior officer of any support agency present should adopt a generic title, such

as Fire Commander and Ambulance Commander.

In accordance with the National Counter-terrorism Handbook, when a Police Forward Command Post is operating, TASPOL will continue to use the title 'Police Forward Commander'.

6.7.2 Incident Control Centre (ICC)

An ICC is established to enable the RMA to effectively command and control their response to an incident. The IC and IMT operate from the ICC. They perform some or all of the functional roles described above, depending upon the scale of the incident.

TASPOL refer to an ICC as a Police Operations Centre (POC).

Depending on the type of incident (including the magnitude of impacts), other agencies/organisations may establish a centre from which they support or manage internal-to-agency response. To avoid confusion with an ICC, these centres should be referred to as an Emergency Operations Centre (EOC).

The activities within the ICC / POC / EOC focus on operational response, either as RMA or support agency.

RMAs must have:

- established arrangements and procedures to activate and manage their ICC; and
- an appropriate facility for their ICC.

Support agencies must also have established arrangements, procedures and facilities for an EOC.

Some events may need onsite, mobile or forward operations/command facilities. SES, TASPOL and the TFS maintain equipment and resources for those facilities if required.

6.7.3 Notification and Situational Awareness

Pre-established (and maintained) contact lists for all emergency management stakeholders at all levels are essential. This enables early notification of:

- an incident and initial response activities; and
- activation of Operations Centre/s.

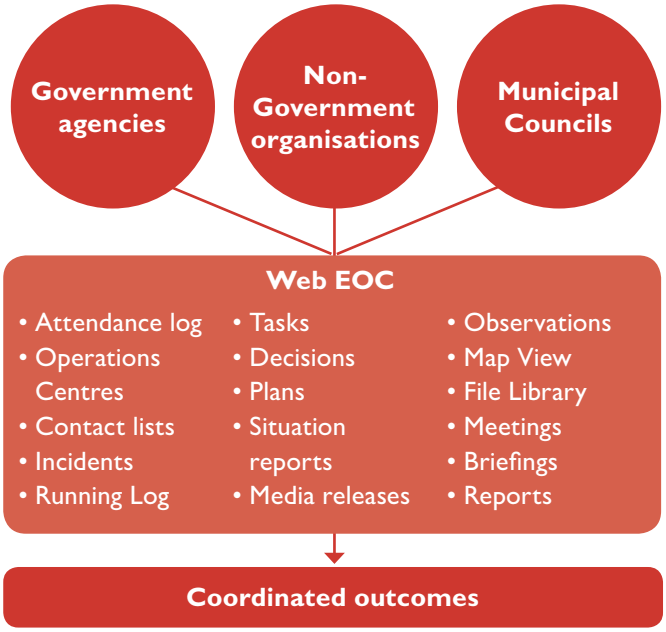
Notifications and situation reports must also be entered into the Tasmanian web-based emergency operations centre (WebEOC).

6.7.4 WebEOC

TASPOL administers WebEOC.

- WebEOC is Tasmania's online Emergency Operations Centre.
- It is an all-inclusive, multi-agency, all-hazard information sharing system.
- Provides a single access point for communication and resource sharing.
- Records decisions made and actions taken.
- Improves situational awareness.
- Supports decision-making processes.
- Enables real-time capturing of observations for lessons management.
- It is not intended to hold security classified or sensitive information.

Figure 10: WebEOC input, functionality and outcomes



There are established protocols for creating a WebEOC 'Incident' relating to the response to an incident that ensure that all WebEOC users are literally on the same page. All information relating to that particular incident, regardless of the source of the information, must be entered into that particular WebEOC Incident to enable a single point for communication, information sharing and situational awareness.

Once the WebEOC Incident has been created, the Incident reference number must be included in all communications (e.g. notifications, situation reports) relating to the incident. New incident details will be automatically distributed to all stakeholders by the Whispir notification system by SMS and/or e-mail. Whispir notifications will appear to come from DPFEM when received as an SMS.

6.7.5 Initial actions – operational response

The initial actions taken by the appointed IC and supporting IMT include:

Confirm RMA leadership positions and incident management structure and communicate the arrangements to all relevant stakeholders via WebEOC (and other means such as email notifications).

5. Develop a common understanding about what:
    - has happened;
    - is currently happening;
    - has to happen; and
    - potential consequences.
6. Prepare an IAP that describes the IC's intent and response objectives.
7. Disseminate the IAP to all stakeholders via WebEOC and establish processes to monitor the performance and effectiveness of the implemented actions.
8. Establish a communication (briefing) schedule and enter it into the WebEOC Incident.
9. Establish contact with the Regional EM Controller and ensure ongoing communication between the IC and Regional EM Controller in relation to their coordination (consequence management) intent.
10. Determine who the relevant (external to IMT) stakeholders are in the circumstances and who can provide expertise and advice if/as required.
11. Prepare initial public information and media release/s.
12. Ensure all information and communication (including decisions) relating to the incident is entered in to the WebEOC Incident.

By using the AIIMS functional management approach, many of these activities can be performed at the same time by the IC and members of the IMT.

6.7.6 Security of the emergency site/s and preservation of (forensic) evidence

The RMA is responsible for making appropriate arrangements in the initial stages of a response to secure the site/s and preserve evidence. The RMA will work with the owner/manager of the property or service in making those arrangements.

6.8 Emergency management response

If the incident has potential to or is creating community-wide consequences, the RMA can request the Municipal EM Coordinator and/or the Regional EM Controller / State EM Controller to assume responsibility for consequence management. **The RMA retains responsibility for resolving the incident.**

Incidents that impact on the community, infrastructure, environment and/or the economy of the affected area require coordination of multiple agencies/organisations at municipal, regional or state-level to manage the consequences of the incident. This includes:

- relief and short-term recovery arrangements;
- early recovery planning; and
- transition to long term recovery.

The Regional EM Controllers and the State EM Controller can activate the broader emergency arrangements as necessary to improve multi-agency coordination.

6.8.1 Emergency Coordination Centres (ECC)

An ECC is a facility from which municipal or regional coordination and consequence management occurs. An ECC may be activated in one or multiple municipalities or regions, depending on the scale of the incident or emergency.

The primary differences between the functions carried out at an ICC (and/or EOC / POC) and ECC are identified below:

Table 21: Functions of an ICC and an ECC

INCIDENT CONTROL CENTRE (ICC) EMERGENCY OPERATIONS CENTRE (EOC) POLICE OPERATIONS CENTRE (POC)	EMERGENCY COORDINATION CENTRE (ECC)
Sets objectives, determines strategies and tactics to **resolve the incident** or certain aspects of it.	Sets objectives, determines strategies and tactics to resolve **consequences** of the emergency (can be agency-specific, multi-hazard or whole-of-government / community focused).
Allocates, deploys and manages resources for **tactical/ operational response** to the incident.	Allocates, deploys and manages resources to address **consequences** of the emergency.
Usually agency-specific (the RMA will establish the ICC and support agencies establish their own EOC).	Staffed by an Emergency Management Team (EMT) and a range of **agency Liaison Officers/Advisors**.
Provides the public and media with **operational information** about the incident.	Coordinates and disseminates public information about the **consequences** of the emergency and transition to recovery.

If an incident is likely to cause significant community consequences and an ECC has been activated, the RMA must provide an Operational Liaison Officer (OLO) to the ECC(s) to support effective collaboration between operational response and consequence management activities.

