



Brisbane City Council Tropical Cyclone Alfred Review

12 May 2025

Tropical Cyclone Alfred Review
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Foreword

I was honored to be appointed by the Rt Hon the Lord Mayor of Brisbane, Councillor Adrian Schrinner on 18 March 2025, to conduct a Review into the Council's response to Tropical Cyclone Alfred.

Council takes the view that with major weather events like this one, an independent assessment should follow.

Council in my experience is astute to the need for a Review which is independent. I was alive to Council's approach in this regard when I carried out the 2022 flood Review, with its report on 9 May 2022.



The stipulation for independence is not novel for me – Supreme Court Judge 1985 – 2014, Chief Justice 1998 – 2014, and Governor 2014 – 2022.

It would be pointless providing an asinine report shy of justified criticism, and likewise when a good result has been achieved, that should be acknowledged.

I have received written submissions from Council, Councillors and interested members of the public, for which I am grateful; and I have also participated in some face-to-face meetings with Council officers and key stakeholders as warranted.

As with the 2022 Review, I have again been the grateful beneficiary of the research and administrative assistance of Ms Andrea Kenafake and Ms Melissa Travers.

Challenging weather events will always occur in Brisbane, Southeast Queensland and State-wide – some say increasingly. It is reassuring in this instance, to ratepayers in particular, that Council does not rest on its laurels, but is determined to engage in a process of regular critical re-assessment.



The Hon Paul de Jersey AC CVO KC

Glossary

AHD	Australian Heights Datum
AWS	Australian Warning System
BAU	Business as Usual
BCC	Brisbane City Council
BoM	Bureau of Meteorology
BRBD	Brisbane River Backflow Device
BSWA	Brisbane Severe Weather Alert
CBD	Central Business District
CCTV	Closed Circuit Television
CEO	Chief Executive Officer
City Plan	Brisbane City Plan 2014
Council	Brisbane City Council
CSA	Community Service Announcement
DRFA	Disaster Recovery Funding Arrangements
EA	Early Alert – State Led
EDM	Electronic Direct Mail
ERG	Emergency Response Group
EWAS	Early Warning Alert System
FRHP	Flood Resilient Homes Program
FRSP	Flood Resilient Suburbs Program
HAT	Highest Astronomical Tide
LDCC	Local Disaster Coordination Centre
LDMG	Local Disaster Management Group
LGA	Local Government Area
LGAQ	Local Government Association of Queensland
MOU	Memorandum of Understanding
QPS	Queensland Police Service
QRA	Queensland Reconstruction Authority
QR	Queensland Rail
RACQ	Royal Automobile Club Queensland
RAT	Rapid Assessment Team
RCF	River City Ferries PTY LTD
RRC	Resource Recovery Centre
SDCC	State Disaster Coordination Centre
SES	State Emergency Services
SITREPs	Situation Reports
SOPs	Standard Operating Procedures
TC	Tropical Cyclone

TMR	Transport and Main Roads
TNS	Traffic Network Services
VHPS	Voluntary Home Purchase Scheme (Council)
VHBB	Voluntary Home Buy Back (Queensland Government)

Introduction

Brisbane flooding in 2011 and 2022 led to independent reviews and reports. In light of the 2025 ex-Tropical Cyclone weather event, in early March 2025, Council determined there should be a further review, conducted independently of Council. The Rt Hon the Lord Mayor announced the establishment of this Review on 18 March 2024, to report by 12 May 2024.

The Terms of Reference of the Review are in Appendix 1. The Review is to address these three matters:

1. the extent to which the recommendations of the 2022 Review were met;
2. whether the outcomes from these recommendations were adequate; and
3. how Council performed during the event in relation to any additional matters that were identified by Council as relevant due to the differing nature of this Weather Event.

The Review received a comprehensive submission from Council, other understandably less comprehensive but nevertheless very helpful submissions from Councillors – and some members of the public, and had the benefit of meeting with various persons to facilitate understanding and aid the completion of its task.

The report is structured this way:

First, it will provide a brief overview of the weather event, followed by commentary on the differences between this 2025 event, and those of 2011 and 2022. Setting out these differences, between the events of 2022 and 2025 especially, is important because of the text of the Terms of Reference.

Second, it will set out an “audit report”, conflating Terms of Reference (a) and (b).

That will reproduce a table provided by Council in its submission summarising actions taken in response to the recommendations of the 2022 Report, with the addition of a fourth column headed “Adequacy of outcome as tested in 2025,” thus covering both Terms of Reference (a) and (b).

The first 3 columns of the table are as per the Council's submission. The added 4th column expresses the conclusion of the Review. A tick obviously indicates the outcome was considered adequate.

In some cases, Council's response to a matter of recommendation in 2022 was not able to be tested in 2025 (eg through lack of riverine flooding).

In other cases, the conclusion as to adequacy has been embellished with some commentary.

Third, the Report addresses Term of Reference (c), as to “how Council performed during the 2025 weather event in relation to any additional matters that were identified by Council due to the differing nature of the 2025 weather event”.

This section of the report will include a number of recommendations as to how Council’s performance generally might be enhanced.

Chapter One – The Characteristics of the 2025 Tropical Cyclone Alfred weather event

This description of the 2025 Tropical Cyclone Alfred weather event may conveniently be taken from Council's submission.

"Brisbane has not experienced a TC since 1974 – the last being TC Wanda (which caused the January 1974 floods in Brisbane). Three weeks of soaking rain preceded TC Wanda in 1974, before TC Wanda brought 642mm of rain to Brisbane over 3 days.

Comparatively, on 10 March 2025, ex-TC Alfred brought a total of 275.2mm rainfall in a 24-hour period, exceeding the daily rainfall amounts set in January 1974 by TC Wanda but only delivered 444mm over a three-day period.

Residents of Brisbane, having experienced flood weather events in 2011 and 2022, were more proactive in preparing for the 2025 Weather Event which put pressure and demand on Council meeting those preparedness expectations, particularly in relation to the availability of sandbags as a flood mitigation measure. During the 2025 Weather Event, Council successfully deployed the combination of both pre-filled and self-serve, sandbags and sand stockpiles in locations across the Brisbane local government area (LGA).

During the 2025 Weather Event, Council also utilised its Emergency Dashboard interactive information and mapping tool, via its corporate website for the first time during an event, delivering on the enhancements and improvements made following the 2022 flood event. This community notification tool was highly successful in extending Council's live data updates and communications reach into the community generating 1,682,236 visitor sessions to its pages over the period.

Following the wind impacts, which resulted in power outages and fallen branches, Council also successfully deployed temporary food and green waste sites, which enabled residents and community volunteers to dispose of spoiled food and green waste to a range of accessible locations in addition to their closest Resource Recovery Centre (RRC), minimising green and food waste dumping in or on other Council public assets and reducing cross-contamination across differing waste types. These sites also relieved the pressure on the respective RRC's and on residents' own waste receptacles in the immediate aftermath.

As a result of the predicted cyclonic impacts, especially storm surge in coastal communities, Council implemented, for the first time, the utilisation of places of refuge in addition to its Evacuation Centre offerings providing a more diverse and flexible range of shelter options for the community.

From a weather impact perspective, the Brisbane LGA fared better than was initially predicted, which assisted Council to deliver an effective, strong response and recovery effort. Many of the learnings from the 2022 Flood Event were tested in the 2025 Weather Event and made successful and valuable contributions to Council's rapid response and recovery effort."

Between 2022 and 2025

As to the differences between the events of 2022 and 2025 (again taken from Council's submission):

"The 2025 Weather Event was very different to previous weather events experienced across the Brisbane LGA in 2011 and 2022 largely due to differences in the lead time for, and the type of, each weather event. In general terms, flooding during the 2025 Weather Event was categorised by widespread creek flooding associated with the TC/ex TC tropical weather system and, when considered with respect to flooding impact was less than:

- (a) the 2022 Flood Event where major and significant creek flooding occurred, and major Brisbane River flooding was recorded as 3.85m AHD at the City Gauge; and
- (b) the 2011 Weather Event where major Brisbane River flooding was recorded as 4.46m AHD at the City Gauge.

On 20 February 2025 a Tropical Low formed (as 22U Tropical Low) in the Coral Sea off the Queensland Coast and on 23 February 2025 reached TC status as TC Alfred.

The Bureau of Meteorology (BoM) update issued at 4.45am on 26 February 2025 advised that *"TC Alfred was slow moving but was forecast to move in a general southwards direction from later today and on Thursday. There is high confidence that TC Alfred will remain well off the Queensland Coast until late in the week. The track is highly uncertain on the weekend with the risk of TC Alfred moving closer to the Queensland coast"*.

Between 27 February 2025 and 4 March 2025, TC Alfred's intensity peaked at Category 4 (Severe Tropical Cyclone) as it tracked southward off the Queensland Coast and then turned westward, and over the days that followed tracked slowly as a Category 2 system towards Queensland's south-eastern coast.

On 3 March 2025, BoM issued Tropical Cyclone Advises at 10:54am and 4:46pm. Initially it was reported that *“Alfred is currently a category 1 cyclone but is expected to intensify to a category 2 cyclone tonight. It is likely to maintain a category 2 intensity as it approaches the southeast Queensland coast late on Thursday”* which was amended later that day to be *“As it approaches the coast on Thursday, Alfred is expected to maintain intensity as a category 2 cyclone and make landfall between Brisbane and Sunshine Coast late on Thursday or Friday morning”*.

Between 3 March and 8 March 2025, BoM warnings were issued across South-East Queensland that TC Alfred may make landfall as an upper-end Category 2 system or even potentially a lower-end Category 3 system.

On 8 March 2025, TC Alfred weakened and was downgraded to a Tropical Low as it crossed the mainland Southeast Queensland coast, making landfall north of Brisbane at 9:00pm local time.

Ex-TC Alfred then remained stationary in the vicinity of Bribie Island from 8 March to 9 March 2025, where it subjected Brisbane to heavy rain, flash flooding from creeks and overland flow and strong winds. It eventually moved to the south and by 10 March 2025 the potential for further imminent detrimental effects from the weather system on the Brisbane LGA had dissipated. A BoM Severe Weather Warning issued on 10 March 2025 at 4.29pm indicated *“Heavy rainfall gradually easing over southeast Queensland today”*.

The impacts on the Brisbane LGA from the 2025 Weather Event included strong winds of up to 63km/h (the highest officially recorded by BoM) on 8 and 9 March 2025 causing trees and power lines to fall resulting in widespread power outages and green waste debris to be scattered across the Brisbane LGA. The Brisbane Airport recorded a wind gust at 41 knots or 75 km/hr. On 9 March 2025, there were 56,925 customers without power in the Brisbane LGA.

The BoM website indicated widespread heavy rain and associated flooding would be experienced by the Brisbane LGA as TC Alfred approached the South-East Queensland coast between 6 March 2025 and 10 March 2025. On 10 March 2025 BoM records indicate that Brisbane received a total of 275.2mm of rainfall within the preceding 24-hour period, an annual record based on 26 years of data and the highest daily rainfall total since January 1974. Council gauges recorded in excess of these figures, as they also did in the 2022 Flood Event. Importantly, rainfall data collected by Council gauges is based on a 24-hour period from midnight to midnight, whereas rainfall data collected by BoM gauges is based on the period of 9:00am to 9:00am the following day, which accounts for variations in the reported data for the same day. Brisbane was subject to a maximum storm tide at the Brisbane Bar of 400mm, however this did not result in tide levels above the Highest Astronomical Tide (HAT).

During the 2025 Weather Event, Brisbane River flooding impacts were assessed as minimal as the minor flooding classification of 1.7m Australia Height Datum (AHD) was not exceeded at the Brisbane City Gauge (City Gauge).

The heavy rainfall experienced particularly between 9 March 2025 and 11 March 2025 led to widespread flash flooding across the Brisbane LGA from creeks and overland flow in low lying areas. Council's unofficial recorded rainfall saw many gauges across the City record over 500mm falling across parts of the Brisbane LGA over the three days from 8 March 2025 to 10 March 2025.



Minor to moderate creek flood levels were reported and corresponding flooded property, road and area impacts and overland flow were experienced around Lota Creek, Bulimba Creek, Norman Creek, Stable Swamp Creek, Rocky Waterholes, Oxley Creek and Blunder Creek on Brisbane's south side and Breakfast Creek, Moggill Creek, Kedron Brook, Cabbage Tree Creek, Downfall Creek and Zillman Waterholes on Brisbane's north side on 9 March 2025 and 10 March 2025.


Early analysis has been undertaken of indicative flood inundation data for properties and habitable floors potentially impacted by the 2025 Weather Event within the Brisbane LGA reflecting the extent to which flood inundation intersects a property and for habitable floor levels, exceeds those floor levels in Council's database. Some 8,900 properties, comprising 6003 residential and 2900 non-residential experienced indicative flood inundation intersecting those properties and 368 residential habitable floor levels were possibly impacted by flooding based on flood modelling provided by Council's Flood Information Centre during the 2025 Weather Event.



Significant debris, large trees and logs in the Brisbane River required vigilance by all marine vessels for the duration of the 2025 Weather Event and caused the cessation of Council's ferry and CityCat operations for a period of time."



Chapter Two – Audit of Council’s response to 2022 Recommendations and adequacy of outcomes as tested in 2025 (Terms of Reference (a) and (b))


Table : Council’s Responses to Recommendations of the 2022 Flood Report

Ref	2022 Flood Report Recommendation	Council Action	Council’s nominated Outcome	Adequacy of Outcome as tested in 2025
REC 2.1	<i>Pullenvale Ward: that Council regularly review the Isolating Communities Sub-Plan of the Disaster Management Plan to ensure optimal deployment of relief assistance for the Pullenvale Ward</i>	<ul style="list-style-type: none"> Engaged with the Community Groups for Moggill/Bellbowrie and Karana Downs/Mt Crosby that had become isolated in the Pullenvale Ward in 2022. Developed and prepared, in collaboration with the Moggill- Bellbowrie community, the 4070 Community-led Flood and Disaster Group Emergency Management Plan in November 2022. Worked collaboratively with the Karana Downs- Mt Crosby community in the preparation of their community plan. Council continues to work collaboratively with the group to support plans and preparedness in the community. Both groups have community developed and managed isolation emergency plans and their own social media groups to coordinate during an event. Both groups have the direct contact numbers to the City Resilience Duty Officer and stay in touch during events for any Intelligence and assistance required for the groups to make decisions about their response. 	Met	
REC 2.2	<i>Tennyson Ward: that Council continues to review the</i>	<ul style="list-style-type: none"> Works completed on 21 December 2022 on a temporary office at the ground floor of Council’s South Regional Business Centre ready for occupation within 24 hours’ notice should the Tennyson Ward office become 	Met	 See comment 1 below




	<i>provision of a flood proof Ward Office for the Tennyson Ward</i>	<p>unavailable through a weather event or any other circumstance.</p> <ul style="list-style-type: none"> • Activation of the temporary office includes security card swipe access, telephones, internet access and a multi-functional device for printing, photocopying and scanning together with ISB-VIP ICT Support to install laptops and monitors. • Councillor for Tennyson Ward notified of the availability of a temporary office on 22 December 2022. The South Regional Business Centre continues to be maintained to enable activation as and when required. 		
REC 3.1	<i>Backflow Prevention Devices: that Council continue to assess and prioritise the installation of BPDs as part of its flood mitigation strategy</i>	<ul style="list-style-type: none"> • Brisbane River Backflow Devices (BRBDs) Feasibility Assessment Report Phases 1 and 2 – Completed January 2024. • Continued prioritisation of backflow device projects against the wider drainage program in consideration of the latest guidance from the QRA using a consistent and comparable economic assessment. • Completed construction on a new tidal backflow device at Waterloo Esplanade, Wynnum in 2023. • Completed repairs to damaged tidal backflow valves at Flinders Parade, Sandgate and Tenth Avenue, Sandgate in 2023. • Replaced defective BRBD at Riverside Drive, West End in 2023. • Scheduled a combined relief drainage and Local Government Infrastructure Plan (LGIP) new drainage project in Dury Street West End to construct a passive backflow device for new drainage components in 2025. • Successfully secured National Emergency Management Agency (NEMA) Disaster Ready Fund (DRF) Round 1 grant funding for two backflow projects to improve the safety and operations during flood events being: <ul style="list-style-type: none"> ○ additional water level sensors to enable remote readings of water levels removing the need for officers to be in unsafe weather conditions. The devices will also enable increased efficiency while monitoring and maintaining the devices; and 	Met	 <p>Not tested because of limited riverine flooding, but approach considered adequate.</p>



		<ul style="list-style-type: none"> ○ automation of Central Business District (CBD) devices though design and construct modifications to existing CBD backflow devices that enable the automation of the devices, minimising the needs for staff to access these sites during a flood emergency event, improving safety and operations during severe weather events. 		
REC 3.2	<i><u>Flood Resilient Homes Program</u>: that the FRHP be continued, and if possible, extended into more flood affected areas, and that consideration be given to its extension to flood affected business premises and apartment buildings, with town planning incentives to participants</i>	<ul style="list-style-type: none"> • In 2022 the pilot Flood Resilient Homes Program (FRHP) was expanded and renamed as the Flood Resilient Suburbs Program (FRSP). The expanded program increased in scope from flood resilience services for homes to include flood resilience services for apartments and businesses. In 2023 it was further expanded to include flood resilience services for community facilities with the creation of the Rebuild and Recover Flood Resilient Communities Program (RRFRCP). The FRSP continued to provide flood resilience education and engagement through its delivery, The FRSP concluded in June 2024, with the following outcomes: <ul style="list-style-type: none"> ○ Flood resilient assessments and recommendations reports were provided for 77 apartment buildings. ○ Flood resilient assessments and recommendations reports were provided for 72 businesses. ○ Business continuity plans were provided to an additional 71 businesses. ○ Initial flood resilient assessment and recommendations reports were provided to 106 community club facilities ○ Flood resilient building works were provided to 51 community club facilities. 	Met	 Dependent on State and Commonwealth funding which Council cannot ensure. Response considered adequate. See Chapter 3 for further discussion and recommendation.
REC 3.3	<i><u>Flood Resilient Homes Program</u>: that the FRHP be reviewed in light of the 2022 weather event, taking into</i>	<ul style="list-style-type: none"> • A post-flood survey and assessment was undertaken for five homes that had participated in the FRHP • Closed out all remaining works for the FRHP in June 2024. 	Met	

