



## **Submission No 14**

### **Watching Brief on the War on Terrorism**

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**JOINT STANDING COMMITTEE ON DEFENCE,  
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**WATCHING BRIEF ON THE WAR ON TERRORISM**

**QUEENSLAND GOVERNMENT SUBMISSION**

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## **1.0 Introduction**

Over a period of many years the Queensland Government has been actively developing its capability to prevent and if necessary, respond to an act of terrorism. At the core of this preparation is Queensland's membership and participation in the national counter terrorism arrangements.

Underpinning the State's involvement in the national arrangements is Queensland's strong foundation in policing and emergency management. In recent times Queensland has demonstrated its capability in these areas with the successful staging of international events such as the Olympic Football Tournament, the Commonwealth Heads of Government Meeting (CHOGM), the Goodwill Games, Indy and the Rugby World Cup. The security planning and operational proficiency demonstrated through these events is proof that Queensland's capability is of the highest standard.

Queensland Police, emergency service and health professionals are highly experienced and trained in prevention and response arrangements. Administrative systems and legislation are in place to support their roles. Regular testing, exercising and reviewing are part of core business to ensure that Queensland stays at the forefront in its preparation.

In addition to operational preparedness, coordination of counter terrorism arrangements across Queensland Government agencies, the Australian Government, local government and the private sector have recently been enhanced with the establishment of two dedicated counter terrorism coordination units.

## **2.0 National Counter Terrorism Committee Role**

The Queensland Government has always supported and participated in the national counter terrorism arrangements since their inception following the bombing of the Sydney Hilton in the late 1970s. Through its membership on the Standing Advisory Committee for the Protection Against Violence (SAC-PAV), the Queensland Government has been a party to the national training and exercise regime which has ensured that the State's response capability remained progressive. Queensland's membership on the SAC-PAV has generally been at the deputy chief executive officer level in the Department of the Premier and Cabinet and at the Deputy Commissioner level in the Queensland Police Service (QPS). Queensland not only supported the national program sponsored by the SAC-PAV but also actively contributed through membership on the numerous sub-committees tasked with delivering key components of the national capability.

Following September 11, 2001 and subsequently the Bali bombings, the Queensland Government has adopted a proactive stance in further developing our State's counter terrorism capability. In addition to the State sponsored initiatives outlined below, Queensland like other jurisdictions invested significant time and energy into the review processes for the national arrangements and the development of the Inter-Government Agreement on National Counter Terrorism Arrangements, the National Counter Terrorism Plan and the National Counter Terrorism Plan Handbook. Queensland will continue to contribute as an active member of the National Counter

Terrorism Committee (NCTC) to ensure that efforts and resourcing are maximised for the ongoing development of national and State counter terrorism capabilities.

### **2.1 Fast Ball**

Exercise Fast Ball, an investigation and consequence management exercise, was held in Brisbane from 29 September to 3 October 2003. The Exercise concerned a chemical and radiological threat to infrastructure and mass gathering events in Queensland and involved Australian Government, state government agencies and the Brisbane City Council. The exercise format encompassed a series of integrated deployment exercises, discussion exercises and training exercises. Exercise Fast Ball was the first exercise of this nature conducted in Queensland under the new national counter terrorism arrangements.

Highlights of the Exercise were the multiagency State Crisis Centre information session and the High Level Discussion Exercise attended by over 40 senior government officials including the Premier of Queensland and other Ministers.

The debrief process is now finalised with a whole of government report to be submitted to the Protective Security Coordination Centre, Attorney-General's Department of the Australian Government in the near future. In addition the Queensland Central Control Group (comprising a number of departmental chief executive officers) will consider the report and determine action to be taken in light of the learnings from the Exercise.

## **3.0 Whole of Government Coordination**

### **3.1 Bali Response**

Queensland's capacity to contribute to national response arrangements in the context of a terrorist incident was demonstrated during the State's response to the Bali bombings. Queensland contributed through –

- close coordination and liaison with relevant Australian Government agencies including the Department of Health and Ageing, Emergency Management Australia (EMA) and the Protective Security Coordination Centre, Attorney-General's Department;
- participation in national response arrangements that included coordination between Darwin Hospital and hospitals in Queensland; and
- the provision of Disaster Victim Identification Squad officers from the QPS who worked in conjunction with the Australian Federal Police in Bali providing specialist skills.

### **3.2 New State Initiative – Counter Terrorism Coordination**

In February 2003 the Queensland Government established for an initial 18 month period two new counter terrorism coordination units. While recognising the strong operational capability which exists across Queensland agencies, an opportunity was identified to facilitate enhanced security coordination across government and the private sector. On that basis Security Planning and Coordination (SPC) was established in the Department of the Premier and Cabinet and the Counter Terrorism Coordination Unit (CTCU) was established in the QPS. The SPC is headed by a

Director and consists of eight positions. The CTCU is headed by an Inspector and consists of seven positions. The roles of the two units are to –

- provide whole of government coordination of security and counter terrorism related matters;
- implement counter terrorism projects on critical infrastructure, government agency preparedness, mass gatherings infrastructure and hazardous materials (see paragraphs 5.1 to 5.4);
- support counter terrorism training exercises;
- support Queensland Government representatives on the National Counter Terrorism Committee and the Critical Infrastructure Advisory Council;
- liaise with the Australian Government, local government and the private sector;
- provide the Queensland Government with expert strategic advice on current and emerging trends in terrorism; and
- develop counter terrorism educational programs.