The arrangements for ECCs are summarised below. Specific details relating to the activation/de-activation of ECCs (including the State Control Centre) are in the:

- *Guidelines for Municipal Emergency Coordination Centres;*
- *Guidelines for Regional Emergency Coordination Centres;* and
- *Guidelines for the State Control Centre.*

Table 22: Arrangements for ECCs

ARRANGEMENTS	Municipal Emergency Coordination Centre (MECC)	Regional Emergency Coordination Centre (RECC)	State Control Centre (SCC)
Requested / recommended by	Senior Officer for the RMA and/or the Municipal EM Coordinator	Senior Officer for the RMA and/or SES Regional EM Planners	Senior Officer for the RMA and/ or Regional EM Controller
Activated /de-activated by	Municipal EM Coordinator	Regional EM Controller	State EM Controller
Assisted by	MEMC (refer Guidelines for MECC)	REMC (refer Guidelines for RECC)	SEMC (refer Guidelines for SCC)
Primary location	Refer to Municipal EM Plans	Refer to Regional EM Plans	Hobart
Notification provided to	MEMC SES Regional EM Planners Council General Manager All key stakeholders (including ICC/EOCs) via WebEOC	State EM Controller REMC All key stakeholders (including ICC/EOCs) via WebEOC	MCEM SEMC Regional EM Controllers All key stakeholders (including ICC/EOCs) via WebEOC AGCCC

6.9 Municipal level response

The asset owner/manager of the people and property under threat is responsible for resolving a level 1 incident. The asset owner/manager may be the Municipal Council. In that case, the Municipal Council is responsible for resolving the incident.

If people are not present at the incident site or the asset owner/manager are not able to respond effectively, the relevant RMA has authority to take control of the situation. It is likely that a RMA will take control of most level 1 incident.

The RMA is responsible for resolving the incident and the command/control of resources to effectively resolve the incident.

The RMA is responsible for:

- Issuing warnings.
- Risk assessment and decision to evacuate.
- Public information and media about operational information.

Municipal Councils can be asked to support the RMA and make resources available as needed. The RMA directly requests the Municipal EM Coordinator for support or resources.

The Regional EM Controller retains oversight of all response and emergency management activities within the region, which includes all municipalities.

6.9.1 Municipal Council considerations and typical response actions

MEMPs include a list of Municipal Council considerations and response actions typically taken by Municipal Councils in response to a level 1 incident. In summary, the actions may include:

- establish and communicate the location for coordination of Municipal Council resources and requests;
- manage requests for assistance and resources;
- open and manage centres as required (e.g. EOC and/or MECC);
- open the municipality's evacuation centre if requested to do so (see below for further details);

- provide the community with information;
  - ongoing assessment of impacts and consequences of the incident, especially for critical infrastructure and essential services within the municipality;
  - updating stakeholders and the Regional EM Controller as required;
  - coordinate meals and relief/accommodation for Municipal Council workers.

6.9.2 Managing Council support resources

To enable support or internal-to-council response activities, the Municipal Council may activate their EOC. Functions of a Municipal Council EOC include:

- management of Council taskings, personnel and resources;
- establishment and monitoring of communication networks (including WebEOC);
- coordination of response support operations;
- management of requests for additional support;
- management of logistical support for EOC personnel;
- financial and records management;
- recording decisions made in the EOC; and
- recording observations for lessons management purposes.

Municipal Councils should have established arrangements and procedures to activate and manage their EOC and an appropriate facility for their EOC.

The Municipal Council's General Manager is responsible for providing adequate staff and resources to operate a Council EOC if it is activated.

6.9.3 Interoperability arrangements

Municipal Councils often have resource sharing arrangements with other Municipal Councils and organisations. Those arrangements may also be managed and coordinated through an EOC and/or a MECC (if activated).

The Regional EM Controller may provide additional support to Municipal Councils if requested to do so.

6.9.4 Role of the Municipal EM Coordinator during a level 1 response

The functions and powers of a Municipal EM Coordinator are detailed in section 24 of the Act.

During an incident, and in summary, the functions of a Municipal EM Coordinator include:

- assist and advise the MEMC Chairperson and the Municipal Council on all matters relating to an incident (or incidents) within the municipal area or combined area;
- brief the Regional EM Controller, through the SES Regional EM Planner (REMP);
- ensure that the resources of the Municipal Council are coordinated and used for the activation and management of an evacuation centre and recovery centre in the municipal area if requested to do so by the Regional EM Controller;
- ensure that instructions and decisions of the Municipal Council, the MEMC, the MEMC Chairperson and Regional EM Controller are communicated to and adequately carried out by whoever they are directed (individuals and/or agencies/organisations);
- to consider whether any powers or declarations under the Act need to be used or made for the purposes of emergency management, relating to the incident/s occurring within the municipal area;
- advise the Regional EM Controller of a need to enact any powers or declarations under the Act;
- consider whether the resources of any other municipality are necessary to support the emergency management response and to request those resources;
- assist the SES Unit Manager/s with the supply and coordination of equipment and facilities provided to the SES by the Municipal Council during a

response (if required).

The functions and powers of a Municipal EM Coordinator can include functions and powers imposed or determined by the Regional EM Controller by written notice provided under section 18 of the Act.

6.9.5 Role of a MEMC during level 1 incidents

Members of the MEMC are responsible for providing advice within their area of expertise or agency. MEMC members may be requested to coordinate and manage resources from their respective agencies/organisations in support of a MECC and the Regional EM Controller.

The Municipal EM Coordinator, the MEMC Chairperson and the Municipal Council are assisted by MEMC members in the performance and exercise of their functions and powers under the Act.

The MEMC Chairperson may convene MEMC meetings during response or recovery operations to share information and provide advice or support as required.

The MEMC is not an operational controlling authority. This means that the MEMC has no authority in the command, control or coordination of a response to an emergency.

6.9.6 Coordination of Municipal EM arrangements

The Municipal EM Coordinator is responsible for activating a MECC if required.

The functions of a MECC include:

- providing the facility for coordination for the municipal emergency management response;
- maintaining information flow to all key stakeholders, using WebEOC and other means of communication;
- coordinating any requests for additional resources from emergency management authorities;
- monitoring operational activities within the municipal area;
- providing information to the local community;
- coordination of media enquiries and releases (non-operational information);
- maintaining financial and records management arrangements.

The Municipal EM Coordinator manages a MECC. The Municipal Council's General Manager is responsible for providing adequate staff and resources to operate a MECC if it is activated. MECC staff may be MEMC members.

Operational Liaison Officer/s (OLOs) from the RMA and supporting agencies provide advice and situational awareness between the incident site and the Municipal EM Coordinator / MECC (if activated).

The Municipal EM Coordinator works closely with the SES REMP for advice and support as required. The Municipal EM Coordinator and the SES REMP ensure appropriate briefings are prepared for the Regional EM Controller.

6.9.7 Public information and media

Timely, relevant, clear and consistent information to the public and the media is crucial. The RMA is the source of operational-related information. The Municipal EM Coordinator (through a MECC Public Information Officer if activated) should work closely with the RMA Public Information Officer to coordinate public information and media messaging at the municipal level.

Support for municipal level public messaging and media is available through regional public information and media arrangements. The SES REMP is the link to those support resources if required.

Once the RMA and the Municipal EM Coordinator have mutually cleared the information for release, the information can be released through all channels, including social media.

Municipal Councils can also provide the information through Council's public enquiries reception area and switchboard, the Council's social media pages and website. A Frequently Asked Questions (FAQ) sheet

or script helps Council staff and ensures consistent information is being provided to the community.

6.9.8 Evacuation

Before deciding to undertake an evacuation, the risk it poses must be assessed by the RMA. This assessment will often be brief, although if time permits, relevant stakeholders should be consulted before making a decision to evacuate.

Once a risk assessment has been completed, the RMA IC makes the decision that an evacuation from an area that has the potential to be or is being impacted by the incident is required to ensure protection of lives.

TASPOL are the management authority for planning and coordinating an evacuation. They are supported in the evacuation process by a number of agencies such as the SES.

The Regional EM Controller will be notified by the RMA that an evacuation is required and will instruct the SES REMP to contact the relevant Municipal EM Coordinator to open the evacuation centre in the affected or neighbouring municipality.