	<i>consideration the feedback from residents who had already participated in the program</i>	<ul style="list-style-type: none"> Funded 297 Home Service Reports and 199 Incentive Scheme Works packages, including one house-raise. Priority for delivery of Council's FRHP pilot past June 2022 lowered in light of the large scale of the Commonwealth and State funded RHF. Redirected resources, after an initial recovery determination following the February 2022 floods (\$10M budget for FRSP – flood buy-back, resilient building assessments for apartment buildings, businesses, and community clubs), to support other flood resilient efforts, including the RHF VHBB scheme. 		
REC 3.4	<u><i>Voluntary Home Purchase Scheme: that subject to availability of State and Federal funding, the VHPS be reinstated</i></u>	<ul style="list-style-type: none"> Acquired 293 properties under the Queensland and Australian Government's RHF - VHBB. Completed 90% of removal of the dwellings and conversion of sites to uninhabitable open space. Funded the voluntary property acquisition of five additional flood affected homes in 2023 through its FRSP. 	Met	 See Chapter 3 for further discussion and recommendation.
REC 3.5	<u><i>Updating Existing Flood Studies: that Council use new data obtained as a result of the 2022 weather event to update the existing flood studies knowledge base</i></u>	<ul style="list-style-type: none"> Utilised data from 2022 Flood Event in all case studies completed since 2022. Fully implemented all flood study data from completed flood studies into Council flood products – open data, flood awareness maps, FloodWise Property Reports and City Plan. Continued delivery of the accelerated flood study program with the accelerated phase on track for completion by June 2026. Planned continuation of the program from 2026/27 as Council BAU. Completed flood studies program as at March 2025 for Kedron Brook, Brighton Creek, Toowong Creek, Witton Creek, Sandy Creek, Breakfast Creek, Jindalee Creek and Lota Creek. Progressing flood studies underway as at March 2025 for City wide overland flow, Norman Creek, Oxley Creek and 	Met	




		Stable Swamp Creek, and Nundah Creek (includes Downfall Creek & Zillman Waterholes Creek).		
REC 3.6	<i>Floodplain Management: that the new data obtained as a result of the 2022 weather event be incorporated into the modelling within Council's existing flood studies to further enhance Council's floodplain management</i>	<ul style="list-style-type: none"> Floodplain management measures have formed part of the updated flood studies and have informed updates to the flood modelling and other Council flood risk management tools. This body of work will now inform the updates to the floodplain management plan to be funded through grant rounds. Successfully secured grant funding under the Australian Government's DRF Round 2 for an update to its floodplain management planning. Anticipated commencement of floodplain management, in accordance with DRF grant funding rules, pending ratification of the DRF grant by NEMA. 	Met – implementation ongoing	✓
REC 3.7	<i>Maintenance Issues: that where specific maintenance issues have been referred to this review by Councillors or residents, for example of blocked drains and overgrown creek beds and banks impeding outflow, it falls to Councillors to raise those matters with the relevant Council Divisions</i>	<ul style="list-style-type: none"> Created Councillor and Ward Office Reference Sheet – Disaster Management – Logging Jobs and Request for Assistance during an Event and issued to Councillors in 2022. Reissued to Councillors by email on 4 March 2025 prior to the 2025 Weather Event. 	Met	 See comment 2 below
REC 4.1	<i>Role of Councillors: that the role of local Councillors is formally understood and documented in the various guides and SOPs within the disaster management frameworks</i>	<ul style="list-style-type: none"> Designed a range of disaster management online training courses specifically for Councillors - Overview of Disaster Management, Councillors Role During a Disaster, Community Preparedness and Bushfire: Risk, Prepare, Response. Developed a Councillor and Ward Office Reference Sheet – Disaster Management – Logging Jobs and Request for Assistance during an Event sheet that has received very positive feedback from the Ward staff and Councillors. 	Met	✓

		<ul style="list-style-type: none"> Invited Councillors to observe the annual LDCC stand up exercise to receive additional training as well. Developed Disaster Management Basics Councillor Handbook in December 2024, with update in March 2025. 		
REC 4.2	<i>Councillor Training: that mandatory training occur for newly elected Councillors in the disaster management frameworks and operations</i>	<ul style="list-style-type: none"> Designed a range of disaster management online training courses specifically for Councillors - Overview of Disaster Management, Councillors Role During a Disaster, Community Preparedness and Bushfire: Risk, Prepare, Response. Completed training for all Councillors and implemented requirement for all new Councillors to undertake same. Developed a Councillor and Ward Office Reference Sheet – Disaster Management – Logging Jobs and Request for Assistance during an Event sheet that has received very positive feedback from the Ward staff and Councillors. Invited Councillors to observe the annual LDCC stand up exercise to receive additional training. 	Met	✓
REC 4.3	<i>Councillor Refresher Training: that regular refresher training is given at defined intervals, including the opportunity for Councillors to participate in desktop and simulated emergency exercises</i>	<ul style="list-style-type: none"> Offered all Ward Offices and Councillors a Queensland Disaster Management Arrangements training session in both 2023 and 2024 after initial visits. Developed a range of disaster management basics and refresher online training specifically for Councillors available in Council's Learning Management System. Sent an annual email reminder to all Councillors with all the links to undertake the online courses and offer face to face training each year as a preference. Invited Councillors to observe the annual LDCC stand up exercise to receive additional training. 	Met	✓
REC 4.4	<i>Red Cross MOU: that Council work with the Australian Red Cross to review the current MOU and consider alternate procedures for the registration of evacuees and management</i>	<ul style="list-style-type: none"> Reviewed Memorandum of Understanding (MOU) with Australian Red Cross in August 2022. MOU remains current with Red Cross volunteers assisting to manage and work in Evacuation Centres when requested. Trained additional employees to work in Evacuation Centres to address the management of centres during 	Met	✓

	<i>of the centres during periods of unavailability of Red Cross Officers</i>	periods of unavailability of Red Cross volunteers and identified additional partner agencies such as Tzu Chi and Uniting Care to also work in the centres.		
REC 4.5	<i><u>Community Hubs</u>: that Council work with local Councillors to develop a model that integrates the functions of community hubs and evacuation centres such that impacted residents can effectively access the support needed during a disaster event</i>	<ul style="list-style-type: none"> • Maintained a register of known community clubs and organisations that may operate as a community hub during a disaster event. • Contacted those known organisations during an event to determine if they are activating as a community hub and sharing information on Council's website during the recovery phase. • Maintained regular communication with the two known community-led evacuation centre sites to offer training and support for their activities. 	Met	 Met in part. See Chapter 3 for further discussion and recommendation.
REC 4.6	<i><u>Evacuation Centres</u>: that Council assess the adequacy of having only two major evacuation centres for a city the size of Brisbane</i>	<ul style="list-style-type: none"> • Developed a list of Evacuation Centres to ensure that there is a range of options available for activation when required to shortlist sites during an event. • Created hierarchy list of possible sites for the establishment of Evacuation Centres and added new sites as and when they are identified or become available. 	Met	
REC 4.7	<i><u>Update Maps and Reports</u>: that Council review and, if appropriate update the Flood Awareness Maps and FloodWise Property Reports using data gathered during and after the weather event, including to add 2022 weather event flood levels</i>	<ul style="list-style-type: none"> • Incorporated the historic 2022 flood extent map and other flood plain management measures in the Flood Awareness Map (FAM) and levels in the FloodWise Property Report in September 2022. • Received information, photos and video submissions from the public relating to the 2022 Flood Event, which data was assessed and used to inform a revision to the February 2022 flood extent map and levels. • Incorporated outputs from updated creek flood studies (covered in recommendation 3.5 above) for Bulimba Creek, Brighton Creek, Toowong Creek, Witton Creek, Sandy Creek, Kedron Brook, Jindalee Creek, Breakfast Creek and Lota Creek into the FAM since 2022. • Incorporated outputs from the updated creek flood studies(covered in recommendation 3.5 above) for Bulimba Creek, Brighton Creek, Toowong Creek, Witton 	Met	


		Creek, Sandy Creek and Kedron Brook into the FloodWise Property Report since 2022.		
Rec 4.8	<i>Creek Flood Alert Program: that Council explore further expanding Council's creek flood alert program to allow additional residents and businesses to register and receive alerts when rain or flow levels in nearby creeks indicate that properties may be at risk of flooding</i>	<ul style="list-style-type: none"> Implemented an expansion of the pre-existing service areas for creek flood alerting (existing in 2022 prior to the flood) to include larger scale events up to major creek flooding. Creek flood alert polygons were expanded in size to allow more residents to receive the alerts. Expanded creek alert service to all existing gauges that Council own. Added one extra creek flood alert service location at Karana Downs to provide alerts for flooded bridges in that area. Implemented a range of uplifts to the BWSA focusing on enhancing user experience. This included removing the cap on the number of addresses people can register, allowing residents to choose the type of alerts they wish to receive, making the sign up process easier, easing the requirements for password complexity and other small adjustments to make the experience of registering and managing a BSWA account easier. Upgraded information available on Council's corporate website to help residents understand the creek flood alerts and what it may mean for them about the possibility of flooding in their area. This included new creek flood area mapping and totems to help residents interpret the different alerts and their flood levels for their area. 	Met	
REC 4.9	<i>Flood Awareness Tools: that Council continues to actively invite access to the full range of flood awareness tools to ensure knowledge they were available, they are accurate and that they are utilised.</i>	<ul style="list-style-type: none"> Incorporated outputs from the updated creek flood studies and other flood plain management measures for Bulimba Creek, Brighton Creek, Toowong Creek, Witton Creek, Sandy Creek, Kedron Brook, Jindalee Creek, Breakfast Creek and Lota into the FAM since 2022. Incorporated outputs from the updated creek flood studies (covered in recommendation 3.5 above) for Bulimba Creek, Brighton Creek, Toowong Creek, Witton Creek, Sandy Creek and Kedron Brook into the FloodWise Property Report since 2022. Continuously promotes the flood information online tools during community engagement events and programs 	Met	

		such as the Brisbane Emergency Services Expo, Green Heart Fair/Sustainable BNE Festival, My Resilient School Program and Be Prepared Campaign, as well as during targeted community group presentations and via the corporate website.		
REC 4.10	<i>Other Agencies: that Council share learnings and feedback with other agencies about the 2022 weather event and continue to work together with them to improve the coordination of emergency responses</i>	<ul style="list-style-type: none"> • Attended the Severe Weather Event Debrief/Lessons Collection Workshop conducted with Disaster District and partner agencies on 13 April 2022. • Continued close working with all agencies from LDMG and initial response including invitations to external agencies to participate in all relevant Council disaster exercising in order to enhance interoperations. Examples of exercises where external partner agencies participated include Paratus 2023, Tempest 2024, Water Rat 2024, Susanoo 2024, and Casa Equum 2024 	Met	✓
REC 4.11	<i>Other Agencies: that Council require other agencies to provide alternative contacts to ensure that a representative is available to assist the LDCC and LDMG at all times</i>	<ul style="list-style-type: none"> • Maintains the LDMG list of contacts including proxies and a list of more operational level contacts as redundancies for LDCC to use 	Met	✓
REC 4.12	<i>Community Hubs: that Council recognise and formalise the role of community hubs and their volunteers as an integral part of the community response to disaster events</i>	<ul style="list-style-type: none"> • Utilised the known community groups and organisations list during an activation to communicate with potential community hub operators during event response. • Shared the Volunteering Queensland (VQ) activation for the volunteering opportunities platform which allows community groups and organisations to host and coordinate community led recovery volunteering activities in their local areas. 	Met	✓ See Chapter 3 for further discussion and recommendation.
REC 4.13	<i>Mud Army: that Council review the implementation of a Mud Army in response to such an event, possibly on the basis that a Mud Army fill a supplementary role to ordinary</i>	<ul style="list-style-type: none"> • Developed and trialed a new strategic partnership with VQ during the 2025 Weather Event. • In discussions with VQ for a new partnership approach with VQ to managing spontaneous volunteers that does not rely on mass volunteering events to be staffed and managed by Council employees. In development phase when ex-TC Alfred occurred. 	Met	✓ See Chapter 3 for further discussion and recommendation.

	<i>spontaneous community volunteering</i>	<ul style="list-style-type: none"> Continuing to document the lessons learned from ex-TC Alfred and include in new spontaneous volunteer procedure Concluded negotiations on new MOU between Chief Executive Officer (CEO) of VQ and CEO of Council – pending execution by the parties. 		
REC 4.14	<i>Operational Review: that Council take on board feedback regarding waste disposal, road closures and sandbags in its operational review of the 2022 weather event</i>	<ul style="list-style-type: none"> Developed procedures in 2022 to support improved management of waste, sandbags and road closures during flood (updated in 2023) including Public Space Operations Sandbag Operations, Pre-Storm Season Checklist, Emergency Disaster Response Temporary Site Activation List, Public Space Operations Storm Event Temporary Green Waste Site Plans and updated List of Delegates for Road Closures. Undertook annual reviews of these procedures to inform improvements and test responsiveness. Executed operational response for 2025 Weather Event in line with updated procedures. 	Met	 See Chapter 3 for further discussion and recommendation.
REC 5.1	<i>EA System Review: that Council advocate that the QFES undertake a review of the system that distributes EAs to determine whether there is a more efficient method by which EAs can be distributed, particularly in circumstances where the EA must be distributed to a large number of people</i>	<ul style="list-style-type: none"> Correspondence exchanged with Queensland Fire and Emergency Services (QFES) Commissioner after the 2022 Flood Event regarding the review of the EA system. 	Met	
REC 5.2	<i>EA Process Review: that Council review the “request for EA process” with QFES as there seemed to be some delay in the</i>	<ul style="list-style-type: none"> Developed pre-prepared EA and Australian Warning System templates in consultation with SDCC Watch Desk, QFES (now QPS) and City Communication and stored in accessible Council records management system. 	Met	




	<i>review and approval of QFES of the wording of the EA and timing of the issue of the EA. This process and QFES' expectations for the EA scripting could, for example, be agreed to prior to the event such that the fact-specific EA during an event might be a refinement of pre-agreed templates</i>			
REC 5.3	<i><u>EWAS Uptake</u>: that Council rigorously promote community uptake of the Weatherzone severe weather and creek alerts system</i>	<ul style="list-style-type: none"> Developed Early Warning Alert System (EWAS) Uptake Plan in 2022 with ongoing implementation and updates made to the service. Increased membership since 5 July 2022 from 172,890 subscribers to 232,749 as at 24 March 2025. 	Met	✓
REC 5.4	<i><u>Public Warnings and Advice</u>: that consistent and widely published channels be used to relay emergency information. These channels should be accessible by everyone. Non-digital channels, eg, radio, should continue to be used. Residents should continue to be encouraged to have a battery powered radio in case of power failure</i>	<ul style="list-style-type: none"> Planned review of the Crisis Communication Standard Operating Procedures and supporting templates based on lessons learned during the 2025 Weather Event. Continued use of Council channels and advertising to promote how the community should be prepared for a crisis, including having access to a battery powered radio, phone and phone charger etc. Continued year-round promotion of Be Prepared advice and BSWA, including via Living in Brisbane, E-newsletters, advertising activity, social media and digital channels. Continued utilisation of alerts, media and community service announcements, website, social media and flyers to directly impacted residents to alert them to event information. 	Met	✓ See Chapter 3 for discussion and recommendation.
REC 5.5	<i><u>Terminology</u>: that continuing consideration be given to the</i>	<ul style="list-style-type: none"> Developed Glossary of Terminology relating to flooding for use in public communications. 	Met	✓

	<i>terminology of public warnings and advice – continuing to avoid reference to, say, a “1 in 100-year flood”, but also developing a way of referring to flood heights in Brisbane River other than by height at the “City Gauge” – which few citizens would understand</i>	<ul style="list-style-type: none"> Continued to refine and implement improvements to wording of public warnings and messaging about flood risks. Since 2023, implemented the Australian Warning System (AWS) wording and template formatting to Council flood warnings and advice on Council BSWA, CSA and specific AWS warning information that the Queensland Government also use. 		
REC 5.6	<i><u>Publication of Information:</u> that Council continue to refine its capacity to publish timely public warnings and alerts, and provide practical advice to residents such as ‘move your car to higher ground’, ‘charge your devices and prepare for power outages’, and provide emergency contact numbers and details</i>	<ul style="list-style-type: none"> Reviewed the Crisis Communication Standard Operating Procedures (SOPs) based on lessons learned during the 2022 Flood Event. Continued year-round promotion of Be Prepared advice and BSWA, including via Living in Brisbane, E-newsletters, advertising activity, social media and digital channels. Planned review of the Crisis Communication SOPs based on lessons learned during the 2025 Weather Event. 	Met	✓
REC 6.1	<i><u>Basements:</u> that building owners and body corporates be encouraged to retrofit electrical and other essential services located in basements in flood prone areas to ensure protection from inundation</i>	<ul style="list-style-type: none"> Emailed industry peak bodies in September 2022 notifying of Council's Factsheet - Flood recovery 2022: Building back better basements. Attended industry forum on 31 October 2022 advising on and promoting Factsheet - Flood recovery 2022: Building back better basements. Emailed various Strata organisations on 8 March 2025 to urge them to prepare for the likely event of flooding and associated impacts including a reminder to have all essential services in flood affected basements checked by a professional and linking the Factsheet: 'Building back better basements'. 	Met	✓ Not tested because of limited riverine flooding, but approach considered adequate.