### ***3.2 Coordination with the Australian Government***

QPS is working closely with the Australian Federal Police with QPS Officers seconded to the Australian Federal Police Joint Counter Terrorism Team located in Brisbane. Arrangements with other agencies for specific categories of incident have been agreed and documented in plans such as the Multi-Agency Response to a Chemical, Biological and Radiological (CBR) Incidents Plan. Consistency of specialist QPS counter-terrorism skills and tactics at national level is maintained through participation in the capability development framework established by the NCTC.

Queensland is actively participating in the Council of Australian Government's (COAG) review of the regulation, reporting and security around the storage, sale and handling of hazardous materials. During the initial stage, the review is focusing on the Commonwealth and Queensland. Queensland was selected as the 'template' state due to its large metropolitan centres, remote centres, mining and agricultural sector, long transport routes and the whole of government management arrangements that are already in place. Officials from a range of Queensland government agencies are involved in contributing to this review.

The Department of Emergency Services (DES) is represented on the National CBR Working Group chaired by EMA which ensures a coordinated approach to the development of a national capability. In addition, DES is working with EMA in its management of the Australian Government's "War on Terrorism" initiative with funding of \$17.8M to the states and territories over three years for specialist CBR equipment and training. The Queensland Fire and Rescue Service (QFRS) received the first delivery of equipment in October 2003 and is testing the equipment before distribution to identified agencies.

### ***3.3 Coordination with other State/Territory Governments***

The Queensland Government is represented on two national bodies aimed at the protection of critical infrastructure. The Department of the Premier and Cabinet represents the Queensland Government on the NCTC Working Group for the protection of critical infrastructure and the Critical Infrastructure Advisory Council.

Queensland has been an active participant in national initiatives including the Australian Disaster Medicine Group and its successor the Australian Health Disaster Management Policy Committee as well as the various Australian Health Minister's Advisory Committee subcommittees and working parties. Queensland Health also provides instructor support to the Australian Emergency Management Institute in the delivery of their CBR courses and Disaster Medicine Programs.

On the 26 September 2002 the Minister for Emergency Services hosted a meeting of State and Territory Ministers responsible for emergency management from across Australia to discuss a number of issues including risk management for critical infrastructure, and urban search and rescue (USAR) and CBR preparedness and response. This meeting was an important first step in strengthening interstate collaboration and cooperation on preparedness arrangements and response for CBR incidents.

### **3.4 Involvement of Local Government**

A major initiative of the Queensland Government has been its desire to forge stronger ties with local government in the development of counter terrorism capability. Local government involvement has long been recognised in the state disaster management arrangements. However the inclusion of local government in other aspects of counter terrorism arrangements has been progressed through initiatives such as –

- membership on the Critical Infrastructure Steering Committee for the State's critical infrastructure project;
- extensive participation in the critical infrastructure project through attendance at briefings and the discussion exercise;
- targeted as a key player in the mass gatherings infrastructure project through its links with the tourism industry, transport, licensed premises and public spaces such as malls and shopping centres;
- \$50,000 sponsorship by the Queensland Government to the Local Government Association of Queensland for the development of a counter terrorism risk management tool to be utilised by all local councils across the State (over 130); and
- presentation to the Local Government Association of Queensland annual conference on the State's counter terrorism arrangements and the links to local government.

## **4.0 Legislation**

At the April 2002 Leaders Summit on Terrorism and Multi-Jurisdictional Crime, Australian leaders resolved to review their legislation and counter terrorism arrangements to ensure they are sufficiently strong. Queensland has undertaken a whole of government review of the State's legislation to ascertain whether it is sufficiently strong to prevent, detect, respond to, investigate and recover from possible terrorist threats and incidents. The most pressing legislative matters relating to counter terrorism identified by the Queensland Government have been addressed.

The *Chemical, Biological and Radiological Emergency Powers Amendment Act 2003* (the Act) provides a detailed legal regime to ensure that police and other emergency responders have adequate powers to respond to the most severe acts of terrorism

involving CBR substances. The Act provides a power to detain and treat people against their will, decontaminate affected persons, and prevent the spread of a CBR substance. It also provides a power to direct people to stay or leave the incident area. The emergency powers are exercised in the context of a Multi Agency Response Plan that recognises the specialist skills and roles of the different emergency responders in dealing effectively with an incident. The use of the emergency CBR powers are subject to stringent controls and safeguards to ensure that the fundamental liberties of citizens are adequately protected. That Act also provides for police to exercise special powers in emergency situations generally, which could involve (non-CBR) terrorist incidents. The amendments commenced on 27 August 2003.