The physical location of the evacuation centre must then be included in all warnings, public information and media releases. This information must also be entered into WebEOC.

Evacuation is one of the key considerations by the Regional EM Controller when determining whether the level 1 incident has, or is likely to, escalate to a level 2 regionally-managed emergency.

6.9.9 Briefing the Regional EM Controller

During a level 1 incident, the Regional EM Controller can:

- offer assistance;
- be requested to provide assistance; and/or
- assume overall coordination of emergency management response activities (per section 18 of the Act).

Emergency powers established under the Act do not have to have been authorised for the Regional EM Controller to assume overall coordination of the emergency management response of a level 1 incident.

The decision to assume overall coordination of a level 1 incident must be documented and (written) notification of the transfer of responsibility provided to:

- the RMA;
- Municipal EM Coordinator;
- Municipal Council General Manager; and
- MEMC Chairperson.

The State EM Controller must also notified in writing, for situational awareness and for future consideration if necessary.

The SES REMP is responsible for briefing the Regional EM Controller (and other stakeholders) about:

- what has happened;
- what is currently happening;
- what has to happen; and
- potential consequences of the incident.

The Regional EM Controller must maintain situational awareness through an exchange of information with the RMA and the Municipal EM Coordinator through the SES REMP. This enables them to assess the following indicators that the level 1 incident has the potential to or is escalating to a level 2 incident and regional arrangements should be activated:

- in consideration of advice and/or a request by the RMA and/or recommendation of the Municipal EM Coordinator;
- in response to a request or direction by the State EM Controller;
- the geographic area, severity or nature of the incident and its actual or potential impact on the region;
- if management of the incident is beyond the capacity of the RMA and/or Municipal Council/s;
- if there is a community expectation for regional leadership;
- the potential impact on multiple sectors, industry

of regional importance or the regional economy; and

- the level of involvement required by the Regional EM Controller in coordinating the emergency management response and delivering public information.

6.9.10 Escalation of a level 1 incident

The key AIIMS principles of **scalability** and **flexibility** apply.

Operational response – escalation

The RMA retains responsibility for:

- successfully resolving the incident;
- the security of the incident site/s; and
- preservation of (forensic) evidence.

RMA's (internal) operational doctrine and pre-planned arrangements provide for arrangements if an incident escalates from local to regional level.

RMA response plans and activities are included under 'Response' in the SSEMP for which the RMA is responsible.

The RMA may activate a ROC from which the oversight and coordination of operational response activities within the region occurs. There will still be only one IC appointed for each incident if there are multiple incidents occurring within the region.

Functional 'support' agencies/organisations may activate a regional EOC.

Emergency management response – escalation

The Regional EM Controller can be requested for assistance by:

- the owner/manager of the incident site (or the RMA) to resolve the incident; and/or
- the Municipal EM Coordinator, to manage the consequences of the incident, including any relief and recovery activities that may be required.

The Regional EM Controller can activate broader emergency management arrangements as necessary to increase the level of coordination.

The activation of regional emergency management arrangements may occur due to an authorisation or declaration by the State EM Controller in accordance with Divisions 3 and 3A of the Act.

Authorisations or declarations under the Act may be verbal but must be confirmed in writing as soon as practicable.

6.10 Regional level emergency management response

The Regional EM Controller must provide regular situation reports to the State EM Controller, including the progress of response operations, emerging issues and future intentions.

The State EM Controller must have written confirmation from the Regional EM Controller of who has responsibility for the command, control and coordination of an emergency at any time.

Municipal activities and functions will continue to be managed by MECCs (if activated), with oversight and support provided by the Regional EM Controller who may be supported by a RECC.

6.10.1 Regional activation protocols and typical actions

REMPs include a list of regional activation protocols for the 'Standby' and 'Activate' phases of regional emergency management.

Regional 'standby' activity involves liaising closely with the Municipal EM Coordinator for situational awareness about the incident and potential community consequences. This includes relief and short-term recovery activities that may be required.

Regional 'activation' activity means that the REMT may

be brought together in anticipation of a RECC being activated. The REMC is informed.

6.10.2 Role of the Regional EM Controller

The role of the Regional EM Controller during a level 2 emergency management response includes:

- supporting the RMA to meet the strategic objectives, priorities and high-level activities if required;
- assisting and advising the State EM Controller on all matters with respect to emergency management within the region;
- determining whether powers or declarations under the Act need to be invoked and advising the State EM Controller of that determination;
- issuing emergency management-related instructions to all relevant agencies/stakeholders within the region;
- requesting the resources of another region for emergency management purposes if necessary;
- performing the role of Chair for the REMC;
- activation and de-activation of a RECC;
- guiding the activities of the RECC (if activated) that pertain to the region; and
- providing information required to support the transition to recovery under section 24F of the Act.

6.10.3 Role of a REMC during level 2 emergencies

One of the functions of a REMC is to assist the Regional EM Controller in the performance and exercise of their functions and powers. Members of the REMC are responsible for providing advice to the Regional EM Controller within their field of expertise, specifically relating to the management of consequences of the emergency.

The Regional EM Controller, as Chairperson of the REMC, may convene REMC meetings as required during a response to share information and provide advice or support.

The REMC is not an operational controlling authority. This means that the REMC has no authority in the command, control or coordination of a response to an emergency.

6.10.4 Coordination of regional emergency management arrangements

If the Regional EM Controller takes responsibility for the coordination of the emergency management response within the region, it does not displace or interfere with the command and control structure of the RMA or other supporting agencies. The responsibilities and accountability of the RMA is not diminished and the RMA remains responsible for resolving the incident/s.

The Regional EM Controller is responsible for decision-making in relation to a RECC, specifically, the decisions to activate a RECC and to de-activate a RECC. A summary of the role and functions of a RECC is below. For further details see the *Guidelines for a Regional Emergency Coordination Centre (RECC).*

6.10.5 Role and functions of a RECC

If activated, the RECC will use an adapted AIIMS structure to the extent required by the emergency.

The Regional EM Controller is responsible for approving a RECC management structure and its planning and consequence management objectives. A RECC Coordination Action Plan (CAP) documents the Regional EM Controller's intent.

By virtue of section 18 of the Act, the Regional EM Controller can request REMC member agencies/organisations to provide Liaison Officers (LO) to work in the RECC, including an RMA Operational Liaison Officer (OLO).

The primary functions of an activated RECC include:

- maintaining information flow to and from WebEOC;
- monitoring all operational activities and gathering intelligence for situational awareness;
- coordinating regional consequence management

activities in a way that enhances interoperability;
- coordinating relief and short term recovery arrangements;
- consolidating details of damage and impact assessments within the region for the purposes of reporting;
- consequence management planning;
- coordinating continuity management and planning;
- preparation of information to be reported to the State EM Controller, e.g. situation reports;
- coordination of regional public information and media activities;
- preparation and distribution of a consolidated, daily whole-of-government briefing for Executive Government;
- records and financial management; and
- collating a summary of RECC activities in preparation for the formal transition to the recovery authority (section 24F of the Act).

6.10.6 Public information and media at regional level

The whole-of-government Public Information Unit (PIU) brings together communications staff from multiple government agencies to manage whole-of-government public information during emergencies.

Activation of the PIU can be requested by the Regional EM Controller if any of the below criteria are met:
- there are not sufficient resources within the RMA to manage all public information requirements of the operational response to an emergency;
- a whole-of-government public information response is required because of the scale, impact or longevity of the emergency; or
- there are several agencies involved in management of the emergency and there is need for the coordination of public information activities.

A PIU Officer will be situated within a RECC (if activated) and coordinate regional public information and media activities. This includes supporting municipal authorities and RMA if required.

6.10.7 Briefing the State EM Controller

The Regional EM Controller is responsible for briefing the State EM Controller (and other stakeholders) about:
- what has happened;
- what is currently happening;
- what has to happen; and
- potential consequences of the incident and recovery requirements for the region and State.