REC 6.2	<i>Planning Laws: that Council review, with the State Government where relevant, the existing planning laws in light of 2022 weather event to further mitigate impacts from flooding</i>	<ul style="list-style-type: none"> • Prepared and delivered a report reviewing key aspects of Brisbane City Plan on 30 June 2023 (the Flood Planning Review Report – Land Use Flood Resilience Actions). • Completed the following subsequent actions: <ul style="list-style-type: none"> ○ adopted on 1 August 2023, the minor and administrative amendment package O (effective 1 September 2023) that updated the Flood overlay map to reflect the flood study for Bulimba Creek. ○ adopted on 31 October 2023, the minor and administrative amendment package P (effective 8 December 2023) that included zone and overlay changes to 186 properties to enable removal of houses from flood impacted land as part of the QRA VHBB and previous Council buy-back program outcomes. This amendment also included minor text changes to City Plan and planning scheme policies to clarify existing policy for certification of flood studies, updates to references and terminology and clarity on the requirements of Queensland Government legislation for referable dams. The updated references include changes made as a result of updates to the Queensland Urban Drainage Manual. ○ adopted on 6 August 2024 the minor amendment package R (effective 13 September 2024), that included zone and overlay changes to 125 properties to enable removal of houses following from flood affected land as part of the QRA VHBB and previous Council buy-back program outcomes. ○ adopted on 29 October 2024, the minor and administrative amendment package T (effective 6 December 2024) that included updates to the Flood overlay map to reflect and give effect to regulatory provisions under the updated flood studies for Brighton Creek, Kedron Brook, Sandy Creek, Toowong Creek, Witton Creek. 	Met – implementation ongoing	
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		<ul style="list-style-type: none"> ○ Identified Major amendment package – Flood, based on the Flood Planning Review Report scheduled for formal submission to Council mid-2025. Identified improvements will address: <ul style="list-style-type: none"> ▪ improved flood immunity for industrial and commercial land ▪ storage of hazardous materials ▪ improvements to overland flow analysis requirements for houses ▪ enhanced requirements for vulnerable uses ▪ enhance requirements for pontoons addressing tethering, identification and materials. ● Completed review to update and refine Landslide overlay (mapping and code) and planning scheme policy in City Plan (June 2023 to December 2024) Following stakeholder engagement amendments to City Plan will be progressed for submission to Council. 		
REC 6.3	<i><u>Private Pontoon Regulation:</u> that Council review the legislative framework concerning approval and control of private pontoons and make representations to the relevant authorities or make permitted changes, where appropriate, to the City Plan</i>	<ul style="list-style-type: none"> ● Identified Major amendment package – Flood, based on the Flood Planning Review Report scheduled for formal submission to Council in mid-2025. Identified improvements will address proposed changes to the Prescribed Tidal Work Code in City Plan to enhance requirements for pontoons addressing tethering, identification and materials. ● Advocating for change to legislation with Maritime Safety Queensland (MSQ) in April 2024 and again in May 2024 about the review of the Prescribed Tidal Works Code (PTWC) in the <i>Coastal Protection and Management Regulation 2017</i> with no resolution to date. 	Met – implementation ongoing	✓
REC 6.4	<i><u>Private Pontoon Construction:</u> that Council review with relevant bodies the materials used for pontoon construction</i>	<ul style="list-style-type: none"> ● Identified Major amendment package – Flood, based on the Flood Planning Review Report scheduled for formal submission to Council in mid-2025. Identified improvements will address proposed changes to the PTWC in City Plan to enhance requirements for 	Met – implementation ongoing	✓

	<i>and the tethering of pontoons to embankments</i>	<p>pontoons addressing tethering, identification and materials</p> <ul style="list-style-type: none"> Advocated for change to legislation with MSQ in April 2024 and again in May 2024 about the review of the PTWC in the <i>Coastal Protection and Management Regulation 2017</i> with no resolution to date. 		
REC 7.1	<i><u>Infrastructure:</u> that Council consider whether improvements can be made to design, location and material selection in order to further improve future flood resilience in Council's riverine and waterway infrastructure</i>	<p>Ferry Terminal Infrastructure:</p> <ul style="list-style-type: none"> Improved existing ferry terminal infrastructure as part of the recovery works post the 2022 Flood Event to return to operations. For fibre-reinforced polymer (FRP) style of terminals (i.e. constructed pre-2016) with releasing gangways (the most impacted asset in 2022), extensively improved gangway release and design to prevent jamming, enhancements to balustrades, locating electrical switchboards and Closed-Circuit Television (CCTV) cabinets above inundation levels at new terminals to minimise risks and associated costs. Developed checklist for pre-event readiness to secure terminal sites, disconnect power at switchboards and actioned as part of TC Alfred readiness. Delivered two new terminals post February 2022, at Dockside and Mowbray Park to the later terminal design removing the dependency on the releasing gangway, and including resilience improvements - switchboards and CCTV cabinets located above flood inundation levels to reduce damage and time to have terminals operational post a weather event; redesigned gangway underfloor elements to reduce silt/debris entrapment; fully removable gangway floor and balustrade panels for rapid clean, and access gates were also included to enable terminals to be secured from the public to assist in pre-event readiness and safety. <p>Council's Public Pontoons:</p> <ul style="list-style-type: none"> Incorporated as part of the renewal program following damage to seven of Council's River Access Network of 	Met	✓

		<p>public pontoons considerable engineering resilience features to improve their performance in floods.</p> <ul style="list-style-type: none"> Reconstructed six new public pontoons post the 2022 Flood Event that included resilience features. 		
REC 7.2	<i><u>Build Back Better:</u> that where Council infrastructure has been damaged, a prime consideration -possible aided by the Queensland Reconstruction Authority funding, should be to 'build back better' to maximise resilience against future flood events</i>	<ul style="list-style-type: none"> Delivered multiple "Build back better" projects including Community facilities repairs, environmental drainage, open and enclosed drains repairs post the 2022 Flood Event as detailed in the Project Online Betterment Report. Developed, presented and endorsed the Building Back Better Framework dated 25 August 2022 reflecting the FRAP Principles for public assets and infrastructure. 	Met	
REC 7.3	<i><u>Ferries:</u> that further consideration be given to ensuring safety of the ferry fleet in such an event, by moving them expeditiously to a secure location (assuming time and conditions allow this to be done safely) , where they will not be damaged by debris, etc</i>	<ul style="list-style-type: none"> Completed a review of the Recommendations in late September 2024 based on BoM forecast for a hotter and wetter than average season. Confirmed safe mooring locations had been updated in RiverCity Ferries Pty Ltd (RCF) plans based on how the 2022 Flood Event unfolded. Confirmed that RCF had completed a desktop exercise on 18 December 2024 to test their Extreme Weather and Flood Management Plan, which incorporated the potential use of Cairncross Dockyard". 	Met	 See comment 3 below
REC 7.4	<i><u>Active Transport:</u> that Council review the prioritisation of cleaning active transport routes in its operational review of the 2022 flood event</i>	<ul style="list-style-type: none"> Reviewed and confirmed the prioritisation for the cleaning of active transport routes to enable the more rapid targeted deployment of resources and priority bikeway cleaning to occur. Assembled, in preparation for the 2025 Weather Event, a prioritisation schedule of key assets for inspection following ex-TC Alfred for the clean-up. 	Met	 See comment 4 below

Comments

1. Reference Recommendation 2.2 Tennyson Ward

The review confirmed that the South Regional Business Centre could have been made available as a temporary office if required and requested during the 2025 event, within one hour's notice.

2. Reference Recommendation 3.7 Maintenance Issues

- (a) Council's Stormwater and Rehabilitation Service (2.3.2) provides for this – a rolling service of major waterway vegetation management, and desilting in flood mitigation.
- (b) An issue was raised in a submission whether the *Natural Assets Local Law 2003*, as to the pruning of trees next to powerlines and dwellings, is too stringently administered by Council – in unduly restricting pruning and removal. As to the pruning of trees, there is a division of responsibility between Council and Energex, which is legislatively controlled¹. According to these regulations, it is Energex which has the authority to remove trees that pose a risk to powerlines to ensure public safety and maintain the reliability of the electricity supply.

3. Reference Recommendation 7.3 Ferries

Council invested substantially in improvements, damage restoration and reconstruction of existing ferry terminal infrastructure and public pontoons after the 2022 Flood Event, through an extensive renewal program which incorporated engineering resilience features against Council's Build Back Better Framework endorsed by Council's Asset Steering Committee.

Additionally, Council's pre-2025 Weather Event readiness checks were undertaken to secure terminal sites and disconnect power at switchboards. Safe mooring locations were confirmed and updated in the RCF Extreme Weather and Flood Response Plan (the Plan), and desktop exercises were completed with RCF to test the Plan in December 2024. By 5 March 2025, in accordance with the RCF Extreme Weather Plan, all ferries were relocated to the planned hardstand or other safe storage locations on the river. The Plan was successfully implemented with no damage to the ferry fleet.

¹ The *Electricity Act 1994*, the *Electrical Safety Act 2002*, and the *Electrical Safety Regulation 2013*.

During the 2025 Weather Event, in light of the forecasts, Council took the proactive step to suspend CityCat and Cross River Ferry services from 4 March 2025, and these services were not fully recommenced until after 12 March 2025. On 7 March 2025, permission was sought and obtained from the Harbour Master to move Council ferries to safe mooring locations and RCF commenced moving CityCats from dry docks at Cairncross Dockyard.

The 2025 Weather Event flood levels did not reach those previously experienced during the 2022 Flood Event. There was no reported significant damage sustained to the Council ferry terminal network, public pontoons (minor damage only), or river structures. The opportunity did not arise to test fully Council's work in responding to these Recommendations, although the steps Council proactively adopted including cessation of river services and the movement of vessels to safe mooring locations were adequate responses to the 2025 Weather Event.

4. Reference Recommendation 7.4 Active Transport

On 10 March 2025, Council crews conducted inspections of key structures and active transport assets including Kangaroo Point Boardwalk, William Jolly Bridge, Bicentennial Bikeway, Kedron Brook Bikeway and Story Bridge footpaths. On 11 March 2025, Council's RAT conducted further inspections of active transport infrastructure identifying two flooded bikeway paths and confirming that the Bicentennial Bikeway and all inner-city boardwalks were clear and reopened. Kedron Brook Bikeway remained closed in sections due to inundation. On 11 March 2025 Council also deployed over 600 resources (contractors and employees) to attend to immediate cleanup activities with clearing transport infrastructure a priority.

Overall

The conclusion of this Review is that Council conscientiously, advisedly and effectively attended to implementation of the 2022 Recommendations.

Chapter Three – Term of Reference (c) – Council’s performance in 2025 in light of the different nature of this event (esp cyclone flooding rather than riverine flooding)

It is convenient at the outset to respond, if in short form, to some recurrent themes of the Submissions received. The Report will return to some of these in its later wider evaluation of Council's performance.

Following the release of 2022 Flood Report, a Flood Resilience Action Plan (FRAP) was prepared by Council to action the Report's Recommendations.

In response to some points made in the submissions to this Review, it must be appreciated that whilst Council has a responsibility to provide particular services to the community, other relevant services are the responsibility of the State and Federal governments, both of which may however fund and engage Council to provide such services.

To the extent that some of the Recommendations of the Council 2022 Flood Report favoured reinstatement of services or programs dependent on external funding and commitments by other tiers of government, Council's role as a local government must be seen in context of its limited capacity to influence, let alone control, the exercise of responsibilities of other tiers of government.

Recurrent themes in Submissions

Evacuation centres and assistance to people experiencing homelessness

There is a request in one submission that a local evacuation centre be opened to service each local area. Evacuation centres need to be resourced and staffed, and rely on other agencies to attend such as Queensland Police, Red Cross, St John's Ambulance, Salvation Army, Animal Welfare League, Chaplain Watch, etc. It is beyond the resources of Council and these supporting agencies to open evacuation centres in every Ward.

Additionally, there is a distinction between Council operated evacuation centres and community-based evacuation centres (such as Riverlife Baptist Church at Seventeen Mile Rocks). Council provides no direction or mandated action that community-based centres must open. That said, Council responds in a cooperative and supportive way.

Some submitters advocated for earlier announcements of the opening of evacuation centres (rather than places of refuge), within nearby locations, to affected residents. Some submissions reflected the fear and anxiety that residents who have been involved in recurrent flooding events experience. Confidence that they can seek safe refuge before flooding occurs and before access routes become flooded, is called for by these community members.

In summary in response to TC Alfred:

- (a) five sites were on standby as evacuation centres;
- (b) of those five, Sleeman Sports Complex and Kedron-Wavell Services Club operated as evacuation centres from 10 March 2025;
- (c) RNA Showgrounds Exhibition Building was established on 5 March 2025 for a time as a place of refuge;
- (d) Riverside Church at Seventeen Mile Rocks operated as an evacuation centre – community, not Council-led; and
- (e) Micah Projects and Emmanuel City Mission operated evacuation centres specific to homeless persons – again, not Council operated, although Council provided practical and financial support.

Demand for all these facilities was low. Council was well prepared by various means to accommodate within an hour's notice people who may have been displaced.

It is worth noting that Evacuation Centres have always been intended as a mechanism of last resort. Otherwise, potential centres offering refuge and/or accommodation were on standby to be activated as necessary (again, on an hour's notice). But the fact is, there was insufficient demand to warrant activating other centres.

Council responded adequately to the comparatively small need for actual recourse to these centres, and adequately to the potential need for greater utilisation of them (which did not eventuate).

It is important to remember that relief for persons experiencing homelessness is primarily a State Government responsibility. Local community organisations, Micah Projects and Emmanuel City Mission, stepped in commendably, compassionately, to support rough sleepers and at-risk people by the provision of community accommodation.

The Review asked the following question of Council;

“Can Council please clarify the roles and responsibilities between Council and the Queensland Government for assisting people who are homeless during a disaster event? What happened to assist people who were homeless during TC Alfred event and does Council consider this was effective?”

Council responded as follows:

“With respect to the first part of the question the most applicable legislation would be the *Public Land and Council Assets Local Law 2024* which has Council responsible for items stored on Council land.

The Department of Housing and Public Works (**the Department**) has responsibility for housing people, this is very well understood through various cross-government working groups and is reflected in the responsibilities of the Department. Further this is demonstrated by the various roles that the parties undertook during the recent weather event.

With respect to the second part of the question, in preparation for TC Alfred 2025, Council and the Department visited all known public spaces on 3-5 March with people experiencing homelessness to engage them in discussions toward accommodation, educate them of the dangers of remaining in public spaces during a cyclone event, providing information regarding 24/7 refuge hubs.

Specifically:

- (a) The Department engaged people experiencing homelessness to explore accommodation options. This included crisis accommodation in hotels and motels based on their eligibility. Not all people experiencing homelessness were eligible (for) or accepting of accommodation, resulting in numerous rough sleepers having no place of safety during TC Alfred 2025;
- (b) Council opened two 24/7 refuge hubs which were established to:
 - ensure vulnerable people not eligible (for) or accepting of the Department’s accommodation, had a safe place to seek refuge;
 - ensure items such as tents were not left in parks that could become potential hazards in a storm/cyclone;
 - provide professional, experienced practitioners to manage diverse behaviours, who had existing relationship with vulnerable rough sleepers and were experienced to make referrals to additional support services. This level of expertise does not exist within Council-run evacuation centres and places-of-refuge;
- (c) Council engaged and funded Micah Projects (including providing a generator) to establish a 24/7 refuge hub within a Council owned community hall managed

under lease by another non-profit (Communitify Qld). The hub was established on 5 March and provided:

- a place of refuge and meals for people previously sleeping rough in parks and open spaces;
 - a direct opportunity for rough sleepers to continue conversations with the Department.
- (d) Council also funded (and provided a generator) Emmanuel City Mission to extend their regular hours of 7am-3pm to a 24/7 refuge hub so that:
- an additional refuge hub was operational as Micah could only accommodate 30 people. Emmanuel could accommodate an additional 100 people;
 - a second space was available should tensions exist between vulnerable rough sleepers, meaning separation could be facilitated if required;
 - a second site was available for Department of Housing to conduct outreach.
- (e) Between 6-10 March, Micah and Council continued outreach activities where safe to do so, with Micah transporting any people in parks to the refuge hub (Micah's outreach services are BAU and funded by the Department).
- (f) Each day, a combined 130 rough sleepers were accommodated within the refuge hubs.
- (g) Both hubs closed 11 March."

Council's response to this issue was both adequate, encouraging, and compassionate.

Community Hubs and Volunteering

This matter featured prominently in the submissions. Challenges still clearly surround Council's role in coordinating volunteer efforts in response to natural disasters. One submission also advocated for volunteers to be available prior to an event peaking, to assist with securing properties, moving furniture, etc.

It is clear following 2022 that Council took on board lessons learned from 2022 and has done a lot of work to understand the number of community hubs that exist across the city, the nature of their offerings, and whether they can operate during or after a significant weather event as well as their response to spontaneous volunteering.

Enquiries made through the Review highlight the challenges Council faces in engaging with community groups with planning and preparation, due to the volunteer nature of their organisations, and community-based priorities, which are not generally disaster focused. It is a challenging space in which to operate; Council and local Councillors need to continue to engage with local community groups (extending for example to local fire services and the SES) to improve the community's resilience and response to severe weather events.

A good example of an effective Community hub was that established in the Moorooka Ward in response to the 2022 Flood Event. It operated from a local business and ran from 1 to 6 March 2022. Staffed by the Ward Councillor and his staff, a volunteer coordinator and community volunteers, the “Hub” provided immediate support to affected residents – food, water, power, cleaning supplies, refrigeration and first aid. It acted as a meeting point for local residents.

The distinctive feature of this initiative was its community base, inspired and run by local volunteers.

Council does not have the capacity to establish and maintain hubs like this across the city, but it is important that Council:

- I. be aware they exist (enabling referrals where affected residents contact Council directly and their needs could sufficiently be addressed via the hub);
- II. acknowledge the hubs (perhaps by publishing on Council’s website a list of them with contact details).

Council has noted the considerable value of a volunteer effort complementary to its own primary drive. It is important that it remains a volunteer effort – established and driven by community members in a context of Council awareness and support.

A Memorandum of Understanding was developed with Volunteering Queensland (VQ) in 2022, and is currently being renegotiated, with a view to developing a new partnership approach with VQ to managing spontaneous volunteers in a way that does not rely on mass volunteering events being staffed and managed by council employees. A Spontaneous Volunteer Management internal procedure was developed and is subject to continuous review as disaster events and exercises uncover further opportunities for improvement.

The ‘Ute Army’ volunteering effort responded to lessons from 2022 by initiating more localised volunteering responses (rather than City-wide mustering and dispersion models), leveraging ordinary spontaneous community volunteering. The notice period to Councillors and Ward Office resources, however, was reported to have been insufficient to coordinate the effort required.

Brisbane is not alone in addressing challenges associated with managing disaster related volunteering.

Central to the success of any volunteering campaign is the experience of the volunteer. Ensuring individuals have a positive volunteer experience is essential to a program’s success. Providing volunteers with the opportunity to satisfy their motivations and aspirations, ensuring their time is used efficiently, and communicating

how their involvement makes a difference, will promote positive outcomes and improve the likelihood that volunteers participate again in the future².

On 11 December 2024, the Queensland Parliament agreed to a motion that the Local Government, Small Business and Customer Service Committee inquire into and report on volunteering in Queensland. The Committee's report is due for release in September 2025³.

Volunteering Queensland, in its submission to the Queensland Parliamentary Enquiry into Volunteering⁴, advocates for a strong, connected and supported statewide volunteering ecosystem, removing the barriers to entry for volunteering (including improving the structure, support and management of disaster volunteering to enhance community recovery efforts), and promoting best practice volunteer management.

The LGAQ, in its submission to the Parliamentary Enquiry⁵, reports that several Councils identified challenges in coordinating volunteer programs to address community needs, noting this as an opportunity for improvement and the need for statewide support.

Limited financial resources and staffing were cited as often restricting the ability to fund, manage and support volunteer initiatives effectively. Funding to support councils to employ volunteer coordinators on an ongoing basis has been raised as an opportunity and need across multiple councils.

At the 2023 LGAQ Annual Conference, Queensland Councils passed a resolution invoking the State Government's support in establishing regional volunteering hubs as a network dispersed geographically around the State. These hubs, supported by paid volunteer managers from the local community, would be a place for all volunteers to come together across the region to connect and access consistent training, volunteer opportunities and information.

Such an initiative could help to support and facilitate partnerships between councils, local organisations, and private sector entities to pool resources, share best practices and avoid duplication of efforts. It is also the opinion of this Review that these regionally and potentially locally based hubs could enhance Brisbane's spontaneous volunteering effort during natural disasters. The Report later returns to this issue.

² Volunteering Australia 2023, [National Strategy for Volunteering 2023-2033](#), (website) accessed 21 April 2025

³ Queensland Parliament (2025) [Inquiry into Volunteering in Queensland](#) (website) accessed 21 April 2025

⁴ Queensland Parliament (2025) [Volunteering Queensland Submission](#) (website) accessed 21 April 2025

⁵ Queensland Parliament (2025) [LGAQ Submission](#) (website) accessed 21 April 2025

Role of a Councillor

Some Councillors again queried the extent to which their role in a disaster situation is sufficiently understood and accommodated. Work has been conducted by Council in this area, providing training and guidance to the local Councillors. Council officers have met with Councillors on a one-on-one basis to provide information and advice on their role and offered to assist Councillors in preparing their disaster response. On-line training has been developed and includes content such as Overview in Disaster Management, Councillors' role in Disaster Management, Community Preparedness and Bushfire: Risk, Prepare, Response. This has been sufficiently covered.

By way of passing comment... Councillors, elected by their constituents, fulfil a very important role in protecting the interests of their constituents. Local authority representatives generally have a closer relationship with their constituents. That may be explained partly by their geographical accessibility – they are always generally close by. Their role during a natural disaster, not defined by media events and photo opportunities, but actually achieving the best practical outcomes – sometimes quite menial – for those in distress, is both noticed and appreciated.