The Disaster Management Bill 2003 (the Bill) provides a modern, integrated framework for the structures, functions and powers supporting the disaster management system in Queensland. The Bill encompasses a comprehensive approach to disaster management through disaster mitigation, prevention, preparedness, response and recovery. Under the Bill, disaster situations could involve terrorist incidents. The Bill specifically addresses conclusions of the recent national COAG review into Natural Disaster Relief and Mitigation arrangements. The Bill also streamlines the existing arrangements at State level and replaces the two State level committees, the State Counter Disaster Organisation and the Central Control Group, with a single peak disaster management policy and decision making body to be called the State Disaster Management Group. The Bill was introduced into Parliament on 29 October 2003.

The *Terrorism (Commonwealth Powers) Act 2002* refers State constitutional power to the Australian Government to support fully the new Australian Government terrorism offences. The Act was assented to on 13 December 2002 and commenced on 28 March 2003.

Amendments to the *Director of Public Prosecutions Act 1984* clarify that the Queensland Director of Public Prosecutions may accept a Commonwealth commission to prosecute which would extend to a commission to prosecute the federal terrorism offences. The amendments are contained in the *Evidence (Protection of Children) Amendment Act 2003* assented to on 18 September 2003 but not yet proclaimed into force.

The Australian Crime Commission (Queensland) Bill 2003 provides for the operation of the Australian Crime Commission in Queensland. The Australian Crime Commission (Queensland) Bill was introduced into Parliament on 7 October 2003.

The Queensland Government is continuing its program of legislative amendment. A further phase of amendments is currently being finalised.

The amendments listed above enhance an already strong statute book in Queensland as it relates to counter terrorism. Queensland's law enforcement powers legislation is comprehensively consolidated in the *Police Powers and Responsibilities Act 2000* and *Crime and Misconduct Commission Act 2001*. Apart from the emergency powers available to the police under the *Public Safety Preservation Act* and the Disaster Management Bill, provisions in the *Police Powers and Responsibilities Act*, such as section 44 (Prevention of offences—general), empower Queensland police to prevent



as well as respond to terrorist activity. In this regard, if Commonwealth (Australian Security Intelligence Organisation (ASIO)) intelligence gathering is not accessible, for example, in emergent circumstances, there is capacity under the *Crime and Misconduct Act* for QPS to access the Crime and Misconduct Commission's special hearing and coercive powers to facilitate QPS information gatherings in relation to terrorist activity. In addition, under the *Police Powers and Responsibilities Act* there is provision for additional police powers for special events, for example security surrounding large sporting events.

Queensland's *Criminal Code* (the Code) is well-equipped to capture terrorist behaviour and terrorist situations. It is difficult to imagine a terrorist act that does not already constitute a serious offence attaching a significant penalty under the Code. Furthermore, powers, including emergency powers to prevent, detect or respond to terrorist situations are available under a raft of legislation within the health, transport, public works, natural resources, environment and primary industries portfolios.

Of course, the above information about Queensland's legislative arrangements is provided in the context of the national approach to terrorism and the concurrent Australian Government offences and powers relating to terrorism.

## **5.0 Prevention**

### **5.1 Critical Infrastructure**

Queensland undertook an initial identification of critical infrastructure in late 2002 with the assistance of the High Level Working Group, comprised of representatives from every government department. Critical infrastructure was identified across ten industry sectors.

At the beginning of 2003 the initial identification of critical infrastructure was reviewed and analysed to validate and confirm Queensland's critical infrastructure list from a State-wide perspective. In particular the potential economic and social impacts to Queensland, the impact of redundancy (or availability of 'workarounds') and the level of interdependency were key factors in reassessing critical infrastructure in Queensland.

The analysis confirmed that the initial list of critical infrastructure was generally accurate. Accordingly information sessions based on industry sectors were held for owners and operators of critical infrastructure during June and July 2003. The information sessions outlined roles and responsibilities under the *Principles for a National Counter Terrorism Strategy for Critical Infrastructure Protection*.

Subsequently a critical infrastructure discussion exercise was held on 18 September 2003 in conjunction with the Protective Security Coordination Centre, Attorney-General's Department of the Australian Government and supported by ASIO. The discussion exercise was attended by representatives from private organisations, local government authorities, government owned businesses and government departments which operate critical infrastructure throughout Queensland.

The discussion exercise provided an opportunity for government response agencies and critical infrastructure owners and operators to discuss a range of strategic and

systemic issues associated with prevention, response and recovery arrangements for potential terrorist incidents involving critical infrastructure and showcased the cooperation between the Queensland Government and Australian Government.

Data relating to Queensland's critical infrastructure is currently being collected from owners and operators of critical infrastructure for inclusion in the national critical infrastructure database being compiled by ASIO.

## **5.2 Government Agency Preparedness**

The government agency preparedness project complements the critical infrastructure project and is aimed at ensuring the resilience and continuity of Queensland Government departments in a counter terrorism environment by improving the preparedness of departments to prevent, respond to and recover from terrorism incidents.