The State EM Controller must maintain situational awareness through an exchange of information with the RMA and the Regional EM Controller/s. This assists them to assess whether the incident/s has the potential to or is escalating to a level 3 emergency.

The State EM Controller may consider the following in making the decision to formally assume overall coordination of the emergency management response under section 11 of the Act:
- in consideration of a request by the RMA;
- in consideration of a recommendation or request of a Regional EM Controller (or multiple);
- in response to a request or direction by the MCEM;
- the geographic area, severity or nature of the emergency and its actual or potential impact on Tasmania;
- the likelihood that the emergency is a terrorist-related incident;
- if overall coordination and management of the emergency is beyond the capacity of regional resources and/or the Regional EM Controller;
- the potential impact on multiple sectors, industries of State importance and/or the Tasmanian economy;
- if the emergency involves cross-jurisdictional considerations (including requests for inter-jurisdictional assistance and support);

- if the emergency involves a number of Tasmanian Government agencies which require whole-of-government coordination;
- if there is an expectation of State leadership; and
- the level of involvement required by the State EM Controller and Premier in coordinating the emergency management response and delivering public information.

Emergency powers established under the Act do not have to have been authorised for the State EM Controller to assume overall coordination of the emergency management response to an emergency.

The decision to assume overall coordination of an emergency management response must be documented and (written) notification of the transfer of responsibility provided to:

- the RMA;
- Regional EM Controllers;
- SEMC members; and
- the Premier and MCEM members.

6.10.8 Escalation of a level 2 emergency

The key AIIMS principles of **scalability** and **flexibility** apply.

Operational response – escalation

The RMA retains responsibility for:

- successfully resolving the emergency incident/s;
- the security of incident site/s; and
- preservation of (forensic) evidence.

RMA's (internal) operational doctrine and pre-planned arrangements provide for arrangements if an incident escalates from regional level to State level.

RMA response plans and activities are included under 'Response' in the SSEMP for which the RMA is responsible.

The RMA may activate a SOC from which the oversight of operational response activities within the state occurs. There will still be only one IC appointed for each incident if there are multiple incidents occurring within the State.

Emergency management response – escalation

The State EM Controller can be requested to provide assistance or support by:

- the owner/manager of the incident sites or the RMA to resolve the emergency incident/s; and/or
- the Regional EM Controller to successfully manage the consequences of the emergency impacting on the region, including any relief and recovery activities.

The State EM Controller can activate state-level emergency management arrangements when necessary, to increase the level of coordination and support to regional arrangements.

6.11 State level emergency management response

State-level coordination, assumed by the State EM Controller, is focused on broader, whole-of-government and community consequences of the emergency.

Regional activities will continue through a RECC (or multiple RECCs) despite the State EM Controller assuming overall coordination and whether or not the SCC is activated by the State EM Controller.

Municipal activities will also continue to be supported through a RECC.

Ongoing and frequent communication between the Regional EM Controller/s and the State EM Controller is crucial to ensure situational awareness and emerging issues at both levels of the arrangements.

6.11.1 Role of State EM Controller

The role of the State EM Controller during a level 3 emergency management response includes:

- providing written confirmation to all stakeholders of the transfer of responsibility for overall coordination of the emergency management response to the State EM Controller from the Regional EM Controller;
- making decisions as/when required and ensure that all decisions are documented;
- directing the activation of the SCC if/when appropriate;
- establishing the strategic objectives and priorities for the overall coordination of an emergency, including the high-level activities during response to an emergency;
- requiring the RMA Operational Liaison Advisor, Advisors and the Recovery Advisor to service the strategic objectives, priorities and high-level activities during an emergency;
- ensuring that all agencies involved in the emergency response are properly discharging their responsibilities in respect to the emergency;
- identifying and remedying critical capability or capacity gaps that may exist between agencies' responsibilities during an emergency;
- ensuring the provision and maintenance of effective interoperability;
- if necessary, supporting the RMA and other agencies through the acquisition and coordination of external resources to meet the strategic objectives, priorities and high-level activities in respect to an emergency (including assistance from the Commonwealth);
- in conjunction with the State Recovery Advisor or State Recovery Coordinator (if appointed), establishing priorities and coordination of resources to meet recovery objectives;
- ensuring community relief arrangements have been considered and are implemented as and when required;
- providing strategic leadership and direction in the development of emergency management plans; and
- providing situational awareness to the Tasmanian Government and Australian Government.

If the State EM Controller takes responsibility for the coordination of the emergency management response within the region, it does not displace or interfere with the command and control structure of the RMA or other supporting agencies. The responsibilities and accountability of the RMA is not diminished and the RMA remains responsible for resolving the incident/s.

The State EM Controller may take over the control and coordination of an operational response to an emergency from a RMA under section 11 of the Act if:

- the RMA refuses or is unable to service strategic objectives, priorities or actions necessary; or
- the RMA fails to discharge its legislative responsibility in respect to an emergency.

This does not necessarily include taking command of the RMA resources.

In the unlikely event that control of the operational response to an emergency will be assumed by the State EM Controller, they are required to notify the head of the relevant RMA, Regional EM Controller/s, the Premier and the AGCCC of their intention in writing.

6.11.2 State Controller's approval authority of emergency powers under the Act

Table 23: State Controller's approval authority of emergency powers under the Act

Risk identification and assessment powers (section 36–39)	• Allows the State EM Controller to authorise entry by a specified authorised officer to inspect a specified place, premises or vehicle, or a class of places, premises or vehicles connected with the place, structure, source or situation that may be a potential hazard or risk activity. • Once authorised, the authorised officer has certain powers to impose risk mitigation requirements on the owner of, person in charge of or person responsible for the place, structure, source or situation, or person carrying on the risk activity.
Emergency Powers (section 40–41 and Schedule 1)	• Allows the State EM Controller and specified Regional EM Controllers (whether or not a state of emergency has been declared) to authorise the exercise, by one or more specified authorised officers, of certain specified emergency powers from Schedule 1 of the Act.
State of alert (section 41A – 41D)	• Allows Regional EM Controller/s to exercise only the declared powers for the purposes of making necessary preparations, or to mitigate risks, in relation to the emergency to which the state of alert relates. • The powers can be exercises whether or not the Regional EM Controller/s have received a written copy of the declaration. • The Regional EM Controller/s may authorise another person to use all or any part of the emergency power authorised by the declaration of the state of alert.
State of emergency (section 42–45)	• Approval authority is the Premier. • Allows the Premier of Tasmania to authorise within a declaration of state of emergency certain special emergency powers from Schedule 2 of the Act that may be exercised by the State EM Controller and/or Regional EM Controllers (as specified in the declaration). • These powers apply to major emergencies. Unless specified in the declaration, the provisions also allow Regional EM Controllers to authorise emergency powers.

6.11.3 Role of the SEMC during level 3 emergencies

The SEMC assists the State EM Controller in the performance and exercise of their functions and powers, at the direction of the State EM Controller.

The State EM Controller, as Chairperson of the SEMC, may convene SEMC meetings during an emergency management response to share information and provide advice or support, as required.

The State EM Controller may request some SEMC members to fulfil roles within the State Emergency Management Team (SEMT) in the SCC if activated.

The SEMC is not an operational controlling authority. This means that the SEMC has no authority in the command, control or coordination of a response to an emergency.

6.11.4 Coordination of state emergency management arrangements

The State EM Controller is responsible for decision-making in relation to the SCC, specifically, the decisions to activate the SCC and to de-activate the SCC.

Below is a summary of details relating to the SCC, however, for further details see the *State Control Centre Guidelines*.

The SCC is the facility from which whole-of-government emergency management policy and strategy, emergency management response and recovery is coordinated during the emergency.