Council's role in fostering the useful contribution of Councillors in times of natural disasters should be seen in that context.

Councillors may, in particular, contribute substantially in circumstances like these, by directing vulnerable or distressed residents to the organisation or initiative which may help them most. More is said of this elsewhere in the Report.

Warnings and Alerts and Community Communication

Questions are raised as to adequacy and consistency in this area. As a significant improvement from 2022, Council utilised its Emergency Dashboard interactive information and mapping tool, via its corporate website, for the first time during a severe weather event. This community notification tool was highly successful in extending Council's live data updates and communications reach into the community generating 1,682,236 visitor sessions to its page over the period.

Additionally, Council's submission identifies that Council adopted a range of messaging channels during the 2025 Weather Event to convey information and advice to Brisbane residents and visitors through the BSWA, social media messaging, broader Council website updates, use of print, radio and digital media, and flyers, including:

- 60 community service announcements written and 34 distributed to the media;
- 265 social media posts and updates made across Facebook, TikTok, X and

LinkedIn;

- 87 "X" posts or re-posts from other organisations such as BoM, Energex, RACQ Translink, QPS, QR, TMR, Telstra, Queensland Traffic Metro etc. to amplify their message to residents;
- one event-specific Business in Brisbane EDM distributed to 16,585 recipients with a higher-than-average click rate;
- one event specific Liveability EDM distributed to 69,992 recipients with higher-than-average click rate; and
- 441 updates made to Council's corporate website.

It appears that Council pursued every opportunity to ensure the community was apprised of the event as it unfolded and provided practical advice based on the best weather-based information and predictions available.

There are some challenges in submissions regarding whether the level of communication and engagement was adequate with concerns raised that some Councillors had limited access to announcements made on the Lord Mayor's social media (as opposed to other Council channels). Also, there was a suggested disconnect between the provision of information in a timely way, through Council's official channels on the one hand, and the Lord Mayor's personal social media accounts on the other. Another submission has raised concerns about access to information for other elected representatives, such as Members of Parliament.

It is the role of the Lord Mayor as Chair of LDMG to determine policy during a disaster event which is then to be operationally implemented by Council. For example, if the Lord Mayor as Chair of LDMG announces that food waste bins are to be deployed, then it will ordinarily fall to Council operationally to determine where and when.

It is preferable that the Chair of LDMG announces these policy decisions early to let the community know what is to come, with Council's website and social media channels then providing the accurate and reliable information relevant to the implementation of that policy.

Upon enquiry, the Review was informed there was no blocking of access to the Lord Mayor's social media channels during this event, and that all Councillors – and indeed other elected representatives - could have access to it.

The report returns to this matter below.

Operations – Sandbags and Waste Management

Sandbags

The temporary sandbag and self-help locations were generally appreciated by submitters to the Review. Still there were plainly challenges with wait times and traffic management in some locations, as also occurred with people from outside Brisbane accessing sandbags. (There was a suggestion that ID should be required at sandbag collection sites, however, it is considered the administrative load of that would likely outweigh the benefits.)

The significant demand for sandbags speaks to Brisbane residents' will, if given appropriate warning, to take all measures available to protect their property and prepare for significant weather events. As a city, we should be encouraged and proud of that.

Council saw an unprecedented demand for sandbags that exhausted its pre-prepared available stock of 100,000 sandbags on 3 March 2025. In response, Council restocked its five sandbag production depots and established seven additional temporary sandbag sites across the Brisbane LGA. Demand for sandbags remained extremely high throughout the 2025 Weather Event with 178,250 sandbags taken on 5 March 2025 from over 3000 tonnes of sand sourced via 46 trucks on rotation delivering sand from suppliers to the sites. A further 103,000 sandbags were taken on 6 March 2025. The number of sandbags taken from Council production and self-serve sandbag sites from 28 February to 7 March 2025 totalled 527,400.

In the Brisbane LGA, pre-filled sandbags are available for collection 24 hours a day, seven days a week from September to March and also when there is severe weather predicted. (Some savvy residents already had a quota of sandbags stored at the beginning of the storm season - thus alleviating the need for last minute queuing.)

There were some criticisms about the closure of sandbag facilities, particularly when the impact of the weather event was delayed. It is evident that the decisions made by Council to suspend services were based on the BoM forecasts that TC Alfred was predicted to cross the coast late on Thursday 6th March or in the early hours of Friday 7th March.

Overall, the Review concludes that Council's response to the provision of sandbags was adequate and marked an improvement on the position in 2022. This was a dynamic and changing event. Council is dealing with finite resources (people and sand) and they did their best, whilst responding to employee and community safety.

By way of passing comment....the humble sandbag became through this event symbolic of a number of things: the need to protect property, the need to allow for

seismic events, where actuality may defy projection, and the need to anticipate the varying capacities of residents – some able to fill their own sandbags, and others needing help. Similarly with waste disposal; by predictable and unpredictable events, Council learns from these experiences, progressively improving its act.

Waste Management

Some submissions focused on the sufficiency of green waste disposal facilities. Council's emergency response preparedness identified 11 temporary waste processing sites able to be rapidly established if required and Council negotiated extended operating hours with its refuse operator, Cleanaway, for the four RRC's and the availability of Rochedale Landfill for Council crew dealing with kerbside large items.

The pre-planning and development of suitable waste sites in advance is noted and Council seems to have benefited from this proactive planning following 2022. Kerbside flood waste management was reported in submissions to have worked effectively and waste management as an issue was absent from most submissions received.

Council proactively cancelled scheduled waste collection services for 6 and 7 March 2025 based on the weather forecasting available at the time, and rescheduled those waste collection services on Sunday 9 March 2025. Waste collection services remained weather and safety dependent, however all services recommenced and returned to scheduled collection dates and times from 11 March 2025.

It was reported some residents had no waste collection for 2 weeks. Whether this is a real concern is a moot point. During a disaster, there will inevitably be interruptions to normal servicing. Council endeavored to resume services as soon as it was safe to do so. Council undoubtedly appreciated residents' patience whilst services progressively resumed.

Temporary waste sites were set up:

- I. to accept waste from Council cleaning crews deployed across the LGA to respond to tree and debris clearing works; Council recorded 49.54 tonnage of green waste and 0.16 tonnage of flood waste hauled on 9 March 2025;
- II. for residential green waste (self-haulage) and were operational on 10 March 2025 at Whites Hill Reserve, Camp Hill and Mt Coot-tha carpark. Council recorded a further 210.1 tonnes of self-hauled green waste, and 14.01 tonnes of Council-hauled green waste deposited on 11 March 2025;
- III. for food waste and bins which were deployed by Council to allow residents with power outages to dispose of spoiled food, with more than 190 locations notified via Council website. Council recorded a further 116.98 tonnes of food waste deposited on 11 March 2025.

There were comments within submissions on why kerbside green waste collection was not offered. It is the responsibility of the LDMG to make assessments during an event

about what services are required, based on the nature of the event, the prioritisation of resources, safety considerations and the broader community benefit. Council's consideration of the issue of green waste removal was presumably focused most usefully on directing the skilled and specific resources required (woodchipper trucks, chainsaw operators, etc) to clear roads, active transport routes and public spaces. Collection and disposal of private green waste must rank as a lower priority. Council made the decision to open, at no charge, green waste collection facilities (both existing and temporary) and called upon the volunteer community to assist residents with haulage to those sites. In light of the many issues Council faced at this time, one could not consider this unreasonable.

Council's TNS, RAT and ERG continued to deploy over 9 to 12 March 2025 prioritising and restoring traffic signal faults, responding to urgent road clearance requests and assessing parks and structures for damage. Council recorded 106 rapid damage assessment reports for the morning of 9 March 2025 and 323 inspections on 11 March 2025. Field crews resumed operations and worked on priority tree and cleansing jobs to reopen key roads and streets as soon as possible.

Public Transport

Issues have been raised in submissions about public transport.

On Monday 10 March, following the general public understanding and expectation that return to business as usual services would be available across the LGA, Council scheduled commencement of Saturday bus timetables plus district school services from 5:30am. Due to changing conditions, the first service was delayed until 9am and no district school services operated. Limited bus routes operated throughout the day due to local flooding.

Similarly, Council commenced ferry services from the first service on Monday 10 March at 5:30am but they ceased at 7:30am due to the amount of debris in the Brisbane River. Ferries returned to safe mooring locations on the river. Personalised public transport services and e-mobility device services were recommenced where safe to do so.

The nature of the event was dynamic, and Council should be commended for its agility in responding to and managing the safety of passengers. Messaging to the community about the cessation of services and their reintroduction reflected the changing and emergent nature of this natural event. Whilst this was presented in some submissions as confusing for the community, it is considered that Council undertook to provide the community with the best available information and also made risk assessments regarding the provision of services and when they could be reinstated.

It may be accepted that some community members will have been confused or made travel plans that were subsequently disrupted, however, the changing nature of the event was the major contributor to the changing information (rather than lack of foresight and planning); and perfection cannot be considered the end game when a city is responding to a natural disaster of the order of this one. These concerns have been sufficiently covered.

Maintenance of Council Assets

Many submitters have urged more regular and extensive maintenance to be conducted on the City's creeks and waterways (Norman Creek and Acacia Drive, Ashgrove as specific examples).

Council is afforded a degree of discretion to determine how best to allocate its limited, largely ratepayer funded resources, and perform the full range of its functions. These concerns are beyond the scope of this Review, and it is recommended that specific locations of inadequate maintenance should be referred to Council for investigation and response. Other examples of concerns expressed, which depend on budgetary considerations, are the clearing of drains, and more broadly, the sufficiency of Council's operational workforce in light of a restructure some years ago.

Council has a well-established process for the development of budgets to provide maintenance and services. It is that process which is needed for the prioritisation of maintenance, rather than by way of a one off Review like this.

Concern was also raised about the management of building sites – securing loose materials so that they would not become projectiles. Council e-mailed builders' industry associations reminding them to secure loose items. Arguably more could have been done. But there is no evidence of damage caused by unsecured building materials. That being so, no further comment is necessary.

Home Purchase Schemes and Flood Resilient Programs

Both Council and the Queensland Government (through the Resilient Homes Fund initiative jointly delivered by the Australian and Queensland Governments) have offered programs to assist residents, businesses and community groups improve their flood resilience.

Council's Programs

Council's **Voluntary Home Purchase Scheme (VHPS)** ran from 2006 to 2016 with eligibility criteria based on high risk from creek and overland flow flooding. At the time

(based on older flood studies) around 400 - 500 homes were eligible for the program and Council bought back 112 properties.

Council also offered a **Flood Resilient Homes Program** and later a **Flood Resilient Suburbs Program** offering assessments, reports and works (in some cases) to improve the resilience of properties to future flood events. In total, Council assisted 496 residents, business and community groups with assessments, advice and incentive schemes for modifications and works packages.

Queensland Government Programs

The Resilient Homes Fund initiative was jointly delivered by the Australian and Queensland Governments through Disaster Recovery Funding Arrangements.

The Queensland Government's **Voluntary Home Buy Back (VHBB)** commenced after the 2022 flood event and closed in June 2023. VHBB was identified for homes that were the most severely impacted and at the greatest risk of future flooding. 293 properties were purchased through this scheme.

The **Resilient Homes Fund** also provided funding towards residential resilient retrofit and home raising.

All these initiatives changed impacted residents' lives by removing them from harm's way. It is also ensuring that no future resident will have to suffer the same devastating impact of flooding in that location again. The benefits also included avoided costs resulting from emergency response, residential property damage and clean-up, as well as intangible costs such as risk to life, flood-induced anxiety and depression.

Of these 405 (112 VHPS plus 293 VHBB) properties that were ultimately purchased and turned into vacant land across the two schemes, 72% would have been impacted by the 2025 event, thus providing a validation of the benefit of the program.

There may well be other eligible properties that would benefit from the Resilient Home Fund (both the retrofitting and the Voluntary Home Buy Back Scheme). Council should advocate to the State and Federal Governments that funding be reinstated to identify and process those properties.

Disaster Relief Payment

There is an issue in relation to Disaster Relief Payments, where they are delayed or denied in respect of rectification work already executed, as opposed to work to be carried out in the future with antecedent approvals.

This regime may be unduly rigid; often remedial work will need to be carried out urgently in circumstances where gaining approvals in advance is impracticable. A recommendation regarding this will follow.

The report now turns to a wider assessment of Council's performance.

Avoiding repetition as much as possible, two major aspects emerge to distinguish the 2025 experience from that of 2022 (and in relation to Term of Reference (c)). Council drew attention to these:

- (a) the first is the lead time for Brisbane residents and Council to prepare in anticipation: at least a week in 2025, and minimal time in 2022;
- (b) the second is the nature of the event: in 2025 cyclonic destructive winds directly over the City, heavy rainfall and serious creek flooding; and in 2022, larger riverine flooding also with saturated creek flooding.

How well did Council respond in 2025?

An anterior question however may be how the people of Brisbane responded. They dealt with this predictably well, as did the staff of Council.

Some Council staff were isolated from their families for substantial periods; many performed tasks beyond their usual remit and worked long hours; they were working often in environmentally challenging conditions. The submissions to this Review unreservedly commend the commitment of Council staff, which this Report enthusiastically endorses.

Likewise, the people of the City must be commended for their enthusiasm and altruism – the former for swiftly wanting to “get things done”, the latter for helping others: this time the ‘Mud Army’ transmuted into the ‘Ute Army’ – and the volunteer influence, Brisbane people helping their neighbours and often people afar, was welcomed. That again is no surprise. In times like these our wonderful people draw on an indomitable spirit.

By way of passing comment... the fact is Brisbane City Council is the largest local authority in the Country. Its responsibility – maintenance, welfare, financial – is huge. Really significant, frankly alarming events like this one, understandably lead to particular cases of criticism from ratepayers. There is need for acceptance that this professionally run, independent workforce does its very best to meet concerns as best it can; and that Council does its best to reinforce that.

How well did Council take advantage of the “lead time”, and how well did it accommodate the unique features of the 2025 event – high winds, predicted massive rainfall, substantial flooding?

The lead time

One way in which Council made valuable and practical use of this was by facilitating the collection of a huge number of sandbags (527,400) – compared with 2022 (182,770). This offers a measure of the residents’ commitment, with Council’s backing.

More fundamentally, because of the lead time, the Local District Coordination Centre came to be set up early – preparing for possible impacts, setting up Evacuation Centres and places of refuge, and warning the community in a timely way: it had more time to attend to those things than in 2022.

In the period before the landfall in 2025, Council also was afforded an interlude for a considered approach to the interruption of transport services – bus and ferry - until 10 March 2025. The material before the Review demonstrates careful, continuous and appropriately flexible monitoring by Council in an, as said, “capricious” and fluid situation, adjusting for public convenience and public safety.

Matters which follow – evacuation centres, early warning systems, community notifications, spontaneous volunteering, sandbags, and the disposal of waste – were also the subject of active, and pro-active treatment during this “lead time”.

The Subsequent Experience

Evacuation Centres and Places of Refuge

Specifically in this event only 3 of the 5 chosen possible sites needed to be stood up – and with what turned out to be quite limited demand.

The 2022 Report urged a more active approach identifying these centres City wide. The 2025 experience suggests Council should nevertheless proceed with prudence, as it did here.

Council suggests and the Review agrees and a **recommendation** follows: There would be value in continued work in the assessment, procuring and resourcing of locations, public messaging, and services within those sites (the 5 chosen in 2025) as suitable places of refuge, Evacuation Centres and community hubs utilising a tiered system that includes utilising existing public infrastructure, geographic considerations,

ease and safety of access, wind rating data, availability of alternate utility (power and water) sources as well as general amenities and suitable communication channels.

(The reference to “wind rating data” stems from the fact this was a cyclonic event, unlike 2011 and 2022.)

In adopting this recommendation, the Review has condensed its terms as will appear from the subsequent listing of recommendations.

Volunteering in an Emergency

This issue, again, has been covered substantially above. Ideally spontaneous volunteering initiatives should be led by trained volunteer supervisors (such as the SES) or by practised community organisations. Some key stakeholders advocated for some modest honorarium paid to volunteer supervisors as recognition and to cover expenses. This is potentially a statewide initiative with any obligation to pay falling to the State. A view on this may emerge through the current parliamentary enquiry.

The Review endorses 2 Council **recommendations** as such, that

Council and Councillors should continue to enhance the effectiveness of public spontaneous volunteering, in an emergency event, focusing on the local coordination, of the matching those unable to assist themselves (physically, financially or through access to other support), with local volunteers (individuals, existing community groups or volunteer organisations);

Council should advocate that matters of personal injury and third-party insurance coverage for persons engaged in disaster recovery efforts need to be addressed at an Australian and Queensland Government level to ensure volunteering efforts are encouraged through adequate coverage in an event.

Warnings, Alerts and Community Communication

In 2022, Council commenced providing an EWAS to subscribers (known as Weatherzone). It issues alerts if BoM has issued a severe weather warning for the Brisbane LGA. They were incorporated later into Council’s Emergency Dashboard providing residents with free location based severe weather alerts by e-mail, SMS and voicemail.

There has been a substantial uptake since 2022 in subscriptions to Weatherzone: 34% of all residential properties, up 7.26% since 2023; 45% of flood affected residential

properties (up 8.1% since September 2023); and 49% of residential properties flooded to habitable floor level or more (up 8.9% since September 2023)

Council suggests, and the Review agrees, and **recommendations** follow:

That continued review and promotion of the BSWA service to increase subscriptions would be of value to the public and enhance this channel of emergency response communication.

There is utility in continuing to explore and strengthen predictive and actual intelligence capability including satellite (cloud penetration) and on-ground sensors (such as flood and wind speed gauges) to inform early warning systems. Additionally, continued effort to improve the interpretation of these data sets into practical advice for residents (such as the Enoggera Reservoir, notwithstanding that this is primarily a Seqwater responsibility).

By way of passing comment... Technology moves apace. The 2022 recommendations stressed the crucial need to keep up to date. Council does not need to be reminded of this: its professionally attuned work units are acutely alive to it. So this recommendation may seem to be unnecessary, but it should be there on the record. At the least, that may remind any subsequent review to hold Council to account.

Enviromon

Now to a matter of further practical concern.

BoM is responsible for providing an effective flood forecasting and warning service in each Australian State and Territory.

Rainfall and river height data is collected from a network of over 4500 stations across Australia. These stations are owned and operated by BoM and partner organisations, commonly water management agencies and local councils. Data is gathered in real-time directly through BoM telemetry systems or by transfer from partner agencies. In many areas, BoM works with other organisations to implement shared data collection systems using event-reporting radio telemetry with BoM-developed display and analysis software called Enviromon.

Council heavily relies on this BoM service for real time data and:

- (a) early advice of possible flooding if flood producing rain is expected in the near future;
- (b) generalised flood warnings that flooding is occurring or is expected to occur in a particular region. As part of its Severe Weather Warning Service, BoM also provides warnings for severe storms that may cause flash flooding; and

- (c) warnings of minor, moderate or major flooding in areas where specialised warning systems have been installed. In these areas, the flood warning message will identify the river valley, the locations expected to be flooded, the likely severity of the flooding and when it is likely to occur.