A counter terrorism risk framework has been developed (based around the preparation, prevention, response, recovery model) to enable Queensland Government departments to integrate terrorism related risks with their existing risk management arrangements. This framework builds on existing corporate governance requirements and enables departments to adopt a systematic and consistent approach to address identified terrorism related risks through the review and development of arrangements for information security, general security, on-site emergency management, information disaster recovery and business continuity.

A 'Counter Terrorism Risk Framework and Guidelines' document has been distributed to Directors-General of departments outlining a counter terrorism risk assessment process and providing guidance on the subsequent planning process to be undertaken. In August 2003 the counter terrorism risk framework was incorporated into the performance agreements of all Directors-General by the Premier of Queensland. Departments are required to implement the framework by 29 February 2004.

Departments are currently identifying key assets and undertaking risk assessments to inform the development of treatment plans for information security, general security, on-site emergency response, information disaster recovery and business continuity. SPC and CTCU are providing support and assistance to departments including briefings to senior teams, security advice and facilitation support. In addition, SPC and CTCU conduct monthly Implementation Network Meetings for departmental representatives to share information and discuss counter terrorism issues.

The government agency preparedness project will be extended to other key government agencies in 2004.

## **5.3 Mass Gatherings Infrastructure**

This project has identified sites in Queensland where large masses gather such as sporting venues, theme parks, convention centres, licensed premises including nightclubs, shopping centres, transport precincts and key local government and tourism precincts.

From 27 October to 6 November 2003 information sessions were held in Brisbane for owners and operators of sites where large masses gather to raise awareness of the current threat environment and provide advice and assistance in response to the threat environment. From 11 November to 13 November 2003 regional information sessions will be conducted in Airlie Beach, Cairns and Townsville.

The information sessions canvass risk management issues such as security planning, emergency response planning and business continuity planning. Workplace health and safety obligations in the context of counter terrorism were also discussed.

#### **5.4 Hazardous Materials**

This project has identified sites where substantial quantities of chemical, biological and other hazardous material, such as fertilizers, are manufactured and stored. The project includes major hazard facilities, explosives, health institutions and research institutions.

On 30 October 2003 an information session was held for owners and operators of identified sites to raise awareness of the current threat environment and provide advice and assistance in response to the threat environment. Risk management issues were canvassed including security planning, emergency response planning and business continuity planning.

The information session also briefly canvassed the work being done as part of COAG review of hazardous materials. This was done ensure industry awareness of the COAG review and the separate purpose of the information session.

#### **5.5 Police Resources**

Equipment provided by the Australian Government for CHOGM, such as the refurbishment of the Major Incident Room and digital radio communications equipment, have been incorporated into QPS. Similarly, equipment procured under the Australian Government's CBR Enhancement Project is being brought into service with specialist sections, such as the Special Emergency Response Team, Explosive Ordnance Response Team and Forensic and Technical Services.

The opportunities for joint training provided by the NCTC exercise program have been used to improve preparedness of the QPS to manage potential incidents in the new security environment. While Exercise Noble Act and Noble Day in 2001 demonstrated a capacity to resolve 'traditional' siege and hostage incident, Exercise August Moon conducted in 2002 introduced response to a CBR threat in a siege/hostage scenario. Exercise Fast Ball provided the opportunity to further test relationships with Australian Government and State Government agencies at strategic and tactical levels and to conduct training activities with the Australian Defence Force Incident Response Regiment and state emergency services.

In addition to joint training, the QPS maintains an internal training program aimed at improving awareness of threats and response arrangements. CBR awareness training is provided to police in Recruit Training, District Duty Officer level and for potential incident coordinators as part of the Joint Emergency Service Training Course. The QPS Incident Command System Course for incident management has been developed to compliment arrangements in place with QFRS and the Queensland Ambulance

Service (QAS). The course is currently being delivered to all commissioned officers of the QPS and will be extended to Sergeants and Senior Sergeants as part of normal training and development programs.

### **5.6 *Maritime Security***

On an annual basis the state's ports handle over 13,000 seagoing vessel movements and 200 million tonnes of cargo. Queensland Transport and the state's eight port authorities are working closely with the Australian Government Department of Transport and Regional Services in the implementation of the International Ship and Port Facility Security Code (the Code) through the proposed *Maritime Transport Security Act 2003*. Although the State Government and port authorities have concerns at aspects of the proposed security framework, overall there is support for the aims of the proposed security system and a strong willingness to have the system operational by 1 July 2004.

The preventative aspects of the security framework contained in the *Maritime Transport Security Act 2003* complements work being undertaken through the critical infrastructure project. In effect the critical infrastructure project provides the necessary response and business continuity input to balance the prevention focus of the Australian Government's security proposals.