6.11.5 Role and functions of the SCC

The State EM Controller may direct the Commander of the TASPOL Special Response and Counter-terrorism Unit, as SCC Manager, to ensure the SCC is in a state of readiness ('Standby' mode) or to move directly to 'Active' mode.

The principles of **scalability** and **flexibility** apply to the SCC, depending on the circumstances of the emergency.

In summary, the role and functions of the SCC include:

- providing policy and strategic advice to the Premier and other members of the Tasmanian Government (including the MCEM);
- coordinating/overseeing whole-of-government (consequence management) response and recovery activities;
- coordinating / overseeing public information and media strategies;
- making requests to the Australian Government and other States and/or Territories for assistance if or when required, and managing inter-jurisdictional assistance (including the ADF); and
- supporting the State EM Controller.

6.11.6 Public information and media at state level

If the PIU has been activated at a regional level (requested by a Regional EM Controller), PIU activities will escalate to the SCC if activated. Regional public information and media will continue to be coordinated at a RECC whether or not the SCC is activated.

The role the PIU at state level is flexible and depends on the nature, scale, impact and longevity of the emergency, as well as the capabilities of the RMA. Some of the key roles of the PIU are:

- developing a whole-of-government media and public information strategy in consultation with relevant agencies as appropriate;
- developing and disseminating public information supporting the whole-of-government response to the emergency;
- providing advice to Regional EM Controllers, the State EM Controller, the RECC/s and SCC on media and public information issues as appropriate;
- providing support to Municipal Councils (through regional arrangements) if required;
- managing whole-of-government public information channels, including the TasALERT emergency website and social media;
- social media monitoring and reporting;
- developing media releases and talking points as appropriate;
- clearing Ministerial media releases, media responses and other agency communications to ensure consistent messaging;
- organising accessible information for CALD communities, including activating translation services; and
- liaising with the RMA Public Information Manager, Head of the Tasmanian Government Media Office, public information staff in the National Security and Crisis Communication branch of the Department of Home Affairs and other key stakeholders (e.g. Municipal Councils, regional stakeholders, utilities and NGOs) as/when required.

For more information about the PIU and the communications channels that will be used in response, refer to the *Tasmanian Public Information Guidelines*.

6.12 Community warnings

The delivery of timely, relevant and unambiguous warnings and public information to the affected communities is essential during an emergency response.

6.12.1 Australia's Emergency Warning Arrangements

An emergency warning is a message signalling an imminent hazard, which may include advice on protective measures. Its purpose is to inform the community of an impending or current threat and to prompt an

appropriate response or action usually conveyed in the warning message (*Australia's Emergency Warning Arrangements*).

Emergency warnings are a primary tool for emergency management. They can significantly reduce the impact of disasters on communities, properties and the environment when combined with an understanding of the risks and preparedness measures.

6.12.2 Weather Warnings

The Bureau of Meteorology (BoM) issues severe weather warnings, flood warnings, fire weather and tsunami warnings to the community. The BoM also produces a range of forecasts, watches, alerts and other products to the community that can assist in responding to natural hazards.

The TFS publishes fire danger rating forecasts issued by the BoM daily during the bushfire season. The DoH (PHS) issue public health advice and alerts.

6.12.3 Emergency Alert

The **Emergency Alert** (EA) system is the national telephone warning system and is one of many ways a RMA can warn a community of a likely or actual emergency. EA sends voice messages to landline telephones and text messages to mobile telephones within a specific area defined by the RMA issuing the emergency warning message. EA relies on telecommunications networks to send messages and message delivery cannot be guaranteed.

The EA system may not be used in all circumstances. The decision to use the system will depend on the nature of the incident. The Authorising Officer should consider the following criteria before authorising the use of the EA system:

- certainty of threat and/or its likely severity;
- urgency – if the timeframe suitable for the EA to be effective;
- that the community must immediately act in some way;
- that there is adequate time to process and approve the use of an EA to disseminate the required information (at least 30 minutes);
- the consequences of the alert; and
- that there are specific geographical reference points supplied to define the boundaries of the message adequately.

The need for an EA may be identified by a number of personnel within the RMA including the:

- IC; and
- Public Information Officer.

An EA may be initiated by other agencies such as TASPOL and SES.

Use of the EA system can only be authorised by:

- State EM Controller;
- Deputy Commissioner of Police;
- Regional EM Controller;
- Director SES;
- Chief Fire Officer TFS; and
- Director of Public Health.

Approval may be sought and given by phone or email, however, a written 'Emergency Alert Message Authorisation Form' must be completed as soon as practicable.

Once the appropriate authorisation has been received, the RMA communication capability (e.g. TFS FireComm or TASPOL Radio Dispatch Services) or the Public Information Officer will issue the emergency warning through the EA system.

6.12.4 Standard Emergency Warning Signal (SEWS)

SEWS is a sound designed to alert the community to the need to listen to an announcement about an actual or imminent emergency.

The SEWS sound is played by media outlets for up to 10 seconds before the verbal warning message is transmitted. The initiating authority can request that

the SEWS and the message be repeated at intervals, e.g. three times an hour. Television broadcasts are accompanied by text.

The use of the SEWS is limited to significant emergency situations and is only for providing urgent safety messages. The SEWS guidelines include four criteria that should all be present for the use of the signal:

1. Potential for loss of life and/or a major threat to a significant number of properties or the large-scale environment;
2. Impact has occurred or is expected within 12 hours;
3. A significant number of people need to be warned; and
4. One or more phenomena are expected to be destructive.

Requests for the use of SEW must be progressed through the DPFEM Media and Communications Unit. Requests may also be progressed through the whole-of-government Public Information Unit. A SEWS request form must include the words that will be broadcast used by media outlets.

The following positions are nominated as SEWS initiating authorities:

- State EM Controller;
- Deputy Commissioner of Police;
- Regional EM Controller;
- Director SES;
- Chief Fire Officer TFS; and
- Regional Director of the BoM (weather and flood related events only).

Media outlets will broadcast SEWS based on a verified, verbal request from the initiating authority, however, written confirmation from the initiating authority must be provided as soon as practicable.

To listen to the SEWS sound click here
(MP3 126 KB)

6.12.5 National terrorism threat advisory system (NTTAS)

The NTTAS is a scale of five levels to provide advice about the likelihood of an act of terrorism occurring in Australia.

When the threat level changes, the Australian Government provides advice on what the threat level means, where the threat is coming from, potential targets and how a terrorism act may be carried out.

The National Terrorism Threat Level is regularly reviewed in line with the security environment and intelligence.

At the time of publication of the TEMA, Australia's National Terrorism Threat Level was **PROBABLE**.

6.12.6 Call Centres

The Tasmanian Emergency Information Service (TEIS) is the State's emergency call centre capability. This service provides an initial point of contact for the community to access self-help information during and following an emergency.

The service is activated and de-activated by the Director of DPAC's Office of Security and Emergency Management (OSEM). They will notify the Regional EM Controller, the State EM Controller or the Secretary DPAC as/if required.

Activation may be at the request of any agency or Regional EM Controller. The decision to activate the service includes allocation of responsibility for clearing information and the service operates on an 'extraordinary cost' reimbursement basis.

Agencies that request activation of TEIS must support the operations of the TEIS. They must provide at least one TEIS Agency Liaison Officer to be present at the TEIS at all times. The TEIS Public Information Unit (PIU) Liaison Officer will also be onsite in the TEIS room. Additional resourcing from the activating agency may also be required to support the TEIS.

Generally, if TEIS is activated, the TEIS emergency

telephone number (1800 567 567) is used. This will be specifically advertised for a purpose (e.g. information regarding emergency assistance grants), however, at times the TEIS may be activated to support the RMA if there are high call volumes. In that case, the TEIS telephone number would not be advertised.