On 9 October 2024, LDMG was advised that the Enviromon service would no longer be provided by BoM. The service had been available for many years: this advice from BoM came as an unwelcome surprise.

Without Enviromon or a suitable replacement function, Council would not have real time access to rainfall or stream height gauge data during an event. The creek flood alerts would not be issued to customers to provide timely warnings of rising creek levels or heavy rainfall. Council would be relying on incomplete and delayed gauge information via a backup feed from the BoM. This feed may not contain all gauging locations of importance to Council. This compromises Council's ability to respond to severe thunderstorm and flood events in a timely manner.

In a river and creek dependent city such as Brisbane, the lack of this service could have a possibly catastrophic impact in a weather event. Council has negotiated an extension with BoM for the continuation of the service until June 2026.

By way of passing comment... that BoM has provided this service – raw data enhanced – to Council for so long at least implies an acceptance that in its role, as a publicly funded entity, it should be doing so. In drawing back now, BoM raises a question of fundamental importance: should funding the discharge of a duty to Australians living in Brisbane, be pushed off to the ratepayers of Brisbane?

It is **recommended** that Council continue to advocate strongly for the continuation of the vital Enviromon service on the basis it is part of the publicly funded BoM's responsibility, or absent an acceptance of that, that it be alternatively funded by Commonwealth/State, as being vital in the public interest.

Community Notifications

Much has been said above about this.

Council suggests and the Review agrees, and a **recommendation** follows that: the exploration of further opportunities to enhance the effectiveness and accessibility of public advice and warnings in an emergency event, by building on the success of the Emergency Dashboard and the suite of other corporate website tools, and continuing to explore improvements to existing and new communication channels for optimal public reach for all demographics public awareness.

These points were made in Council's submission:

'Outputs from the work that was done in response to (the 2022) Recommendations highlighted the enhanced communication to Councillors and Ward Offices during the 2025 Weather Event through the following:

- (a) maintaining the availability of a Councillor Liaison Officer to Councillors and Ward Offices 24/7 during the 2025 Weather Event;
- (b) distribution and sharing of Cyclone Updates to Ward Offices from 24 February 2025 until the commencement of the LDCC SitRep;
- (c) distribution and sharing of all SitRep with Councillors and Ward Offices and the benefit of the provision of CSA later in the activation was also recognised and actioned;
- (d) provision of Council CEO briefings to all Councillors and Ward Offices on 5, 6 and 7 March 2025 during the preparation stage of the 2025 Weather Event"

As a matter of general observation, it should be accepted that in emergent circumstances like these, relevant information potentially affecting the safety of residents, and the security of their property should be made available to all Councillors as soon as possible, so they are in the best position to assist the residents of their Wards.

The alerts published for the LDCC will have proceeded through a number of stages of verification before being published. This means they may appear in time after information has earlier been published on, for example, the Lord Mayor's social media. Hence the possible "disconnect" referred to earlier.

Council endeavours continuously to update its website and official Council social media channels with the most accurate and reliable information. It is on these sources that interested residents and their elected representatives should primarily rely. Additionally, about half-way through this event, LDCC took steps to ensure that the information on Council's website was, forthwith upon publication, automatically notified to all Councillors (at the same time as media outlets were notified). This seems to address the issues raised regarding timely notification, and that approach should be continued.

There will be a **recommendation** that LDCC continue to ensure that Councillors are automatically notified of community service announcements and relevant information upon publication on Council's website.

There is no reason to doubt that in relation to this event, all citizens received, by various means, and as early as possible, the reliable up-to-the-minute information via Council's website and social media channels they needed. The words "as possible" accept circumstances on the ground may vary.

Operations – Sandbags and Waste Management

Sandbags

Council suggests, and The Review agrees, and a **recommendation** follows that: Council set up separate sandbag self-serve centres while maintaining a suitable supply and storage of pre-filled sandbags for those requiring assistance for future weather events.

Green and Food Waste

Council suggests, and the Review agrees, and a **recommendation** follows that: existing emergency protocols could be enhanced with lessons learnt from 2025 regarding temporary locations for green and food waste disposal.

Flood Resilient Homes Program/Voluntary Home Purchase Scheme

There is the **recommendation** for continuing Council advocacy for renewed Commonwealth/State funding for the reinstatement of Flood Resilient Homes program and the Voluntary Home Purchase Scheme.

Disaster Relief Payments

A separate and disparate issue arises as per Council's submission, that it would be beneficial to advocate to the Australian and Queensland Governments, including the QRA, to improve DRFA Category D payments to minimise the gap between response and recovery.

This report **recommends** that Council advocate in those terms.

Conclusion

Council performed very well.

Council administration and staff deserve to be commended.

Some of the criticisms raised were premised on the goal, unrealistic in circumstances like these, of achieving perfection.

In the end, Council must be a prudent custodian of ratepayers' funds.

Brisbane weathered this extraordinary event probably better than could realistically have been expected. That was in large part thanks to Council's careful preparation and well managed co-ordination. (Appendix B illustrates the intensity of Council activity over this period.)

It is reassuring that Council remains committed to refining its approaches where warranted.

It is also reassuring that the people of Brisbane, for their part, again rose outstandingly to the challenge.

While this event is variously termed extraordinary/catastrophic/challenging, the end point reality is Brisbane City Council was up to it. A refined and extremely professional workforce, the very important encouragement and support of the people of Brisbane, and the backing of a committed council, ensured that.

Speaking to people in the street after the event, word was that Council did a good job. Careful analysis through the Review confirmed that.

Council is the custodian of substantial resources, carefully managed in the interests of the people of Brisbane, and without straying from the orthodox agenda. "Roads, rates and rubbish" may not immediately attract in a cultural way, but they are, at this important level of government, what essentially matter. And their predominant importance has been demonstrated through this event. Beneficial, practical outcomes are what matter.

Postscript from the author

I first experienced major flooding as a child in the 1950; in the Mary Valley. Then there were frequent interruptions to our journey – Brisbane to Longreach – in the 50's and 60's.

Our grandchildren had to endure flooding at Jindalee in 2011. The trauma is enduring. So I am not new to this.

I have now officially assessed Brisbane City Council's approach to these catastrophes on two occasions – 2022 and 2025.

The people want a responsible, predictable, reliable response in these situations – nothing manufactured, no “wringing of hands”; nothing but the truth.

I am personally pleased to commend Brisbane City Council on the way it has responded to the event.

Recommendations

Emergency Preparedness

1. Council should continue to refine its assessment, procuring and resourcing of evacuation centres and places of refuge, by utilising existing public infrastructure. It should take into account geographic considerations, ease and safety of access, wind rating data, availability of alternate power and water sources, as well as general amenities and suitable communication channels.

Volunteering in an Emergency

- 2 Council and Councillors should continue to enhance the effectiveness of public spontaneous volunteering in an emergency event, focusing on the local coordination, of the matching of those unable to assist themselves (physically, financially or through access to other support), with local volunteers (individuals, existing community groups or volunteer organisations).
- 3 Matters of personal injury and third-party insurance coverage for persons voluntarily engaged in disaster recovery efforts need to be addressed, at an Australian and Queensland Government level, to ensure volunteering efforts are encouraged, with the assurance that adequate coverage will be in place.

Warnings and Public Communication

- 4 Council should continue the promotion of the Brisbane Severe Weather Alert service with a view to increasing subscriptions. Broader application would enhance this channel of emergency response communication.
- 5 Council should continue to explore and strengthen predictive and actual intelligence capability including satellite (cloud penetration) and on-ground sensors to inform early warning systems. Linked to this is the possibility of exploring whether real-time on-site monitoring systems (such as flood gauges and wind speed gauges) could assist in improving response planning, public awareness and practical advice for residents.
- 6 Council should advocate strongly for the continuation of the vital Enviromon service on the basis it is part of the publicly funded BoM responsibility, or absent an acceptance of that, that it be alternatively funded by Commonwealth/State as being vital in the public interest.
- 7 Council should explore further opportunities to enhance the effectiveness and accessibility of public advice and warnings in an emergency event by building on the established success of the Emergency Dashboard and the suite of other

corporate website tools, and by continuing to explore improvements to existing and new communication channels for optimal public reach for all demographics.

- 8 The LDCC (Local Disaster Coordination Centre) should continue to ensure that Councillors are automatically notified of community service announcements and relevant information forthwith upon publication on Council's website, once policy announcements become operational.

Operational Matters

- 9 Council should consider setting up separate sandbag self-serve centres, while at the same time maintaining a sufficient supply and storage of pre-filled sandbags for those requiring assistance for future weather events.
- 10 Council should update existing emergency protocols with lessons learnt from 2025 regarding temporary locations for green and food waste disposal.

Flood Resilient Homes/Voluntary Home Purchase

- 11 There should be continuing Council advocacy for renewed Commonwealth/State funding for reinstatement of the Flood Resilient Homes/Suburbs Programs and the Voluntary Home Purchase Scheme (identifying and processing other eligible vulnerable properties).

Disaster Relief Payments

- 12 Council should advocate to the Australian and Queensland Governments, including the Queensland Reconstruction Authority, to improve Disaster Recovery Funding Arrangements RFA Category D payments to minimise the gap between response and recovery.

Appendix A – Terms of Reference

Review into the February 2025 Weather Event

Context

1. The City of Brisbane has throughout its history been the subject of intense seasonal weather events. In recent times, the two most significant events were the extensive floods experienced in 2011 and 2022. There have also been numerous incidents of more localised floods and strong winds.
2. As a result of the 2022 flooding event, Brisbane City Council (Council) announced an independent and comprehensive review be conducted by the Hon. Paul de Jersey AC CVO QC.
3. In response to the weather event described below, Council again seeks to have an independent review undertaken to ensure that Council continues to improve its ability to protect lives and property.

Purpose

4. The purpose of this review is to build on the outcomes from the 2022 Report while also addressing those aspects that were not relevant to Council in 2022 due to the differing nature of the two weather events.

The Weather Event

5. On 3 March 2025, South East Queensland was warned of the likelihood that Tropical Cyclone Alfred (TC Alfred), then a Category 2 system located over the Coral Sea, could make landfall between Double Island Point, Queensland and Grafton New South Wales.
6. Between 3 March and 8 March 2025, the region was warned that TC Alfred may cross as an upper-end Category 2 system or even potentially a lower-end Category 3 system.
7. On 8 March 2025, Ex-Tropical Cyclone Alfred was downgraded to a Tropical Low as it crossed the mainland coast, making landfall north of Brisbane at 9pm local time.
8. Ex TC Alfred then remained stationary in the vicinity of Bribie Island from 8 March to 9 March 2025, where it subjected Brisbane to heavy rain and strong winds. It eventually moved south and by 10 March 2025 the major effects of the weather system on Brisbane had dissipated.

Appointment and Scope

9. On 18 March 2025, the Lord Mayor of Brisbane, Cr Adrian Schrinner, announced that the Honourable Paul de Jersey would again undertake an independent and comprehensive review into Council's response to the Weather Event.
10. The review will address the following matters:
 - a. the extent to which the recommendations of the 2022 Review were met,
 - b. whether the outcomes from these recommendations were adequate,
 - c. how Council performed during the event in relation to any additional matters that were identified by Council as relevant due to the differing nature of this Weather Event.

Submissions

11. Mr de Jersey will be calling for written submissions from all Councillors, Council and all others at Mr de Jersey's discretion, in respect of the matters subject of the review, with written submissions to be provided to Mr de Jersey by close of business on 14 April 2025.

The Report

12. Mr de Jersey is required to produce a report addressing the above matters including any recommendations arising from the Terms of Reference which he considers as reasonable to improve the City's preparation and planning for future severe weather events.
13. The report is to be provided to the Lord Mayor on or before 12 May 2025. However, should Mr de Jersey require any further information on a particular matter that cannot be addressed in the above timeframe, this request should be made through the report and be addressed separately by Mr de Jersey after the provision of the material. This timing will enable any recommendations to be addressed prior to the next summer's storm season.
14. The report will be made public following its delivery to the Lord Mayor.

Appendix B- Chronology of Weather Event

DATE	Key Events	Council Notification
Pre-event Phase		
Monday 24 February 2025	City Resilience branch on “Alert” <ul style="list-style-type: none"> Staff availability sought for coming week from City Resilience and Emergency Human Services Operational Team (EHSOT) staff EHSOT Availability 	
Tuesday 25 February 2025	<ul style="list-style-type: none"> Staff availability sought from LDCC/Disaster Management Workforce for coming week 	
Wednesday 26 February 2025	<ul style="list-style-type: none"> City Resilience confirm all Councillors signed up to receive alerts Email to Councillors 	
Friday 28 February 2025	Brisbane City Council custom alerts (including Tidal Flood & Planned Burns) issued at 16:51 – 13,081 alerts sent	Brisbane Severe Weather Alert (BOM Severe Weather Warning): 4 Brisbane Severe Weather Alert (Tidal Alert):1 Number of social media posts: 2 Topics: Be prepared plus sandbag locations; Be prepared
Emerging Event Phase		
Saturday 1 March 2025	Status of various Disaster Management Groups: <ul style="list-style-type: none"> BCC, City Resilience – Alert Brisbane LDCC – Stand Down Brisbane LDMG – Stand Down District Disaster Management Group – Stand Down 	Brisbane Severe Weather Alert (BOM Severe Weather Warning): 4

	<ul style="list-style-type: none"> ○ State Disaster Coordination Centre – Alert ● 07:50 City Resilience issued a BOM Weather Update email to stakeholders including LDMG members to share situation, forecast and information about preparedness for TC Alfred. 	<p>Number of social media posts: 1</p> <p>Topics: Be prepared plus sandbag locations</p>
Sunday 2 March 2025	<p>Status of various Disaster Management Groups:</p> <ul style="list-style-type: none"> ○ BCC, City Resilience – Lean Forward ○ Brisbane LDCC – Alert ○ Brisbane LDMG – Alert ○ District Disaster Management Group – Stand Down ○ State Disaster Coordination Centre – Alert <ul style="list-style-type: none"> ● 09:39 City Resilience issued a BOM Weather Update email to stakeholders including LDMG members to share situation, forecast and information about preparedness for TC Alfred. ● There was an increasing risk that TC Alfred would track back towards the coastline from Tuesday, City Resilience informed stakeholders that it was important that residents take actions to prepare for possible severe weather impacts now (damaging winds, heavy rainfall and flash flooding). Information about “Be prepared” content was shared on social media. ● CEO and LDMG Chair (Lord Mayor) decide that the LDCC will activate from 0800 Monday 3 March with City Resilience Branch. Full LDCC will activate from 0600 Tuesday 4 March on a 24/7 roster. 	<ul style="list-style-type: none"> ● 0939 BOM Update Email issued to nearly 400 internal and external disaster management stakeholders. <p>Brisbane Severe Weather Alert (BOM Severe Weather Warning):5</p> <p>Brisbane Severe Weather Alert (Custom Alert):1</p> <p>Number of social media posts: 3</p> <p>Topics: CSA free waste drop off now available at Resource Recovery Centres; Be Prepared tips; CSA Tropical Cyclone Alfred warning</p> <p>Number of website updates: 1</p> <p>Topics: Home page update with Emergency Dashboard promo, Be prepared, News ticker for BSWA.</p> <p>Number of CSA: 1</p>

	<ul style="list-style-type: none"> Decision made to Stand Up the Brisbane Local Disaster Management Group (LDMG) from 3 March 2025. 	<p>Topics: Tropical Cyclone Alfred could bring heavy rainfall and damaging winds to Brisbane in coming days. Prepare now.</p> <p>Management of media enquiries about the event and Council's response</p>
Response Phase		
Monday 3 March 2025	<p>Status of various Disaster Management Groups:</p> <ul style="list-style-type: none"> ○ BCC, City Resilience – moved to Stand Up ○ Brisbane LDCC – Stand Up ○ Brisbane LDMG – Stand Up ○ District Disaster Management Group – Lean Forward ○ State Disaster Coordination Centre – Stand Up <ul style="list-style-type: none"> 0709 City Resilience issued a BOM Weather Update email to stakeholders including LDMG members to share situation, forecast and information about preparedness for TC Alfred. The update included: <i>“Heavy to locally intense rainfall is forecast for southeast Queensland from Wednesday as Alfred approaches the coast. It is important that residents take actions to prepare for possible severe weather impacts now (damaging winds, heavy rainfall, and flash flooding). Council has issued severe weather preparedness advice and warnings via a range of channels including social media, Brisbane Severe weather Alerts and Community Service Announcements to encourage residents to be alert to further warnings and be prepared. For more information about preparing for severe weather, visit Be prepared”</i> 	<p>Brisbane Severe Weather Alert (BOM Severe Weather Warning):4</p> <p>Brisbane Severe Weather Alert (Custom Alert):1</p> <p>Number of social media posts: 10</p> <p>Topics: Be Prepared preparation tips; CSA CityCat and ferry services suspended; CSA kerbside collection suspended; CSA impact to sandbag locations; CSA library services cancellation and water play areas update.</p> <p>5 re-posts: Bureau of Meteorology; Queensland Fire Department, Energex, Queensland Rail</p> <p>Number of website updates: 22</p> <p>Topics: Emergency Dashboard update; Home page update; CSA Kerbside collection; Library services updates; CSA sandbag locations; sandbag location updates; free waste drop off;</p>

	<ul style="list-style-type: none"> • BOM forecast predicted that Heavy to locally intense rainfall is forecast for South-East Queensland from Wednesday as Alfred approaches the coast. • BOM had issued flood watches for some areas – but none included the lower Brisbane River catchment. • Evacuation Centre Information Briefs of Top 5 evacuation centre sites across Brisbane • Contacted Venue Managers directly requesting availability of each venue being used as a potential evacuation centre due to TC Alfred City Resilience meet with Moreton Island Interagency Preparedness Group • City Resilience meet with Moreton Island Interagency Preparedness Group • Council commences attending District Disaster Management Group meetings. • 5 evacuation centre sites across Brisbane placed on standby Decision made to activate Councillor Liaison and Crisis Communications cell. Both cells join City Resilience in Stand Up – BSQ Level 1. • LDMG meets at 1030. It is decided LDMG will meet daily • Situation Report (SITREP) 1 issued at 19:00 SITREP 1 <p>Emergency Human Services Operational Team (EHSOT) - City Resilience – Emergency Human Services Coordinator</p> <p>Pre-planning using established EHSOT availability document for rostering for each shift in anticipation for 2-3 Evacuation Centres being stood up post TC Alfred</p> <p>Council-led Evacuation Centres:</p> <ul style="list-style-type: none"> • Chandler Arena, Sleeman, Chandler 	<p>CityCat and ferry services suspended; water play area update;</p> <p>Number of CSA: 6</p> <p>Topics: Kerbside collection; Sandbag locations; Impacts to Council Services; CityCat and Ferry services; Impacts to sandbags; Additional temporary sandbag sites.</p> <p>Number of event cancellations: 7</p> <p>Management of media enquiries about the event and Council's response</p>
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	<ul style="list-style-type: none"> • Kedron Wavell Services Club, Chermside • Hibiscus Sports Complex, Mt Gravatt <p>External support agencies placed on lean forward and activated for Evacuation Centres at Chandler Arena, Sleeman Sports Complex and Kedron Wavell Services Club only:</p> <ul style="list-style-type: none"> • Red Cross • St John Ambulance • Tzu Chi – bedding • Animal Welfare League Qld (AWLQ) • Chaplain Watch • GIVIT – notified/activated • Orange Sky • Project Net Zero – notified/activated • Salvation Army – on standby for catering • Lifeline 	
Tuesday 4 March 2025	<ul style="list-style-type: none"> • 5:11am City Resilience issued a BOM Weather Update email to stakeholders including LDMG members to share situation, forecast and information about preparedness for TC Alfred. • BOM forecasts at this stage were - <i>As TC Alfred approaches the coast on Thursday, Alfred is expected to maintain intensity as a category 2 cyclone and make landfall between Brisbane and Sunshine Coast late on Thursday or Friday morning. Severe coastal hazards, including abnormally high tides, hazardous surf and potentially damaging swells are expected to continue over southeast Queensland and northeastern New South Wales coasts. Conditions are expected to deteriorate</i> 	<ul style="list-style-type: none"> • 5:11am BOM Update Email issued to nearly 400 internal and external disaster management stakeholders. <p>Brisbane Severe Weather Alert (BOM Severe Weather Warning): 7</p> <p>Number of social media posts: 17</p> <p>Topics: Be Prepared power outage preparation; Event cancellation; Secure items ahead of high</p>