### **5.7 *Aviation Security***

Although the Australian Government is responsible for determining appropriate levels of security at airports and ASIO is responsible for assessing the relative security risks and associated threat levels at all Australian airports, consultation should be undertaken with relevant state and local governments regarding specific airport security issues and cost implications. This is largely because the Australian Government indirectly determines that changes in equipment and infrastructure requirements are required at regional airports which often results in increased costs for state and local governments. In Queensland this has implications for the State Government relationship with local government, as a communication protocol requires the State Government to consult local government on issues impacting upon its jurisdiction.

In light of new security requirements, rural and remote air services throughout Queensland have been and are continuing to confront issues related to their future viability due to security cost imposts. As the Queensland Government is responsible for intra-state air services, it is incumbent upon the State Government as to how and when air services should be financially supported in order to provide reasonable access for remote communities. Although Queensland transport regulations allow the State Government to control airfare levels in order to achieve more affordable access to essential transport services for these communities, in some cases the imposition of airport security related 'ticket taxes' are significant enough to affect the affordability of air travel to or from certain rural ports, subsequently negating the objective of a state government regulated and subsidised air service regime.

The Queensland Government is working with the Australian Government on these issues through the Secretaries' Committee on National Security review of the aviation security framework and the Joint Committee of Public Accounts and Audit (JCPAA) aviation review. The Queensland Government is participating in a public hearing conducted by the JCPAA on 12 November 2003.

### **5.8 Land Transport**

In accordance with the national framework established by the Australian Government and state and territory ministers, Queensland Transport is addressing security issues arising from the movement of international containers and aspects of handling and moving dangerous goods. In addition, Queensland Transport is considering state-wide issues involving the interoperability and interdependencies of transport routes and precincts.

On 3 April 2003 Queensland Rail conducted Exercise Solomon to test Queensland Rail's emergency preparedness with multiple agencies to deliver a coordinated response during a major rail incident. Exercise Solomon involved approximately 300 personnel from Queensland Rail, QPS, QFRS and QAS.

## **6.0 Response**

### **6.1 Disaster Management Planning**

The State Counter Disaster Plan is currently being reviewed as a consequence of the introduction of new disaster management legislation. The revised plan will recognise the Chemical, Biological, Radiological, Incendiary and Explosive (CBRIE) Plan as a sub-plan of the State Counter Disaster Plan.

The new State Disaster Management Plan will outline the relationship between crisis management arrangements under the National Counter Terrorism Plan and consequence management arrangements under the revised Disaster Management arrangements. This will ensure that the disaster management system can effectively support and integrate into the State's crisis management system in the event of a terrorist related incident.

The State Disaster Management Bill incorporates a robust and integrated disaster management planning framework at state, district and local government level. To further assist local governments and disaster districts and achieve a consistent standard, DES is currently preparing "guidelines" on disaster management planning.

### **6.2 Major Incidents Group**

A Major Incidents Group (MIG) facilitates Ministerial involvement in the consequence management of natural disasters, CBR incidents or other incidents to assist the coordination of technological, logistical, social and financial responses across government. The Premier chairs the MIG and includes Ministers determined in accordance with the needs of individual incidents.

The MIG provides high level decision making and leadership to the response and recovery operations associated with extreme events, appropriate State resources to expedite response and recovery operations. In a terrorist situation steps would be

taken to ensure the effective integration of crisis and consequence management strategies.

Policies and operational procedures for the MIG ensure the effective integration of the MIG into Queensland's Disaster Management System. In performing its role the MIG is supported by the Central Control Group.

### **6.3 State Disaster Management Group**

The Disaster Management Bill currently before the Queensland Parliament will establish a single peak disaster management policy and decision making body called the State Disaster Management Group. This group, which will comprise of Chief Executive Officers from a range of government departments, will have a pre-eminent role in managing the consequences of any event including a terrorist related event. This group will replace two existing State level committees, the State Counter Disaster Organisation and the Central Control Group.

### **6.4 CBRIE Plan**

The State CBRIE Plan clarifies functional responsibilities for the different types of incidents and establishes a multi-agency threat assessment team (MATAT) to discuss and analyse threats to life within Queensland. Chaired by QPS, MATAT comprises representatives from the energy, water, communications, petroleum, gas explosives, health and primary industries sectors, DES and the Australian Defence Force (ADF).

### **6.5 CBRIE Risk Register and Operational Action Guides**

DES has prepared a CBRIE Risk Register (the Register) identifying opportunities for improvement and to establish priorities for action. The Register guides the provision of resources to enhance capability and to validate functional plans for the delivery of emergency services to the community.

Emergency response operational action guides for CBRIE incidents have been developed and distributed throughout DES, QPS, the Department of Health and other agencies.

Aerial deployment strategies to support CBR incidents across Queensland have been developed.

### **6.6 CBR Steering Committee**

The CBR Steering Committee, chaired by DES, provides for continuous improvement in the State's CBR capability through collaboration between the Departments of the Premier and Cabinet, Primary Industries, Health and Emergency Services and QPS. The CBR Steering Committee which was established in 2000 maintains links between the National Counter Terrorism Plan and the Queensland Disaster Management System and will report to the State Disaster Management Group proposed under the Disaster Management Bill.