A Regional EM Controller or the State EM Controller may request Australian Red Cross to activate a call centre as part of a high-level activation of the national disaster reunification system: *Register.Find.Reunite.* The call centre can process registrations and enquiries as well as divert reunification-related calls from RMA call centres.

The National Emergency Call Centre Surge Capability (NECCSC) is an Australian Government initiative intended to operate in the event of national disasters or emergencies of such a scale that existing State resources are overwhelmed and/or unable to respond. The NECCSC is a virtual call centre with capability drawing on existing Australian Government call centre resources. It is intended to:

- provide an immediate first point-of-contact for enquiries from the public; and
- provide consistent messages to the public and for collection of information from the public.

The NECCSC will be used for most after-hours support (potentially during the hours of 5.30pm to 8.00am). It is activated by DPAC OSEM.

6.13 Interoperability Arrangements

The management of a sustained or complex emergency will require the combined resources of multiple agencies.

Any agency may request resources, including skilled emergency management personnel, from other agencies or organisations within Tasmania to enable more effective management of the emergency.

To facilitate the adaptability and scalability of emergency management arrangements, the Tasmanian Government ensures interoperability between agencies and relevant organisations in terms of systems, terminology, training, skills, roles and functions. The interoperability arrangements are managed and coordinated through DPAC OSEM.

Formal interagency arrangements for the sharing of capability in support of the RMA exist through the *SSEMP Interoperability Arrangements for Sharing Skilled Resources in Tasmania* (the Plan). The arrangements that are necessary to support the sharing of skilled resources pursuant to the Plan are referred to as *Interoperability Arrangements for Sharing Skilled Resources in Tasmania* (IASSRT).

The Plan aims to ensure that IASSRT and support mechanisms are pragmatic, clearly described and easy to understand. This enables streamlined interoperability procedures for managing the sharing of skilled resources as required for emergency management operations in Tasmania.

The objective of the Plan is to describe the fundamentals of interoperability embedded in IASSRT, namely:

- a common approach to emergency management, including:
  - the use of common terminology;
  - a common incident management system (AIIMS); and
  - a common information management system (WebEOC).
  - activation and deployment arrangements that describe the process for requesting skilled employees from another agency/service and the process for deploying those employees;
  - human resource arrangements that support the sharing of skilled employees;
  - educational arrangements to help salaried employees develop their emergency management skills and knowledge to enable them to effectively perform duties within another agency/service; and
  - financial arrangements that identify and describe the cost implications and responsibilities in relation to IASSRT and the agreed position of agencies with respect to those costs.

The Plan applies to salaried employees or officers of the Crown in Right of the State of Tasmania. It does not apply to agency volunteers. The Plan does not prevent the RMA, support agencies or recovery organisations from seeking the assistance of skilled personnel from Municipal Councils, the private sector or volunteers, however, any such request is outside the scope of the Plan.

6.14 Other Elements of Response

6.14.1 Communication strategies

When planning response activities, agencies without their own resilient communication methods such as a radio network, should not place complete dependency on the public telephone / mobile phone network as these can fail or be degraded during emergency events. Alternative strategies should be considered as a part of operational and emergency management planning activities.

6.14.2 Geographic Information Services (GIS) and desktop mapping services

The service is provided by the Emergency Services GIS (ESGIS) unit of DPIPWE.

In municipal areas, Municipal Councils use their existing capacity and, if additional assistance is required, local industry or regionally-based State Government agencies can be approached for assistance.

An on-call capability to assist with GIS and desktop mapping services exists within DPIPWE to support DPFEM where available services are outlined in the Service Level Agreement between the agencies.

Any other agency can request assistance from ESGIS and they may be activated on a 'fee for service' basis if capacity exists.

DPIPWE has an established coordinating role to facilitate the delivery of an ongoing, state-wide program of data capture with regional and urban coverage.

The program includes:

- coordination of data across all levels of government;
- standardised data capture;
- delivery of data through the Land Information System Tasmania (LIST) infrastructure;
- centralisation of the storage and distribution of data; and
- education in cost to stakeholders.

During emergencies, this coordinating role applies to requests for remotely sensed imagery. A request for access to remotely sensed imagery over an area affected by an emergency is made to AGCCC where a decision may be made to activate the *International Charter on Space and Major Disaster*. ESGIS will support preparation of such a request in close collaboration with Geosciences Australia and the requesting agency.

6.14.3 Impact and Damage Assessments

Under the *Impact and Damage Assessment State Special Plan* (IDA SSP), the RMA is responsible for arranging a rapid impact assessment (RIA) of the affected area as soon as it is safe to do so. These assessments include reporting the most credible information available at the time.

The assessment is conducted progressively, with support from other agencies. RIA details must be included in situation reports and findings of the assessment must be reported promptly to the RECC and/or SCC (if activated).

In accordance with the IDA SSP, other agencies are responsible for secondary impact assessment (SIA) in line with their responsibilities under that plan and the State Recovery Plan. Processes for collecting, collating and coordinating SIA may be through an RECC or SCC or through the RMA or supporting agency, such as SES or DPAC, depending on the nature of the incident.

Impact and damage assessments are vital to inform consequence management planning and assessment of recovery needs.

6.14.4 Evacuation

Tasmania's framework for evacuation is consistent with the national agreed principles for evacuation planning and the five stages of evacuation.

Evacuation is defined as:

- The movement of people threatened by a hazard to a safer location and typically, their eventual safe and timely return.

Evacuation is a risk management strategy that may be used to minimise loss of life or lessen the effects of an emergency on a community, before the onset of, or during an emergency. For an evacuation to be as effective as possible, it must be appropriately planned and implemented.

Depending on the hazard and its likely impact on the community, the evacuation process – including withdrawal and return – may take days, weeks or months to complete. Some evacuations may be carried out very quickly and over very short distances.

There are three types of evacuation in accordance with an evacuation plan:

- phased evacuation;
- partial evacuation; and
- total evacuation.

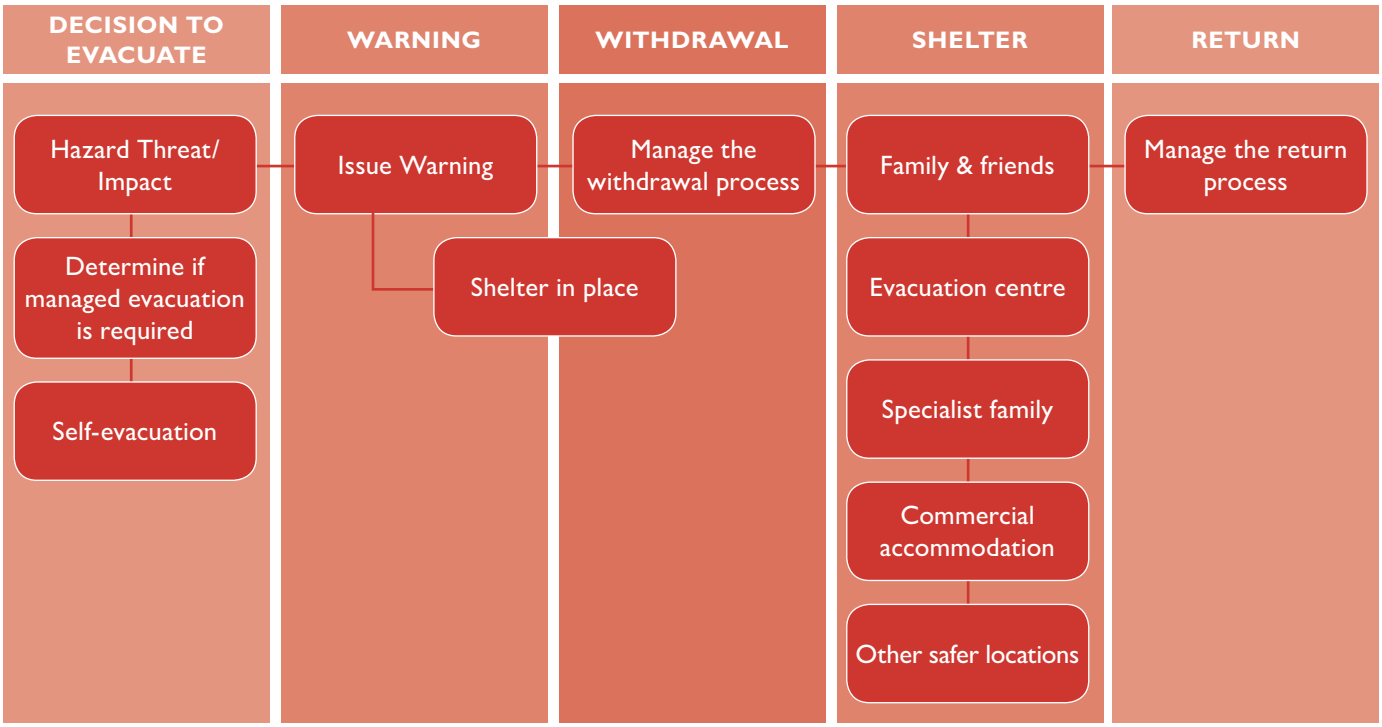
The four evacuation strategies are:

- Shelter in place.
- Self-evacuation.
- Precautionary evacuation.
- Compulsory or directed evacuation.

The evacuation process

There are five stages of the evacuation process:

Figure 11: Five stages of evacuation process



Evacuation roles and responsibilities

Table 24: Evacuation roles and responsibilities

STAGE 1 – DECISION TO EVACUATE	Primary	Support
Evacuation **risk assessment**	RMA TASPOL	Municipal Council
Decision to evacuate	RMA	
STAGE 2 – WARNING	**Primary**	**Support**
Decision to warn	RMA	DPIPWE (ES GIS)
Provision of warnings	RMA	TASPOL SES DPAC (PIU)
STAGE 3 – WITHDRAWAL	**Primary**	**Support**
Coordination	TASPOL	Municipal Council SES Ambulance Tasmania
Logistics / transportation	DSG (Transport Services Group)	Contractors Commercial freight and transport providers
Security	TASPOL	Contractors
Traffic management	TASPOL	Municipal Council SES DSG Contractors
STAGE 4 – SHELTER	**Primary**	**Support**
Evacuation centre activation	Municipal Council (on request of the Regional EM Controller through the SES REMP to the Municipal EM Coordinator)	SES
Evacuation centre management	Municipal Council	Communities Tasmania Contractors Volunteers
Environmental health and pollution (evacuation centre)	Municipal Council DoH (PHS)	DPIPWE (EPA)
Alternative emergency accommodation	DoH (Housing Tasmania)	Municipal Council NGOs Regional tourism organisations
Registration of evacuees (presenting at evacuation centre)	Municipal Council	NGOs SES

Animal welfare (pets and companion animals)	Owners	Municipal Council (if facilities are available) DPIPWE (Biosecurity Tas) Community / volunteer groups
Animal welfare (livestock)	Owners DPIPWE (Biosecurity Tas)	Municipal Council (if facilities are available) Community / volunteer groups
Transition to recovery	per Municipal arrangements per Regional arrangements DPAC – State recovery	
Care for children	Parents/Guardians	
Waste management (evacuation centre)	Municipal Council	DPIPWE (EPA)
STAGE 5 – RETURN	**Primary**	**Support**
Return **risk assessment**	RMA	Key stakeholders
Decision to return	RMA	Municipal Councils TASPOL SES
Transition to recovery	per Municipal arrangements per Regional arrangements DPAC – State recovery	

Evacuation planning

Evacuation planning will be completed by TASPOL members in the POC, in collaboration with the RECC planning capabilities. TASPOL traffic management and priority road re-opening planning will also occur in collaboration with evacuation planners.

Evacuation plans and activities will be uploaded in to WebEOC.

For further details on evacuation, refer to the *Tasmanian Emergency Evacuation Framework* (2018).

Registration of affected people

Registration of people who are being or may be affected by the emergency should happen:

- as people present to an evacuation centre; or
- as people present to a recovery centre.

Registration at this level assists Municipal Councils effectively manage their evacuation centre and identify additional resources that may be required for the immediate needs of the people presenting.

During response, TASPOL will liaise with Municipal Councils if necessary about concerns for welfare of individuals or missing person inquiries.

Where no other arrangements exist (e.g. if an evacuation centre has not been activated), the Regional EM Controllers are responsible for assigning responsibilities for registrations and, in the first instance, may approach any combination of RMA, support agencies and Municipal Councils for assistance. The State EM Controller can give directions for registration responsibilities where a need for state-wide consistency in registrations is identified.

Register.Find.Reunite (RFR) is an Australian Government service operated by Australian Red Cross that registers, finds and reunites family, friends and loved ones after an emergency.

RFR may be activated by a Regional EM Controller or State EM Controller as either a registration data management tool for emergency managers or as a publicly accessible online service to reduce human impacts arising from uncertainty over the safety of family and loved ones separated in a restricted communications environment.

At all levels registration should be, as far as practical, undertaken in a format consistent in anticipation of inclusion in RFR.

6.14.5 Disaster victim identification (DVI)

DVI is the term given to procedures used to positively identify deceased victims of a multiple fatality emergency. TASPOL manage requests for DVI assistance if or as required.

The procedures relating to the DVI process are outlined in the:

- *Australasian Disaster Victim Identification Standards Manual*; and
- *SSEAP Tasmanian Multiple Fatality Response Plan.*

Supporting agencies such as FSST, SES, DoH and Mortuary Services may be involved in scene security, exhibit management, and temporary body storage and scene rehabilitation.

6.14.6 Relief and short term recovery

Relief is the provision of assistance necessary to enable affected people to meet their basic needs for:

- shelter;
- water and food;
- clothing;
- personal care and hygiene.

Other short term recovery efforts aim to minimise the consequences and secondary impacts of an emergency, restore critical services and infrastructure, and assess impacts and recovery needs.

Relief and short term recovery is coordinated through emergency management response arrangements outlined in this chapter.

6.14.7 Relief and recovery are linked

Relief is an early part of the recovery process but is focussed on meeting immediate needs. It is coordinated through emergency management response arrangements (described earlier in this chapter).

Recovery is the whole process of assisting individuals and communities to achieve an effective level of functioning after an emergency over the medium and long term. Medium to long term recovery is coordinated through recovery committees and, if required, a dedicated recovery unit or taskforce.

Relief activities include:

- emergency shelter and/or accommodation;
- provision and continuity of safe food, water and sanitation;
- primary first aid and health care;
- psychological support;
- disbursement of material aid (non-food material items);
- reconnecting family and friends;
- care and support for affected individuals and families;
- emergency financial assistance; and
- animal welfare, including provisions for pets and livestock.

These services and support are commonly provided to the affected community at an evacuation or recovery centre but may also be accessed and distributed in a more dispersed manner as appropriate or as requested.

Other short term recovery activities include:

- assessing social, economic, infrastructure and environmental impacts;
- re-establishing impacted critical infrastructure and essential community services;
- mitigating or minimising secondary social, economic, infrastructure and environmental impacts; and
- collating information to inform longer term recovery planning for affected communities.

Responsibilities for specific relief functions and services are listed in the State Recovery Plan and outlined in the TEMA Recovery chapter.

State Government agencies with responsibilities for the management and coordination of these functions and services under recovery domains (Recovery - Coordinating Agencies) are responsible for providing Liaison Officers and/or Regional Relief Coordinator to advise and support the Regional EM Controller and work within a RECC (if activated).

Agencies responsible for the delivery of functions and services (Recovery - Responsible Agencies) must prepare and maintain arrangements for the delivery of the function and service.