	<p><i>further as Alfred approaches the southeast Queensland coast on Thursday.</i></p> <ul style="list-style-type: none"> • EHSOT Coordination Centre (ECC) Stood up - Shift 7am - 6pm • LDMG Meeting at 10:00 LDMG Minutes • SITREP 2 sent at 14:00 SITREP 2 <p>Emergency Human Services Operational Team (EHSOT)</p> <p>Council staffing support for the duration of TC Alfred</p> <p>Approximately over 90 EHSOT Council staff were stood up to assist in:</p> <ul style="list-style-type: none"> • EHSOT Coordination Centre (ECC) • Places of Refuge (RNA) • Evacuation Centres (Chandler Arena, Sleeman and Kedron Wavell) 	<p>winds, Be Prepared pets; Be Prepared for business; Libraries update; flooding forecast.</p> <p>3 re-posts Bureau of Meteorology</p> <p>Number of website updates: 105</p> <p>Topics: CSA Temporary sandbag locations; Sandbag updates; CSA Impacted Council services; Brisbane Greeter tours; Home page updates; Bin collection calendar update; Animal rehoming centres update; Resource Recovery Centres updates; Bin information updates; Rubbish collection updates; Library closures updates; Pool closure updates; Golf course closure updates; Community halls closures updates; Emergency Dashboard map instruction update; New cyclone information page; CSA Be prepared severe weather and flooding;</p> <p>Number of CSA: 5</p> <p>Topics: Secure loose items and prepare for high winds and severe weather; Waste collection services suspended; Buses suspended; Be Prepared: severe weather and flooding during Tropical Cyclone Alfred; Additional temporary sandbag sites.</p> <p>Number of event cancellations: 137</p>
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		<p>Media Opp: 1</p> <p>Media opportunity at 9am to inform residents on Tropical Cyclone Alfred, including how Council was taking CityCat and Ferries off the river.</p> <p>Management of media enquiries about the event and Council's response</p>
Wednesday 5 March 2025	<ul style="list-style-type: none"> • SITREP 6 issued at 1700 SITREP 6 • Council request Emergency Alert to SDCC. Watch and Act Location Moreton Island. Initial Request Received 05/03/2025 11:47. Approved 05/03/2025 12:02. Campaign Name QLD QPS Moreton WA PTS 050325. • Council request Emergency Alert to SDCC. Watch and Act Location Brisbane communities. Initial Request Received 05/03/2025 11:28. Approved 05/03/2025 12:10. Campaign Name QLD QPS Brisbane communities WA SS 050325. • Emergency Management & Coordination Command. EMC Coordinator support with RFA and Agency to Agency documentation to provide emergency services presence in both Place of Refuge and Evacuation Centre locations. • Council sends Request for Assistance to SDCC. Request to assist in delivery of Sandbags. Request was supported by SDCC. Sandbags delivered 5 March 2025. 	<ul style="list-style-type: none"> • TROPICAL CYCLONE WATCH & ACT – PREPARE TO TAKE SHELTER. MORETON ISLAND will be impacted by Tropical Cyclone ALFRED from Thursday morning. PREPARE NOW TO TAKE SHELTER. Listen to local radio or visit bom.qld.gov.au for warning updates. Go to Council's Emergency Dashboard at brisbane.qld.gov.au for more information. If your life is in danger, call 000. • STORM SURGE WATCH AND ACT: PREPARE TO EVACUATE. Tropical Cyclone Alfred is expected to impact Brisbane communities. Very high tides, damaging winds, flooding and erosion are possible along coastal areas, rivers and creeks. You should secure items in your yard, finalise an evacuation kit and ensure you are prepared as conditions and times of impacts may change. If you believe you will be impacted seek shelter with friends and family who are in a safer location. If you require further assistance go to brisbane.qld.gov.au.

	<ul style="list-style-type: none"> • Council sends Request for Assistance to SDCC. RFA for QPS support on site from 6pm to 10pm on 5 March 2025 to help close sandbag locations QPS request for assistance closing sandbag locations. Request is supported. • Council sends Request for Assistance to SDCC. RFA for DDMG member agencies at places of refuge. Queensland Police Service (QPS); Queensland Fire Department (QFD); and Queensland Ambulance Service (QAS) provide minimum of two (2) officers (from each agency) for presence, support and respective emergency services at the three (3) Places of Refuge listed below, from 0600 hours tomorrow Thursday 6 March 2025. Request is supported. <p>Emergency Human Services Operational Team (EHSOT)</p> <p>Stand up of all roles in ECC required for preparation of Evacuation Centres with support from City Resilience Emergency Human Services Coordinator to guide them on new structure and process in place after 2022 review</p>	<p>Brisbane Severe Weather Alert (BOM Severe Weather Warning): 12</p> <p>Number of social media posts: 24</p> <p>Topics: Additional sandbag locations; Store Bridge path closure; Be Prepared for business; Emergency Warning Prepared now for Cyclone Alfred; Refuge Centre; Buses Suspended; Bin reminder; Sandbag Location closure; Service Update</p> <p>18 re-posts BOM, QFD, TMR, QLD Police, QLD Rail</p> <p>Number of website updates: 22</p> <p>Topics: CSA Additional sandbag sites; Home page updates; CSA Impacts to Council services; Emergency Dashboard updates; Public transport updates; Buses updates; CSA Refuge shelter at RNA Showgrounds; Active and Healthy Events update; Community immunisation clinics update; Sir Thomas Brisbane Planetarium update; Cemeteries updates</p> <p>Number of CSA: 3</p>
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Thursday 6 March 2025	<ul style="list-style-type: none"> • SITREP 7 issued at 0500 SITREP 7 • LDMG meeting at 1000-1100 LDMG Minutes • Council sends Request for Assistance to SDCC - Request for assistance for Translink to use of Translink busways and King George Bus Interchange as a place of refuge until the severe weather event has passed. Request is not supported. • Council sends Request for Assistance to SDCC - Request for assistance for QPS support with street traffic control on Saturday 8 March, as the SES depot will be receiving 15 pods of sand via a large BDouble Truck. 7 March 2025 request is withdrawn – no longer needed. <p>Emergency Human Services Operational Team (EHSOT)</p> <ul style="list-style-type: none"> • Places of Refuge stood up in the following locations: RNA, Bowen Hills, Chandler Arena Sleeman Sports Complex and Kedron Wavell Services Club <p>Due to developing changes by TC Alfred, anticipated opening was based on live weather updates by BOM and advice from emergency services. Consideration around safety to the public including Council and agency staff in determining safety to travel to these</p>	<p>Brisbane Severe Weather Alert (BOM Severe Weather Warning): 13</p> <p>Number of social media posts: 16</p> <p>Topics: City Hall Closure; Sandbags and RRC; Planetarium Closure; Refuge Shelter now open; Botanic Gardens Mt Coot-tha closed; Sandbag location closure; Update RRC closure and sandbag site closure</p> <p>11 re-posts Bureau of Meteorology, RACQ, Translink, Queensland Rail</p> <p>Number of website updates: 31</p> <p>Topics: Sandbag station updates; City Hall updates; Resource Recovery Centre closure; Waste and recycling facilities update; Contact Council update; Visible Ink Youth Hub update; CSA Sandbagging sites and Resource Recovery</p>

	<p>venues prior to TC Alfred making landfall was undertaken in decision process</p> <p>Emergency Services support in Place of Refuge (RNA Showgrounds) and Evacuation Centres (Chandler Arena, Sleeman Sports Complex):</p> <ul style="list-style-type: none"> ○ QPS ○ QFD ○ QAS <p>External Agency activated to support in Place of Refuge at RNA Showgrounds:</p> <ul style="list-style-type: none"> ○ Chaplain Watch <p>2 additional evacuation centre sites were identified as Places of Refuge and placed on lean forward - to be activated when needed</p> <ul style="list-style-type: none"> • Kedron Wavell, Place of Refuge advised there were no guests at opening • SITREP 8 issued at 1100 SITREP 8 CA25/237902 • RNA Place of Refuge status at 1200 – 15 guests • SITREP 9 issued at 1700 SITREP 9 • RNA Place of Refuge Status at 2000: 7 women and 3 men 	<p>Centres; Home page updates; Brisbane Botanic Gardens Mt Coot-tha update; CSA use extra time to seek shelter; Emergency dashboard updates; CSA Impacts to Council services; Make your emergency plan update; Personalised Public transport suspended;</p> <p>Number of CSA: 2</p> <p>Topics: Use extra time to seek shelter; Additional support in Moggill area</p> <p>Number of event cancellations: 45</p> <p>Management of media enquiries about the event and Council's response.</p>
Friday 7 March 2025	<ul style="list-style-type: none"> • SITREP 10 issued at 0500 SITREP 10 • LDMG meeting at 1000-1100 LDMG Minutes • SITREP 11 issued at 1200 SITREP 11 • SITREP 12 issued at 1700 SITREP 12 • Council request Emergency Alert to SDCC. Emergency Warning Location Moreton Island. Initial Request Received 07/03/2025 	<p>Brisbane City Council Cyclone EMERGENCY WARNING. Moreton Island is being impacted by Tropical Cyclone Alfred. TAKE SHELTER NOW in the strongest part of the building you are in. This will be away from big windows. It could be a bathroom</p>

	<p>17:29. Approved 07/03/2025 17:50. Campaign Name QLD QPS Moreton Island Cyclone EW 7 MAR 25.</p> <p>Emergency Human Services Operational Team (EHSOT)</p> <p>Community-led Evacuation Centre stood up</p> <ul style="list-style-type: none"> • Riverlife Church, Seventeen Mile Rocks - Remained open till 11/03/2025 only as a community hub (Capacity – 50) • RNA - 13-14 guests overnight 	<p>or hallway. Stay indoors until safe. Listen to local radio ABC Brisbane 612AM or visit bom.gov.au for warning updates. Further info at Councils Emergency Dashboard brisbane.qld.gov.au</p> <p>Brisbane Severe Weather Alert (BOM Severe Weather Warning):2 Brisbane Severe Weather Alert (Custom Alert):2 Brisbane Severe Weather Alert (Creek flooding):13 Number of social media posts: 28</p> <p>Topics: Moggill residents update; General Be Prepared messaging; Secure Bins; Take shelter now - Moreton Island residents; Parking enforcement suspended across Brisbane; Stay safe during TC Alfred; Flood map updated; Refuge Shelter now open at Chandler and Bowen Hills; Take shelter now - All Brisbane residents</p> <p>16 re-posts Bureau of Meteorology, Queensland Rail, Telstra, Queensland Fire Department</p> <p>Number of website updates: 25</p> <p>Topics: CSA Sandbagging station updates; CSA Additional temporary sandbag sites; CSA Free green waste drop off; CSA Additional support in Moggill area; Mt Coot-tha mountain bike closure;</p>
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		<p>CSA Use extra time to seek shelter Refuge shelter update; CSA Secure rubbish bins now; CSA Impact to Council services; Planning approval advice update; Emergency dashboard update; Sandbag update; CSA Parking enforcement suspended; CSA Updated Flood Awareness Mapping; Emergency Alert; CSA Residents urged to avoid travel</p> <p>Number of CSA: 6</p> <p>Topics: Secure rubbish bins now; Residents urged to avoid travel; Updated Flood Awareness Map based on predicted intense rainfall; Additional refuge shelters open; Parking enforcement suspended across Brisbane; Brisbane City Council is issuing an Emergency Alert to all Brisbane residents: Take Shelter Now;</p> <p>Number of event cancellations: 14</p> <p>Management of media enquiries about the event and Council's response.</p>
Saturday 8 March 2025	<ul style="list-style-type: none"> • LDMG Meeting 1000-1100 LDMG Minutes • SITREP 13 issued at 0500 SITREP 13 • SITREP 14 issued at 1200 SITREP 14 • SITREP 15 issued at 1700 SITREP 15 <p>WIND - Strong winds of up to 63km/h being recorded impacted Brisbane on 8 causing trees and power lines to fall, resulting in widespread power outages and greenwaste debris.</p>	<p>Brisbane Severe Weather Alert (BOM Severe Weather Warning):10</p> <p>Brisbane Severe Weather Alert (Creek flooding):21</p> <p>Number of social media posts: 26</p>

	<ul style="list-style-type: none"> • BOM highest official wind gust record was 63km/h • Brisbane Airport recorded a wind gust at 41 knots or 75km/h • Anecdotal reports of stronger wind gusts noted by the public but no official records higher than the two above are formally recorded. <p>RAINFALL: Council's rain gauges recorded between 67mm to 164mm across various parts of Brisbane on 8th March.</p> <p>Emergency Human Services Operational Team (EHSOT)</p> <p>Places of Refuge stood down:</p> <ul style="list-style-type: none"> ○ RNA Showgrounds and Chandler Arena, Sleeman Sports Complex (Total people visited shelter – 18) 	<p>Topics: Avoid travel on roads and bridges; Beware fallen powerlines; RNA Refuge Shelter closed; CSA - Bus Services; CSA - Waste Collection Update; CSA - Free Green Waste Drops; Updated CSA - Impacted Services</p> <p>13 re-posts Bureau of Meteorology, QLD Traffic Metro</p> <p>Number of website updates: 14</p> <p>Topics: CSA Kerbside collection suspended; CSA CityCat and ferry services suspended; CSA Use extra time to seek shelter; Emergency dashboard updates; CSA Sandbag sites and Resource Recovery Centres; CSA Take shelter now; CSA Additional refuge shelter; CSA Bus services to resume; CSA General waste collection service catch up; CSA Free green waste drop off; Public transport updates; Rubbish collection updates; Resource Recovery Centre updates; CSA Impacts to Council Services</p> <p>Number of CSA: 3</p> <p>Topics: General waste collection service catch up; Free green waste drop off; Bus services to resume Sunday, 9 March</p>
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		<p>Number of event cancellations: 0</p> <p>Management of media enquiries about the event and Council's response.</p>
<p>Sunday 9 March 2025</p>	<ul style="list-style-type: none"> • LDMG Meeting 1000 – 1100 LDMG Minutes • SITREP 16 issued at 0500 SITREP 16 • SITREP 17 issued at 1300 SITREP 17 • SITREP 18 issued at 1700 SITREP 18 • Council sends Request for Assistance to SDCC. RFA - Use of State Gov Land for Greenwaste. SDDC advised Council to use contact details for Department from their website and get Waste Services to contact directly. SDDC has no contact number for the Department. Request is not supported. <p>WIND – BOM highest official wind gust record was 59km/h</p> <p>RAINFALL: Council's rain gauges recorded between 190mm to 370mm across various parts of Brisbane on 9th March.</p>	<p>Number of social media posts: 16</p> <p>Topics: Be prepared for changing weather; CSA - Bus services suspended; CSA - ABC Brisbane radio down; Update to CSA - Bus services suspended</p> <p>13 re-posts Bureau of Meteorology, Translink, Telstra, QLDTraffic Metro</p> <p>Number of website updates: 6</p> <p>Topics: Emergency dashboard updates; CSA Impacted Council services; CSA Local ABC radio impacted; Be prepared update; Buses updated.</p> <p>Number of CSA: 2</p> <p>Topics: Bus services suspended; Local ABC radio impacted</p> <p>Number of event cancellations: 11</p> <p>Management of media enquiries about the event and Council's response.</p> <p>Brisbane Severe Weather Alert (BOM Severe Weather Warning):18</p>

		Brisbane Severe Weather Alert (Creek flooding):93
Response/Recovery Phase		
Monday 10 March 2025	<ul style="list-style-type: none"> SITREP 19 issued at 0500 SITREP 19 LDMG Meeting 1000-1100 Minutes SITREP 20 issued at 1200 SITREP 20 SITREP 21 issued at 1700 SITREP 21 <p>WIND – BOM highest official wind gust record was 31km/h</p> <p>RAINFALL Council's rain gauges recorded between 30mm to 104mm across various parts of Brisbane on 10th March</p> <ul style="list-style-type: none"> Council request Emergency Alert to SDCC. Watch and Act Location Brisbane area downstream of Enoggera Dam. Initial Request Received 10/03/2025 05:29. Approved 10/03/2025 05:44. Campaign Name QLD QPS Enoggera Dam WA 10 Mar 25. Council request Emergency Alert to SDCC. Watch and Act Location Oxley Creek. Initial Request Received 10/03/2025 01:08. Approved 10/03/2025 03:21. Campaign Name QLD QPS Lower Oxley Creek Brisbane WA 10 Mar 25. Council request Emergency Alert to SDCC. Watch and Act Location Gubberley Creek Detention Basin Kenmore. Initial Request Received 10/03/2025 00:55. Approved 10/03/2025 01:28. Campaign Name QLD QPS Gubberley Creek WA 10 Mar 25. 	<p>WATCH AND ACT message from Brisbane City Council. Enoggera Dam increased outflows. PREPARE TO MOVE TO HIGHER GROUND. Warn others. Listen to local radio or go to Council's emergency dashboard at brisbane.qld.gov.au. If your life is in danger call 000. Brisbane City Council FLASH FLOOD</p> <p>WATCH AND ACT. Heavy rain may lead to dangerous flash flooding around Oxley Creek. PREPARE TO MOVE TO HIGHER GROUND. Secure items, avoid flooded roads, monitor warnings. Listen to local radio or go to Council's emergency dashboard at brisbane.qld.gov.au. If your life is in danger call 000.</p> <p>WATCH AND ACT message from Brisbane City Council. The Gubberley Creek Detention Basin Kenmore is at risk of failing. PREPARE TO LEAVE. Conditions could change quickly. Warn neighbours if safe to do so. For more information listen to local radio or visit councils website at w w w dot Brisbane dot q l d dot gov dot a u</p>