### **6.7 Response Advice for Chemical Emergencies**

The Response Advice for Chemical Emergencies (RACE) Service provides specialist scientific advice at chemical incidents in Queensland on a 24 hour basis. In response to a heightened risk of terrorist incidents RACE has developed a response capacity for

CBR incidents and has contributed to CBR related components of the Joint Emergency Services Training.

In recognition of RACE's role in strengthening CBR capability, additional staff are being appointed to the service which is to be co-located with the Special Operations Unit, QFRS to streamline and enhance CBR response capabilities.

#### **6.8 Emergency Services Resources**

Priority has been placed on strengthening operational capability within DES through the redirection of funds to enable further training for CBR and specialist rescue training and the purchase of specialised equipment, including major incident communications, hazardous material detection equipment and USAR equipment. In addition QAS has developed a command bus to improve communication capability.

These additional resources augment improvements made in the lead up to CHOGM to strengthen DES's counter terrorism capability which included \$424,000 expended on additional personal protective equipment (including level 3 protective suits) and \$777,266 expended on a state-of-the-art BA HazMat specialist vehicle.

#### **6.9 Joint Emergency Services Training**

Joint Emergency Services Training (JEST) examines the command and control functions of agencies attending major incidents with a view to improving agency incident response management, planning and interactions. DES and QPS conduct 3 day JEST courses for emergency service, health, primary industries and ADF personnel. To enhance a whole of state approach to CBR management, invitations have also been extended to organisations such as Australia Post, Queensland port authorities and operators of critical infrastructure.

To date courses have been conducted in Brisbane (February 2003 and September 2003), Gold Coast (May 2002), North Coast (April 2003), Townsville (August 2003), Cairns (June 2002), Rockhampton (March 2002 and July 2003) and Toowoomba (September 2002). To date over 400 senior officers have completed the JEST Command and Control Course with the course remaining a regular feature on the training calendar.

#### **6.10 Field Sampling**

QFRS has issued field sampling training and sampling kits across regional Queensland to allow for the collection of chemical and biological samples in a controlled manner that facilitates continuity of evidence and safe, effective retrieval for testing purposes.

#### **6.11 Chemical Detection**

DES is developing a comprehensive chemical detection program to complement the CBR initiatives. The program is identifying locations for the deployment of chemical and radiation detection equipment to meet operational requirements and provide a level of excess capability in the event of a CBR incident. The program also includes the acquisition of specialist detection equipment.

To complement the acquisition of equipment, a training course in detection techniques and strategies has been developed and is being implemented across the state.

### **6.12 Technical Rescue**

Technical Rescue covers many specialist techniques including USAR, vertical rescue, confined space rescue, trench rescue and swift water rescue. To enhance regional and State technical rescue capability specialist hazardous materials detection equipment, sample retrieval kits, major incidents communications vehicle and an USAR cache have been established.

At present QFRS can respond with a taskforce of 64 trained technical rescue personnel and equipment to state or national incidents. Furthermore a 40-person fully self-sustained team of Category II trained operators and paramedics can be deployed for up to 10 days in the field.

There are currently 70 Category II trained operators strategically positioned across the State supported by eight QAS paramedics in the South Eastern Corner and four Category III trained taskforce leaders.

The USAR Cache has been substantially upgraded to meet the State's operational needs should a taskforce deployment be required. The \$0.4M allocated to upgrade USAR equipment allows the QFRS to meet the International Search and Rescue Advisory Group guidelines for internationally recognised taskforces. A Category II USAR course will be conducted in the 2003/04 financial year. Furthermore by the end of December 2003 all permanent QFRS staff will be trained in Category I USAR.

The Technical Rescue Training Cell at the QFRS Academy at Whyte Island was opened in late 2002 at a capital construction cost of \$0.95M. The cell comprises training facilities for vertical, confined space and trench rescue as well as USAR.

In January/February 2003 one course in Level II Vertical Rescue and two courses in Level II Confined Space/Trench Rescue were conducted. The completion of these courses allows for specialised personnel and equipment to be placed in strategic locations across the State to enhance our rescue response capability within urban areas. In 2002-03 \$0.25M was spent on vertical rescue equipment. A USAR course conducted in May 2003 focused on improving response capabilities in regional Queensland.

In addition QFRS has enhanced its capability to respond to structural collapse incidents in North Queensland by purchasing specialised equipment. The equipment is strategically placed in Townsville to enable movement by road, north or south as required and to enable movement by air if it is required to support the main cache in South East Queensland.

A technical rescue response vehicle will house the equipment which includes search and detection units, specialised cutting and breaking equipment, assorted hand tools, a survey unit, lighting, generator, thermal imaging cameras, compressor, rescue tools and tents. The cost of the equipment is approximately \$256,000 and the vehicle cost is \$98,000. This equipment can be used as an initial rescue capability. Northern Region



presently has five USAR Category II qualified personnel to respond and operate this equipment.