As an emergency is gradually brought under control, the emphasis shifts from response to an increased focus on longer term recovery. Relief and short term recovery activities will transition from response to longer term recovery coordination arrangements as part of a formal handover to recovery authorities under section 24F of the Act.

6.14.8 Financial management

Municipal Councils and Tasmanian Government agencies are responsible for authorising, paying and capturing costs relating to their response, relief and short-term recovery functions, roles and responsibilities.

The Tasmanian Government may partially reimburse Municipal Councils for eligible relief costs – including payments to non-government organisations – under the *Tasmanian Relief and Recovery Arrangements* (TRRA).

Costs should be recorded separately by Municipal Councils and other organisations to simplify cost reporting and to assist the cost-recovery process if State / Australian Government funding arrangements are activated.

Non-government organisations and other third party service providers are responsible for ensuring fees and / or cost recovery arrangements are **agreed in writing** by the Municipal Council or Tasmanian Government agency requesting the recovery service **prior to the service being provided**.

6.14.9 Financial assistance

The TRRA is the primary policy under which the Tasmanian Government provides financial assistance to individuals, businesses, primary producers, non-profit organisations and Municipal Councils affected by an emergency.

Emergency financial assistance is activated based on identified relief needs and is targeted at those most impacted and unable to provide for their own needs.

DPAC is responsible for coordinating advice to the Premier regarding the need for and activation of emergency financial assistance measures based on advice from, and in consultation with, RECCs, the DoH and DoC.

6.14.10 Offers of Assistance

Assistance can be offered from organisations that are not usually part of response arrangements (e.g. from the community, industry, celebrities, other regions/ jurisdictions and interstate agencies).

Where arrangements are not in place to manage offers of assistance, the Municipal EM Coordinator or Regional EM Controller manages them through the MECC or RECC arrangements. DPAC is responsible for managing offers of assistance at a state level.

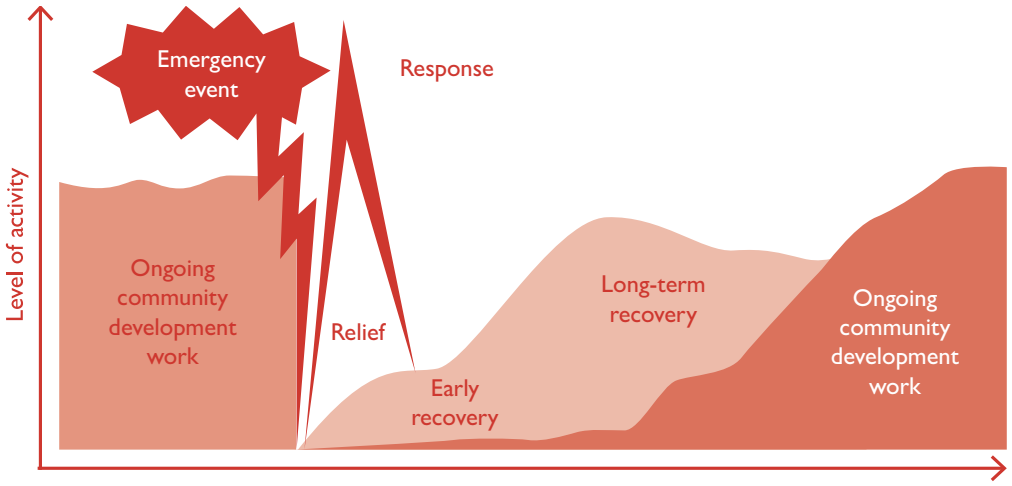
6.14.11 Records management

Records related to response are subject to the usual records management provisions and State archiving legislation and are treated accordingly. Logs, reports and briefings from response and recovery should be collated progressively, and stored in WebEOC for future reference.

Agencies/organisations should ensure that they have their own (internal) record management system for business continuity purposes.

6.15 Transitioning from response to recovery

Figure 12: Transitioning from response to recovery



As the RMA and support agencies resolve the immediate effects of an emergency, response activities can end and control or coordination 'stand down' (that is, when there is no further threat to life, property or the environment).

Resolution of emergencies and ending response activities can happen quickly or in stages, depending on the complexity of the response. Regardless of the timeframes involved, the RMA provides advice to stakeholders that response activities have concluded or are about to conclude.

Stand-down notifications must be provided to:

- agencies/organisations involved in operational response;
- the owners/managers of relevant property/ premises;
- the Regional EM Controller and/or State EM Controller;
- a RECC and/or SCC (if activated); and
- entered into WebEOC.

Notifications should also be provided to key stakeholders when operations and coordination centres are expected to de-activate and the date/time that final situation reports will be issued.

In accordance with section 24F of the Act, all information relating to the emergency is to be transferred to the State Recovery Coordinator (if appointed) as soon as practicable after the operational response has ended. This constitutes a formal transition from response to recovery.

6.15.1 Operational debriefings

Immediately following an emergency event is often the best time to gather the observations of everyone involved about what went well and did not go well. These observations inform the development of insights and lessons which are shared and learnt.

WebEOC users are encouraged to use WebEOC as a lessons sharing platform.

Each agency/organisation is responsible for debriefing their personnel and arranging ongoing support if, as and when required.

6.16 Critical Incident Stress Management

If emergency response activities have the potential to incur personal stress/trauma, contact with representatives from

the Critical Incident Stress Management Program (CISM) must be considered to enable individual and collective access to personal support services provided under this program if required.

CISM is primarily available to emergency management/ services (salaried staff and volunteers). Non-emergency services should equally consider critical incident stress management through their normal employee assistance programs.

6.17 Catastrophic disasters

A catastrophic disaster is defined as:

- ***an event that is beyond current arrangements, thinking, experience and imagination.***

That is, an event that has overwhelmed technical, non-technical and social systems and resources, and has degraded or disabled governance structures and strategic and operational decision-making functions.

Severe to catastrophic disasters differ from emergencies in that they exceed business as usual emergency management systems and capabilities. A catastrophic event could be of sudden or sustained impact over an extended timeframe. There may also be cascading events such as:

- loss of power;
- telecommunication outage;
- financial systems failure;
- transport and supply chain disruptions that occur concurrently and, collectively, result in a catastrophic consequence.

A significant factor in responding to a catastrophic disaster is the extent to which emergency response and recovery capability is affected by the disaster. There will be a need to prioritise response actions, and the deployment of resources to meet medical, social, economic, environmental and infrastructure needs.

It may take a considerable time to recover from a catastrophic disaster.

A catastrophic level disaster may be characterised by one or more of the following:

- reduced ability of a government to function;
- a serious impact on a significant population or area;
- large numbers of casualties or displaced people, possibly in the tens of thousands;
- large numbers of people left temporarily or permanently homeless, and possibly needing prolonged temporary housing and other assistance;
- a need for broader national coordination of interstate and international assistance;
- destruction of, or significant disruption to, critical infrastructure, such as utilities (water, gas, electricity, fuel, waste disposal), medical and health facilities, food supply, and telecommunications; and/ or
- a detailed and reliable operational picture of the impacts not being achievable for some time.

While Australia has faced few events that would be considered catastrophic, the need to be prepared for such events is recognised. Existing emergency management arrangements are well understood, are tested and exercised regularly, and work well within existing capability and capacity.

Existing emergency plans and arrangements will continue to apply in a catastrophic disaster, however, a catastrophic disaster will require enhanced measures, mainly in the area of strategic leadership and high level coordination, to ensure the maximum good for the maximum number of people.

Emergency planning should consider and address catastrophic disasters and articulate gaps in capability and capacity at every level.

Priorities in a catastrophic disaster will be to:

- preserve human life;
- provide food, water, shelter and medical assistance;
- communicate with the public;
- reunite separated families; and
- provide access to financial services.

The manner in which these services are provided will depend on the nature of the catastrophe but aim to be tailored to local need.

Source: AIDR Australian Emergency Management Handbook (2019)