<ul style="list-style-type: none"> • Brisbane Local Recovery Group established. During the LMDG meeting held on 10 March, the Lord Mayor announced David Chick would be the Brisbane Local Recovery Coordinator. • LDCC requests activation of the Personal Hardship Assistance and Reconnection Scheme for impacted suburbs to Community Recovery Department of Local Government, Water and Volunteers. <p>Emergency Human Services Operational Team (EHSOT)</p> <p>Evacuation Centre/s stood up on 10/03/2025:</p> <ul style="list-style-type: none"> ○ Chandler Arena, Sleeman Sports Complex, Chandler ○ Kedron Wavell, Chermside <p>Evacuation Centre totals since centre opened:</p> <p>Kedron Wavell Services Club</p> <ul style="list-style-type: none"> ○ Evacuees – 16 ○ Day Visitors – 0 ○ Agency/EHSOT staff - 33 <p>Chandler Arena, Sleeman Sports Complex:</p> <ul style="list-style-type: none"> ○ Evacuees – 7 ○ Day Visitors – 10 ○ Agency/EHSOT staff - 56 <p>ECC Safety and Zero Harm Coordinator staff deployed to 3 identified sites for risk assessment prior to set up of evacuation centre</p> <p>EC Logistics Coordinator – deployed to start preparing to bump in and set up evacuation sites (Chandler Arena, Sleeman and Kedron Wavell)</p>	<p>Brisbane Severe Weather Alert (BOM Severe Weather Warning):9</p> <p>Brisbane Severe Weather Alert (Creek flooding):23</p> <p>Number of social media posts: 48</p> <p>Topics: QPS reshare - Gubberely Creek Watch and Act EA; QPS reshare - Oxley Creek Watch and Act EA; QPS reshare - Enoggera Dam Watch and Act EA; CSA - Evacuation centres open; RRC closures due to flooding; Bus service update; CityCat service update; Bus service update; CityCat service update; Facebook post update: RRC closures due to flooding; Instagram post update: Public transport update to include CityCat service update; Services update: RRC closures + Bus/CityCat service updates; Libraries update; Facebook post update: Services update: KGS car park, pools, libraries; Services update: KGS car park; Services update: pools; CSA: Services update; CSA: Bus Updates; Reopening</p> <p>6 re-posts Telstra, Bureau of Meteorology, Translink</p> <p>Number of website updates: 48</p>
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	<p>Site inspection found post TC Alfred, Hibiscus Sports Complex was unavailable due to no power on site</p> <p>Alternative evacuation centre sites then sought;</p> <ul style="list-style-type: none"> • RNA Showgrounds was only available until Sunday, 09/03/2025 due to establish booking for venue and promoter had not cancelled • Doomben Racecourse availability was limited due to pre booked events, only available until 12/03/2025 	<p>Topics; CSA Bus services; Resource Recovery Centres update; CSA Evac centres open; Emergency dashboard updates; CSA Resource Recovery Centres impacted; CSA Ferry and bus services impacted; Bus services update; Ferry services update; Public transport update, CSA Impacted Council services; Libraries updates; CSA Updates to Council services; CSA Limited bus service; Cemeteries update; Brisbane City Hall update; Community Halls update; Brisbane Greeter tours update; Community Immunisation clinics update; Active and health events updates; Visible Ink Youth Hub update; Libraries update; Council pools update; Resource Recovery Centre updates; Planetarium update; CityCat and Ferry services update; Personalised public transport update; Buses update; Environment Centres update; Waste and recycling facilities updates; CSA Free green waste drop off;</p> <p>Number of CSA: 3</p> <p>Topics: Evacuation Centres open for residents at risk of flooding; Resource Recovery Centre updates; Ferry and bus services suspended.</p> <p>Number of event cancellations: 11</p>
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		<p>1 Media opportunity Monday 10 March at 3pm to inform residents about the Ute Army and temporary green waste drop off sites.</p> <p>Management of media enquiries about the event and Council's response.</p>
Tuesday 11 March 2025	<ul style="list-style-type: none"> • LDMG Meeting 1000 – 1100 LDMG Minutes • SITREP 22 issued at 0500 SITREP 22 • SITREP 23 issued at 1200 SITREP 23 • SITREP 24 issued at 1700 SITREP 24 <p>WIND – BOM highest official wind gust record was 22km/h</p> <p>Emergency Human Services Operational Team (EHSOT)</p> <ul style="list-style-type: none"> • Evacuation Centres Stood down by 3pm <ul style="list-style-type: none"> ○ Chandler Arena, Sleeman Sports Complex ○ Kedron Wavell Services Club • All external agency, venue managers, emergency services staff and Council staff advised to stand down due to closure of Evacuation Centres • BDMS updated advising Evacuation Centres stood down 	<p>Number of social media posts: 29</p> <p>Topics: Lord Mayor Reshare: Ute Army; Update: Important Updates: ABC radio back online; Reshare of feed with updated library openings; Temporary Free Green Waste drop off sites; CSA: Holds and returns update; CSA: Bus Updates; Update existing post: CSA - Bus updates; Update to existing post: Bus services; Update to existing post: CSA - Parking enforcement resuming; CSA - Parking enforcement resuming; Update to existing post - Parking enforcement; Update to existing post - Library openings; CSA - Library openings</p> <p>2 re-posts Queensland Rail, Translink</p> <p>Number of website updates: 20</p> <p>Topics: Development approval update; Rubbish collection update; Emergency dashboard update; CSA Resource Recovery Centre open; CSA Free green waste drop off; Visible ink Youth Hub update; CSA Impacted Council services; Libraries updates; CSA Bus and ferry services; Public</p>

		<p>transport update; Disaster recovery update; CSA Parking enforcement reinstated; Public art update; Disaster recovery update; Home page updates; Community grants update</p> <p>Number of CSA: 2</p> <p>Topics: All Council bus services operational. Ferry Services remain suspended; Where to take excess household waste.</p> <p>Number of event cancellations: 9</p> <p>Management of media enquiries about the event and Council's response.</p>
Wednesday 12 March 2025	<ul style="list-style-type: none"> • LDMG decide LDMG will move to Stand Down. • Last LDMG meeting was held 12 March 2025. LDMG Minutes • LDMG decide LDCC will move to Stand Down from 1700 14/3/2025. • SITREP 25 issued at 1000 SITREP 25 • SITREP 26 issued at 1700 SITREP 26 <p>Emergency Human Services Operational Team (EHSOT)</p> <ul style="list-style-type: none"> • EHSOT Coordination Centre (ECC) team is stood down. 	<p>Number of social media posts: 20</p> <p>Topics: Temporary waste bin sites; 3x posts: Sandbag disposal; Sandbag disposal; Update to existing post - New temporary green waste sites, Environment Centres reopening; Update to existing post - New temporary green waste sites; New temporary green waste sites; Update to existing post - Removed update on new temporary green waste sites; Update to existing post - Library opening hours and Mobile Library; Mobile Library operating this week;</p> <p>Number of website updates: 26</p>

		<p>Topics: Temporary waste disposal sites; Disaster recovery updates; Sandbags update; Home page update; CSA Impacted Council services; CSA Where to take waste; Flood information online update; Animal rehoming centres update; CSA Free green waste drop off; Environment Centres update; Resource Recovery Centre update; CityCat services update</p> <p>Number of CSA: 0</p> <p>Number of event cancellations: 4</p> <p>Management of media enquiries about the event and Council's response.</p>
Thursday 13 March 2025	<ul style="list-style-type: none"> LDCC received confirmation from Community Recovery Department of Local Government, Water and Volunteers that the Online Activation for PHAS Grants has been approved for the whole of Brisbane LGA. <p>Status of various Disaster Management Groups:</p> <ul style="list-style-type: none"> ○ BCC, City Resilience – Stood Up ○ Brisbane LDCC – Stood Up ○ Brisbane LDMG – Stand Down ○ District Disaster Management Group – Stood Up ○ State Disaster Coordination Centre – Stood Up 	<p>Number of social media posts: 18</p> <p>Topics: New temporary green waste sites; CSA: Updates to libraries; City Archives reopening; CSA: Updates to services; CSA: Updates to services (libraries); Libraries update: Annerley library closed; Important information pinned post</p> <p>Number of website updates: 33</p> <p>Topics: CSA Impacted Council services; Green waste drop-off sites update; Disaster recovery updates; Council pools updates; Community halls and facilities updates; Sunnybank synthetic sports field update; Environment Centres updates; Minnippi Golf Course update; Libraries</p>

		<p>update; Kerbside collection update; Sandbag disposal update</p> <p>Number of CSA: 0</p> <p>Number of event cancellations: 2</p> <p>Management of media enquiries about the event and Council's response.</p>
<p>Friday 14 March 2025</p>	<ul style="list-style-type: none"> • LDCC moves to Stand Down 1700. • <p>Status of various Disaster Management Groups:</p> <ul style="list-style-type: none"> ○ BCC, City Resilience – Stood Up ○ Brisbane LDCC – Stood Up ○ Brisbane LDMG – Stand Down ○ District Disaster Management Group – Stood Up ○ State Disaster Coordination Centre – Stood Up 	<p>Number of social media posts: 10</p> <p>Topics: Libraries update: Annerley library closed and Inala open; CSA: CityCat and Ferry Services resuming</p> <p>Number of website updates: 13</p> <p>Topics: Art and River Public Art Trail update; CSA Impacted Council Services; Temporary waste bin sites update; Home page updates; CSA Ferries resume; Kerbside collection update; Disaster recovery updates</p> <p>Number of CSA: 1</p> <p>Topics: CityCat and ferry services resume</p>

Appendix C– Overview of Disaster Management Framework.

The Disaster Management Framework

Council's obligations in respect of disasters like the Weather Event are prescribed under the Disaster Management Act 2003 (Disaster Management Act). These obligations are concurrent with and, in some cases contingent on, the obligations of other State and Commonwealth entities. Therefore, Council has organisational structures and policies which align with and support the disaster management framework prescribed by the Disaster Management Act.

Structure of the disaster management framework in Queensland

- 1.2 The objects of the Disaster Management Act are to assist communities in mitigating, preparing for and responding effectively to disasters and emergency situations and provide for effective disaster management for the State.
- 1.3 Pursuant to section 4 of the Disaster Management Act, these objects are sought to be achieved by:
 - (a) establishing disaster management groups for the State, disaster districts and local government areas;
 - (b) preparing disaster management plans and guidelines;
 - (c) ensuring communities receive appropriate information about preparing for, responding to and recovering from a disaster;
 - (d) declaring a disaster situation; and
 - (e) establishing the Office of the Inspector-General of Emergency Management (under Part 1A of the Disaster Management Act).
- 1.4 That is, the Disaster Management Act establishes the framework for how the various levels of government (and key stakeholders) will work together in response to disasters, by establishing a hierarchy of disaster management groups supported by disaster management plans, and by affording powers and functions to those groups and appointed position-holders.

QPS

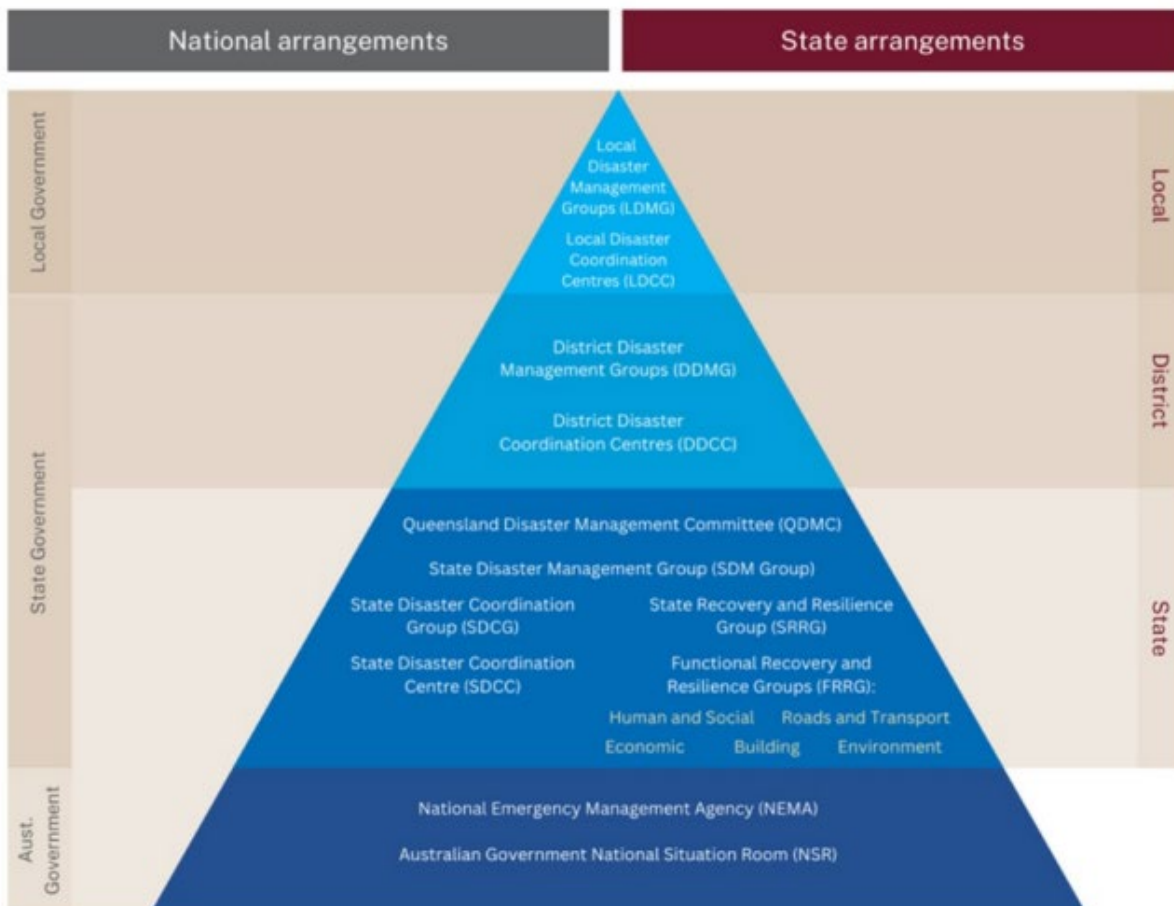
- 1.5 The framework (and the Disaster Management Act) is administered by the Queensland Police Service Police Commissioner (QPS Commissioner), who, under s.16A of the Act, has the following functions:
 - (a) to establish and maintain arrangements between the State and the Commonwealth about matters relating to effective disaster management;
 - (b) to ensure that disaster management and disaster operations in the State are consistent with the following—
 - (i) the State group's strategic policy framework for disaster management for the State;
 - (ii) the State disaster management plan;
 - (iii) the disaster management standards;
 - (iv) the disaster management guidelines;
 - (c) to ensure that persons performing functions under the Disaster Management Act in relation to disaster operations are appropriately trained; and
 - (d) to provide advice and support to the State group and local and district groups in relation to disaster management and disaster operations.

Disaster management groups and plans

- 1.6 Disaster management arrangements are coordinated by partnerships between the community and groups at local, district, State and Commonwealth levels. Each of these levels is enabled by a 'disaster management group'.

- 1.7 The State is divided into 22 disaster districts under the Disaster Management Regulation 2014 (Disaster Management Regulation). Each district comprises one or more local government areas. The State, each district and each local government relevantly hold specific obligations round the creation of disaster management groups, the preparation of documentation and responses to emergency situations.
- 1.8 The functions of the disaster management groups at State, district and local level are set out below. Some of the primary functions relate to the concepts of 'disaster management' and 'disaster operations'.
- 1.9 A high level diagram (as extracted from the Interim State Disaster Management Plan 2024-25) identifying the disaster management structure in Queensland is below.

Figure 2.1 Queensland's disaster management arrangements



Source: [Queensland Interim State Disaster Management Plan](#)
State Group and State Disaster Management Plan

- 1.10 The State Group - the Queensland Disaster Management Committee (QDMC) - is established under s 17 of the Disaster Management Act.
- 1.11 The functions of the QDMC are outlined in s 18 of the Disaster Management Act and include, most relevantly, to develop a strategic policy framework for disaster management for the State and to ensure effective disaster management is developed and implemented for the State.
- 1.12 In accordance with the Disaster Management Act requirements, the State has prepared the Queensland Interim State Disaster Management Plan 2024-25. The State Plan sets the framework for the arrangements and practices enabling disaster management in Queensland and includes guidance for disaster

management stakeholders through the provision of commentary and directions along with supporting documents such as plans, strategies or guidelines.

- 1.13 Council is not a member of the State group. Rather, the membership includes the Premier, various ministers and assisting officials from Departments and State agencies with an interest in disaster coordination, response and recovery. The State Disaster Coordinator (SDC) and State Recovery Coordinator also participate as members, by invitation.
- 1.14 The QDMC is supported by the SDC who is responsible for coordinating the disaster response operations for the QDMC, reporting regularly to the QDMC about disaster response operations, ensuring, as far as reasonably practicable, that any strategic decisions of the QDMC about disaster response operations are implemented and providing strategic advice on disaster response operations to district disaster coordinators.
- 1.15 The SDC is supported by the State Disaster Coordination Group (SDCG). That group is responsible for providing advice to the SDC about available resources and options for disaster response operations, ensuring the coordinated and efficient deployment of state government resources, and liaising with invitees and other organisations, including local governments, to ensure the coordinated and efficient deployment of resources in disaster response operations.
- 1.16 Having regard to the critical operational functions of the SDCG, the group's membership is broad, and includes representatives from a range of State agencies (including QPS (who acts as chair) and standing invitees from key stakeholders including BOM and Seqwater.

BOM

- 1.17 In addition to prescribing BOM as a "standing invitee" on the SDCG, the State Disaster Management Plan prescribes a specific role and set of responsibilities for the BOM. These roles and responsibilities are consistent with the functions of the BOM set out in the Meteorology Act 1955 (Cth).
- 1.18 Most significantly, the State Disaster Management Plan provides that:
 - (a) BOM's role is to provide forecasts, weather warnings and long term outlooks on environmental phenomena that affect the safety, prosperity and resilience of Australians;
 - (b) BOM is responsible for collecting, coordinating and distributing environmental observation data in support of advices, warnings and briefings, and providing weather alerts, updates and warnings;
 - (c) a BOM officer is embedded within the SDCC, year round, to undertake analysis and reporting of weather forecasts from the BOM and to provide briefings to key stakeholders as well as direct liaison with BOM.
- 1.19 In respect of the scope and conduct of the BOM's role in the disaster management framework, the State Disaster Management Plan also refers to particular agreements, specifications and plans that support and regulate the BOM's activities. Those plans include:
 - (a) Inter-Governmental Agreement for Hazard Services: This Inter-Government Agreement was established following a 2011 review of the BOM's capacity to respond to future extreme weather and natural disaster events and to provide seasonal forecasting services. The agreement formalises the services provided to State and Territory Emergency Services Agencies, and agrees on a clear allocation of responsibilities of the Australian Government, the States, Territories and local governments for flood management, fire weather management and management of extreme weather and hazard impact events;
 - (b) Service Level Specification for Flood Forecasting and Warning Services for Queensland: The current version of this document (Version 3.3) was prepared by

the BOM in consultation with the Queensland Flood Warning Consultative Committee and finalised on 11 August 2021. It sets out, in detail, the flood forecasting and warning services provided by BOM in Queensland, adopting the Total Flood Warning System.