### **6.13 Chemical, Biological Radiological Enhancement Program**

On 1 October 2003 the QFRS took delivery of the initial equipment provided under the Chemical, Biological and Radiological Enhancement Program (CBREP) including chemical detection equipment, chemical protective clothing and respiratory protection. As the CBREP is managed by the Australian Government, EMA conducted a train the trainer program from 30 June to 4 July 2003.

### **6.14 Queensland Fire and Rescue Service Academy, Whyte Island**

At the end of 2001 a state of the art \$13.2M training centre was opened at Whyte Island in Brisbane. In late 2002 Queensland hosted two operational exercises at the Whyte Island facility. The first exercise was a 72 hour technical rescue field exercise involving a multi-agency response to a building collapse. Fire service personnel from Victoria, New South Wales, Western Australia, South Australia and the Australian Capital Territory participated in the exercise in addition to Queensland.

The second exercise, August Moon, involving police, emergency services and the ADF personnel tested multi-agency CBR incident management and response capability to a terrorist-initiated incident.

These exercises are important to maintain skills, test response capabilities, improve inter-agency operability and coordinate and test the effectiveness of a unified command system.

### **6.15 Health Resources**

Queensland Health is a single statewide service divided into three zones each based on a tertiary teaching hospital and 39 Districts. There are over 215 public hospitals and 55 private hospitals in Queensland with a total of 16,000 beds of which 10,000 are in public hospitals. Of these hospitals, 40 have 24 hour on-site medical coverage including 270 Intensive Care Unit beds (192 public), 20 speciality burns beds and 300 isolation beds. Throughout Queensland there are approximately 250 ventilators and over 400 operating theatres (250 public), although a number of these are not currently operational. There are also 13 locally based public health surveillance units throughout Queensland. Queensland Health also provides 30 ambulance services in small remote areas.

Major hospitals throughout Queensland have a limited number of Category II CBR protective suits. While most hospitals have capacity to decontaminate a small number of patients, two major hospitals in Brisbane have CBR decontamination equipment suitable for larger scale incidents. Stocks of nerve agent antidotes are held in Brisbane and can be distributed to major centres.

The cornerstone of emergency health arrangements is the Emergency Departments of the major metropolitan and regional hospitals. The Emergency Departments also supply medical outreach services known as the Medevac Program whereby medical and nursing staff may respond to pre-hospital incidents in support of the QAS and also the transferral or retrieval of critically ill patients from smaller institutions. Approximately 70 hospitals can provide this response.

A network of senior doctors known as Clinical Co-ordinators supervise the Medevac and retrieval service and provide advice on the medical care of the patient as well as their transfer to appropriate centres. These systems operate on a daily basis and provide the building blocks for a major pre-hospital emergency response.

Queensland Health actively promotes national educational strategies such as Emergency Management of Severe Trauma, Trauma Nursing Core Course and the EMA Disaster Medicine Course. Queensland Health facilitates the Pre-hospital Trauma Life Support course (PHTLS) throughout Australia. In Queensland over 2,000 health service personnel including ambulance, military medical and indigenous health officers have completed the PHTLS course. In addition to CBR awareness training conducted by Queensland Health throughout the state, staff also attend CBR training at the School of Military Engineering.

There is a large fleet of aeromedically configured aircraft available to support a major health incident including ten fixed wing aircraft operated by the Royal Flying Doctor Service and 12 helicopters operated by government and community operators. Government operated aircraft are also available to supplement this fleet and are regularly used for health related matters such as organ retrieval. The Queensland Health Medevac Program operates in conjunction with these services.

Queensland Health operates a UHF radio network covering major hospital Emergency Departments in the South-East Queensland. This network includes the Red Cross blood bank and the Police Communications Centre. Queensland Health is also a participant in a police sponsored emergency radio network, which includes all emergency services local government and utility providers. This provides redundancy in the event of telephone failures.

Queensland Health Pathology and Scientific Services is a state-wide service which includes forensic services and appropriate laboratories. The principal laboratories are based at the John Tonge Centre and are integrated into the national public health laboratory network. Queensland Health also participates in the MATAT and provides operational support to DES in assessing potential risks of major chemical incidents.

## **7.0 Conclusion**

While absolute security can never be guaranteed, through the arrangements in place at a national and State level, the Queensland Government is satisfied that significant measures are in place in response to the current threat of terrorism. Vigilance and continual improvement will drive this capability into the future.

The Queensland Government is committed to a coordinated whole of government response to counter terrorism and will continue to collaborate with the Australian Government, local government and the private sector to improve the security preparedness of Queensland.

## **Attachment 1 Government Agency Roles and Responsibilities**

### **Queensland Police Service**

QPS maintains a sound capacity to respond to 'traditional' terrorist incidents since the inception of SAC-PAV. The commitment to arrangements to prevent, respond to and recover from terrorist incident in the new security environment continues under the NCTC structures. The QPS subscribes to the 'all hazards' approach to emergency management and is working towards strengthening relationships with the Australian Government and State government agencies. Enhancement of the QPS counter-terrorism capability is a process of continuous improvement given impetus by recent world and regional events such as the Bali bombings.