- 1.20 Separate to the State Disaster Management Plan (but consistent with the principles of that plan, and the BOM's provision of services under the Inter-Governmental Agreement for Hazard Services), BOM has agreed the "Communications Protocol for Flooding in the Lower Brisbane River" with Seqwater, Brisbane City Council, Ipswich City Council, Somerset Regional Council and Lockyer Valley Regional Council. That document sets out the communications arrangements during flood operations in the Lower Brisbane River, particularly in the event of releases of water from Wivenhoe Dam. The protocol contemplates the occurrence of stakeholder agency meetings to coordinate communication and information sharing during flood operations.

Seqwater

- 1.21 Seqwater is also a "standing invitee" on the SDCG and is assigned a range of roles and responsibilities under the State Disaster Management Plan. Most relevantly, Seqwater:
 - (a) is identified as the "key liaison" for the State, local government and emergency services for all water related emergencies and incidents in South-East Queensland;
 - (b) provides notifications and warnings to population at risk immediately downstream of their referable dams in accordance with their approved Emergency Action Plans;
 - (c) provides a free dam release notification services and associated app to provide the community with up-to-date information on dam releases, water supply and recreation during emergencies or incidents; and
 - (d) works with and provides timely and accurate information to State, District and Local disaster management groups where required to manage the consequences of a water supply or dam safety incident.

ADF

- 1.22 The ADF is also a "standing invitee" on the SDCG. The State Disaster Management Plan provides that the ADF may provide assistance in response to a disaster event, following a request for Defence Assistance to the Civil Community (DACC). Requests for assistance must be made via the SDCC's process.

District Group and District Disaster Management Plan

- 1.23 Part 2, Division 2 of the Disaster Management Act establishes a District Disaster Management Group (DDMG) for each disaster district prescribed in Schedule 1 of the Disaster Management Regulation. For Council, its relevant disaster district consists of the Brisbane and Redland local government areas.
- 1.24 Section 23 of the Disaster Management Act describes a DDMG's functions as being:
 - (a) to ensure that disaster management and disaster operations in the district are consistent with the State group's strategic policy framework for disaster management for the State;
 - (b) to develop effective disaster management for the district, including a district disaster management plan, and regularly review and assess that disaster management;
 - (c) to provide reports and make recommendations to the State group about matters relating to disaster management and disaster operations in the district;
 - (d) to regularly review and assess:

- (i) the disaster management of local groups in the district; and
 - (ii) local disaster management plans prepared by local governments whose areas are in the district;
 - (e) to ensure that any relevant decisions and policies made by the State group are incorporated in its disaster management, and the disaster management of local groups in the district;
 - (f) to ensure the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster;
 - (g) to coordinate the provision of State resources and services provided to support local groups in the district;
 - (h) to identify resources that may be used for disaster operations in the district;
 - (i) to make plans for the allocation, and coordination of the use, of resources mentioned in paragraph (h);
 - (j) to establish and review communications systems in the group, and with and between local groups in the district, for use when a disaster happens;
 - (k) to ensure information about an event or a disaster in the district is promptly given to the State group and each local group in the district;
 - (l) to prepare a district disaster management plan;
 - (m) to perform other functions given to the group under the Disaster Management Act; and
 - (n) to perform a function incidental to a function mentioned in paragraphs (a) to (m).
- 1.25 In accordance with the Disaster Management Act requirements, the commissioner of the police service has appointed the Queensland Police Service, Assistant Commissioner, Brisbane Region as chairperson. That person is also appointed as the District Disaster Coordinator (DDC).
- 1.26 Council is identified as a “core member” of the Brisbane district group. At the district level, the key responsibilities of Council are identified in the Brisbane District Disaster Management Plan – dated 7 March 2024 as:
- (a) provision of advice and reports to the DDMG;
 - (b) resource allocations relevant to parent organisational functions;
 - (c) to ensure it has a disaster response capability;
 - (d) undertake training in accordance with the QDMTF (Queensland Disaster Management Training Framework);
 - (e) to ensure information about an event or a disaster in its area is promptly given to the DDC.
- 1.27 The DDC may, under s 47 of the Act, give a local group in the district a written direction about the performance of the group's functions if satisfied it is necessary.
- 1.28 Other core members include the QAS and Queensland Government Departments. The District Disaster Management Plan also prescribes that representative from agencies including BOM, Seqwater, UU, Powerlink Telstra and the ADF may be invited to the DDMG meeting and assist in disaster operations in an “advisory and cooperative” disaster capacity.

Local Disaster Management Group and Local Disaster Management Plan

- 1.29 In accordance with the requirements under Part 2, Division 3 of the Disaster Management Act, Council has established the LDMG.
- 1.30 The functions of an LDMG are outlined in section 30 of the Disaster Management Act as follows:
- (a) to ensure that disaster management and disaster operations in the area are consistent with the State group's strategic policy framework for disaster management for the State;

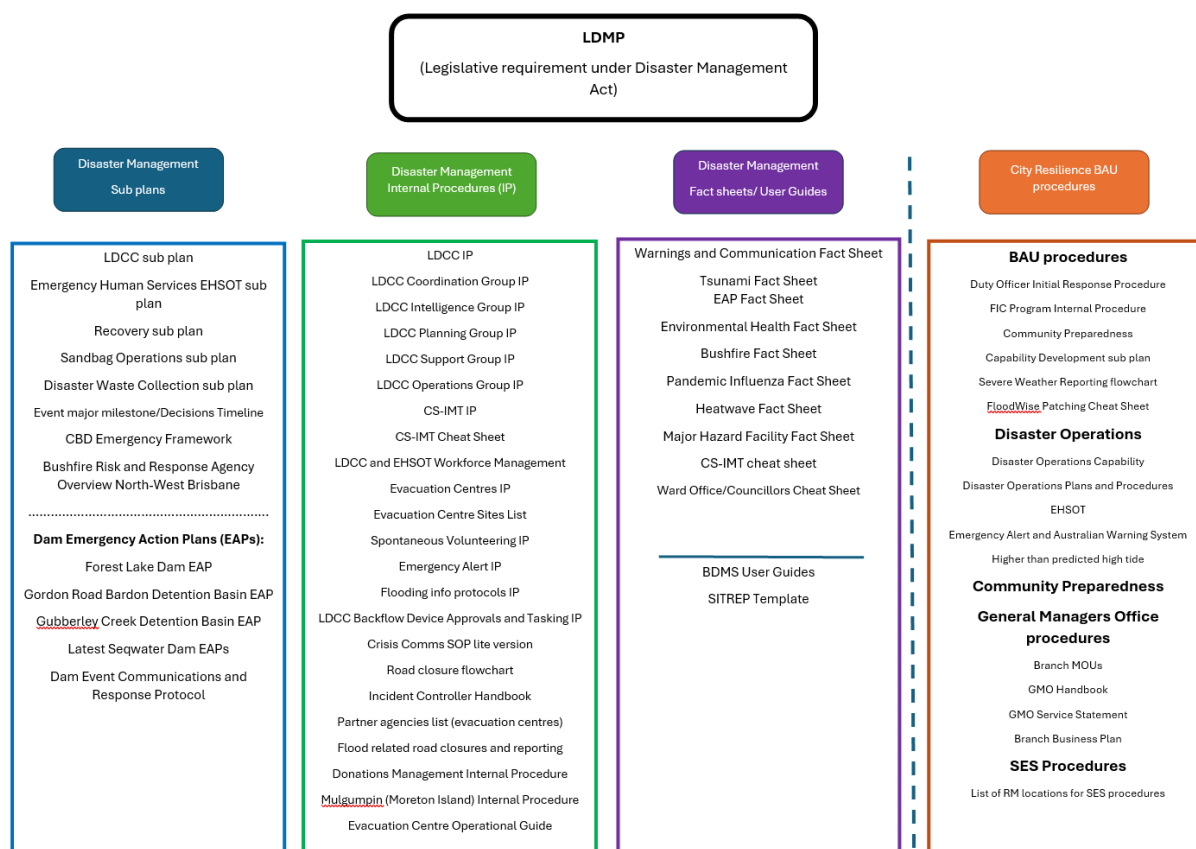
- (b) to develop effective disaster management, and regularly review and assess the disaster management;
 - (c) to help the local government for its area to prepare a local disaster management plan;
 - (d) to identify, and provide advice to the relevant district group about, support services required by the local group to facilitate disaster management and disaster operations in the area;
 - (e) to ensure the community is aware of ways of mitigating the adverse effects of an event, and preparing for, responding to and recovering from a disaster;
 - (f) to manage disaster operations in the area under policies and procedures decided by the State group;
 - (g) to provide reports and make recommendations to the relevant district group about matters relating to disaster operations;
 - (h) to identify, and coordinate the use of, resources that may be used for disaster operations in the area;
 - (i) to establish and review communications systems in the group, and with the relevant district group and other local groups in the disaster district of the relevant district group, for use when a disaster happens;
 - (j) to ensure information about a disaster in the area is promptly given to the relevant district group;
 - (k) to perform other functions given to the group under the Disaster Management Act; and
 - (l) to perform a function incidental to a function mentioned in paragraphs (a) to (k).
- 1.31 Council has appointed its Lord Mayor as the chairperson of the LDMG, and representatives from a range of public and private sector entities (including BOM, the DDMG, UU, Seqwater, QPS, Queensland Health and Telstra) as members. The group's membership reflects Council's understanding of the key stakeholders equipped with the knowledge and capability necessary to prepare for and respond to the disasters most likely in the Brisbane local government area.
- 1.32 Council convenes a minimum of two LDMG meetings per year when there are no hazards present, and additional meetings during hazard years as are necessary to effectively prepare for and respond to hazards. At least once annually, the LDMG meets to share operational risks and opportunities in order to exercise and connect. In September 2021, the LDMG completed a training exercise with the ADF ("Exercise Tempest") to explore concepts of operation for a large storm or severe weather event, where ADF would assist Council in the recovery activities.

City Resilience Branch, internal procedures and sub-plans

- 1.33 Council's City Resilience Branch supports the LDMG to deliver its statutory functions. Most significantly, the City Resilience Branch:
- (a) separate to the LDMG meetings, leverages and builds on its relationships with the LDMG members and adjoining and near local governments to support and develop Council's disaster management and planning capability;
 - (b) develops policies and delivers strategies and programs in response to and in anticipation of disaster events that may impact the City;
 - (c) raises awareness and provide tools and education to Brisbane residents to "Be Prepared" for a disaster through various communication and awareness projects and initiatives;
 - (d) identifies the differing needs and vulnerabilities of communities during, post and prior to disaster events and to create tools to assist in empowering residents and creating resilient communities;

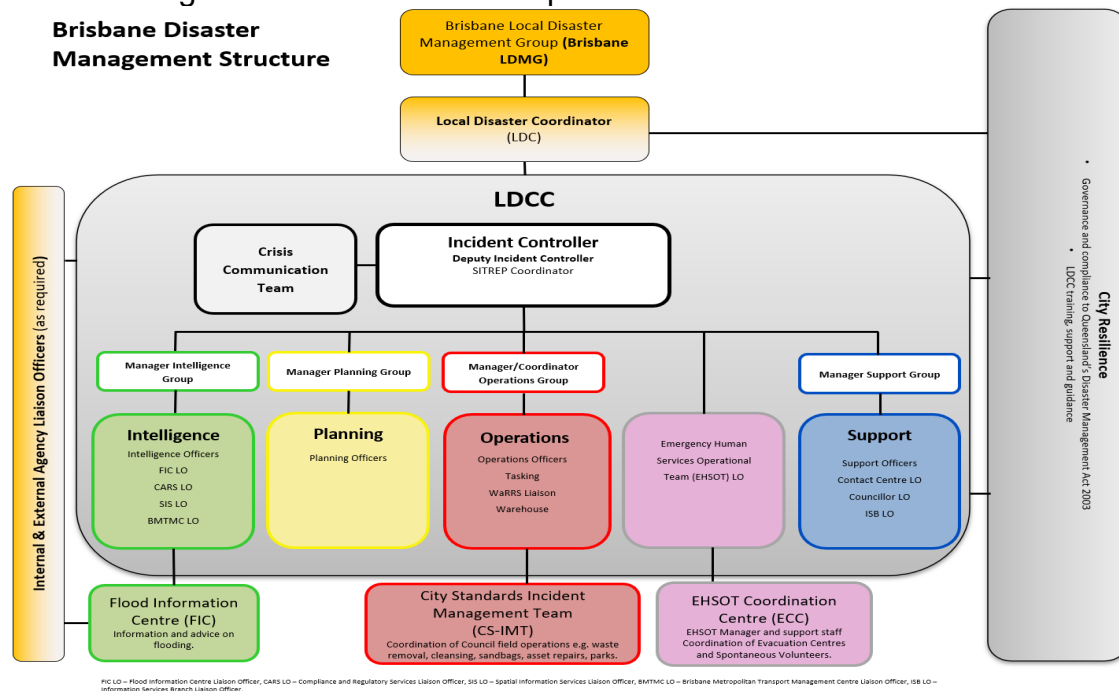
- (e) designs, implements and continually improves emergency and disaster management planning and preparation;
- (f) maintains and enhances relationships with external emergency service agencies to ensure a collaborative approach to disaster management preparation, response, recovery and community education;
- (g) ensures all resources are identified and allocated to facilitate optimal response and recovery in case of a disaster/emergency event with the objective of minimising impact on people, property, environment and infrastructure;
- (h) manages and maintains the LDCC and provides operational coordination for response and recovery during and after an event;
- (i) ensures compliance with legislative requirements of the Disaster Management Act and underpinning policy, guidelines, plans and procedures.
- (j) implements, coordinates and manage Brisbane Disaster Management System (BDMS) during an event – this is a system used to allocate and track activity and information in the LDCC; and
- (k) coordinates the LDMG which is chaired by the Lord Mayor and is a requirement of the Disaster Management Act.

- 1.34 Through the City Resilience Branch, the LDMP is also supported by a suite of sub-plans and internal procedures which include response, hazard and site-specific, and relief and recovery procedures in accordance with the State policy and guidelines and stakeholder input.
- 1.35 The internal procedures and sub-plans document the policies and procedures undertaken by Council in detail, and the response procedures provide specific instructions and checklists for individual groups and roles. This is shown in the diagram below:



Local Disaster Coordinator and Local Disaster Coordination Centre

- 1.36 Section 35 of the Disaster Management Act requires the chairperson of a local group to appoint the CEO or an employee of the relevant local government as a LDC of the group. The chairperson must be satisfied that the person appointed to this role has the necessary expertise or experience to be a LDC.
- 1.37 For Council, the Lord Mayor appointed Council's CEO as the LDC. The functions of that legislative role are set out in s. 36 of the Disaster Management Act as:
- to coordinate disaster operations for the local group;
 - to report regularly to the local group about disaster operations; and
 - to ensure, as far as practicable, that any strategic decisions of the local group about disaster operations are implemented.
- 1.38 The LDMG provides for the establishment of a Local Disaster Coordination Centre (LDCC) to support the LDMG during an event.
- 1.39 The LDMG operated from the LDCC situated at Level 1 of Brisbane Square, 266 George Street, Brisbane. The LDCC provided the central meeting and control point for information flow and decisions by key stakeholders during the event.
- 1.40 When the LDCC is operational, the LDMG adopts the following Brisbane Disaster Management Structure for its operations:



- 1.41 The structure ensures a comprehensive City-wide approach to disaster management, based on the Local Disaster Management Plan.

Declaration of disaster situation

- 1.42 In the event of a disaster, the disaster groups hold primary responsibility for undertaking disaster operations in accordance with the disaster management plans and guidelines.
- 1.43 Under Part 4 of the Disaster Management Act, disaster declarations for a disaster district can be made by the district disaster coordinator with the approval of the Minister for Fire and Emergency Services. The Minister and Premier may make a declaration for the State.
- 1.44 Declarations of disaster situations under sections 64(1) or 69 of the Disaster Management Act can be made by a DDC or the Minister if a 'disaster' has happened, is happening or is likely to happen and it is necessary for the DDC or a

declared disaster officer to exercise declared disaster powers to prevent or minimise any of the following:

- (a) loss of human life
- (b) illness or injury to humans
- (c) property loss or damage; or
- (d) damage to the environment.

Activation of Council's response arrangements

- 1.45 The LDMP requires the timely "activation" of Council's response arrangements, including activation of the LDMG and LDCC, in response to any event that has caused significant impact to the community, infrastructure and environment. There are four levels of activation:
- (a) Alert – an "Alert" level of activation is triggered when there is an *awareness* of a hazard that has the potential to affect the Brisbane LGA. In accordance with the LDMP, an Alert status triggers a requirement for the City Resilience team to monitor events and maintain situational awareness, for the City Resilience Duty Officer to monitor events and brief the LDC and for the General Manager City Resilience to activate a response through core business functions.
- 1.46 Council's "Disaster Management Workforce – Internal Procedures – City Resilience – Initial Response" further details the roles and responsibility of the City Resilience staff during this period prior to transitioning to standing up the LDCC. The internal procedure sets out specific requirements in the event of thunderstorms and severe weather, including direct engagement with BOM and engagement with the FIC Duty Officer to obtain details about rainfall, river/creek/dam water levels and tidal levels from the FloodWise Information System.
- 1.47 In addition, various other sub-plans and internal procedures including Council's "Sandbag Operations", "Emergency and Human Services EHSOT" and "Evacuation Centres" documents apply to trigger specific action by Council staff prior to LDCC activation. Those actions include CSA through the Crisis Communication Team, identification of intelligence needs and priorities for the incident, including through stakeholder engagement with the Rapid Response Group, the SES, City Standards and the FIC, and the issue of early warning alerts.
- 1.48 In respect of the 2025 Weather Event:
- City Resilience received information from BOM between and determined to move to "Alert" activation status on 1 March 2025, and
 - the move to Alert activation triggered Council's Internal Procedures and Sub-plans.
- (b) Lean Forward - a "Lean Forward" level of activation is triggered when there is a likelihood the threat may cause significant community consequences in the Brisbane LGA. In accordance with the LDMP, a Lean Forward status triggers a requirement for City Resilience to issue updates and reports, provide advice to the LDC and prepare the LDCC for operations, for the City Resilience Duty Officer to issue updates and reports and/or situation reports and for the General Manager City Resilience to activate a response managed by the key Council business unit. In addition, the LDC may elect to activate the LDCC.
- 1.49 In respect of the 2025 Weather Event, City Resilience continued to receive information from BOM throughout 1 March 2025 and determined to move to "Lean Forward" activation status on 2 March 2025.

- (c) Stand Up - a "Stand Up" level of activation is triggered when the threat is *imminent*, the community will be or has been impacted, and the response requires coordination. In accordance with the LDMP, a Stand Up status triggers a requirement for City Resilience to continue to issue updates and reports, to provide advice to the LDC and prepare the LDCC for operations. In addition, the LDC may elect to activate the LDCC for an event that requires a complex response from a range of stakeholders and the LDMG may meet.
- 1.50 In respect of the 2025 Weather Event, on 3 March 2025, the LDMG and LDCC moved to "Stand Up" status.
- (d) Stand Down - a "Stand Down" level of activation involves the transition from responding to the event to a recovery phase. At this phase, the community will have returned to normal operation and there will no longer be a requirement to respond to an event.
- 1.51 In respect of the 2025 Weather Event, on 12 March 2025, the LDMG moved to "Stand Down" status and on 14 March 2025 the LDCC moved to "Stand Down" status.