QPS has demonstrated its' capacity to plan for protection from terrorism for major events during the 2000 Olympic (torch relay and preliminary events) and CHOGM in 2002. Planning and operations for these events were characterised by a coordinated and cooperative approach involving active participation of State Government agencies and the Australian Government through ASIO, ADF and the Australian Federal Police.

Lessons learnt from security planning at these events have been incorporated into QPS processes for annual events such as Indy and Schoolies on the Gold Coast, large Brisbane based events such as Riverfire and the Livid Festival and one-off international events such as the Goodwill Games and Rugby World Cup.

### **Department of Health**

Queensland Health is a single statewide service. Queensland's emergency health system is supervised by a joint inter-departmental committee called the Queensland Emergency Medical System Advisory Committee. This committee reports to the Ministers and Directors-General for Health and Emergency Services.

Queensland's emergency health plan is a sub-plan of Queensland's State Disaster Plan. There are a number of sub-plans contained within the Health Disaster Plan including the mental health plan and public health plan. Queensland takes an 'all hazards' approach to emergency management built on existing resources and everyday practice. Consequently, Queensland Health's response to a terrorist incident would be based on an all hazards approach taking into consideration relevant security aspects. Queensland Health also supports a number of whole of government plans.

The responsibility for the development of Queensland Health's emergency health arrangements lies in the office of the Chief Health Officer. The Chief Health Officer is the principal medical advisor to the Minister for Health and the Director-General of the Department of Health. Within the Office of the Chief Health Officer is the Emergency Health Services Unit, a small policy advisory and operational co-ordination unit. This unit is responsible for the co-ordination of Queensland Health's responses and the development of policies and standards.

Queensland Health's plans are regularly exercised through institutional exercises as well as community wide exercises such as the airport disaster excise program. In

addition plans are tested in the real environment of natural and transport disasters and major incident responses such as CHOGM, Indy, Rugby World Cup and SARS.

### **Department of Emergency Services**

DES plays a key role in managing the consequences of large-scale emergencies including the response to CBR incidents. DES provides services delivered by fire, ambulance and counter disaster and rescue services officers covering all phases of emergency and disaster management.

#### Special Operations Unit

Under the State Rescue Policy, QFRS is the primary provider of rescue services to a broad spectrum of the Queensland community. DES through QFRS, Chemical Hazards and Emergency Management Unit and Counter Disaster and Rescue Services provide a range of specialist services to the Queensland community. Training and operational responses to the events have traditionally been coordinated and managed in a variety of locations within DES.

To facilitate improved coordination of these activities, a Special Operations Unit within QFRS has been established. The Special Operations Unit will eventually comprise specialist staff from across DES involved in hazardous materials incidents and technical rescue. The unit's role is to enhance major events planning, operational readiness, management and response to a broad range of rescue situations and to CBR incidents. The Special Operations Unit is complemented by the QAS Major Events and Mass Casualty Planning unit which has been reviewing and developing procedures for ambulance support to CBR and other terrorist incidents.

The Special Operations Unit includes the Hazardous Materials and Safety Equipment unit, the Technical Rescue unit, response vehicles and the state caches of equipment for USAR, CBR and HazMat.

The Special Operations Unit's initiatives include Field Sampling and the CBREP. In the 2002-03 financial year, an acquisition program was undertaken to purchase state of the art equipment for both programs.

#### Major Events and Mass Casualty Planning Unit, QAS

The QAS through the Major Events and Mass Casualty Planning Unit has the capability to provide specialised patient care and support for any HazMat operations and technical rescue. QAS action at a terrorist incident would be managed in accordance with the provisions of the State HazMat Plan under the overarching auspices of the State CBR Plan.

#### Disaster Operations Unit

The Disaster Operations Unit coordinates the State whole of government disaster response to and recovery from major emergencies/disasters. The unit provides the core staffing of the State Disaster Coordination Centre which integrates with the State Crisis Centre and the QPS Major Incident Room during terrorist situations.

## Attachment 2 Glossary

ADF	Australian Defence Force
ASIO	Australian Security Intelligence Organisation
CBR	Chemical, biological and radiological
CBRIE	Chemical, biological, radiological, incendiary and explosive
CHOGM	Commonwealth Heads of Government Meeting
COAG	Council of Australian Governments
CTCU	Counter Terrorism Coordination Unit, Queensland Police Service
DES	Department of Emergency Services
EMA	Emergency Management Australia
JEST	Joint emergency services training
MIG	Major Incidents Group
NCTC	National Counter Terrorism Committee
PHTLS	Pre-hospital Trauma Life Support
QAS	Queensland Ambulance Service
QFRS	Queensland Fire and Rescue Service
QPS	Queensland Police Service
SAC-PAV	Standing Advisory Committee for the Protection Against Violence
SPC	Security Planning and Coordination, Department of the Premier and Cabinet
USAR	Urban Search and Rescue