STATE EMERGENCY MANAGEMENT PLAN

Part 3: Guidelines and Frameworks

Annex H: TRAFFIC MANAGEMENT DURING EMERGENCIES

Government of South Australia

SEMP STRUCTURE

The State Emergency Management Plan (SEMP) is a four-part plan containing a range of documents that further detail strategies for dealing with emergencies in South Australia. The parts are described in more detail below.

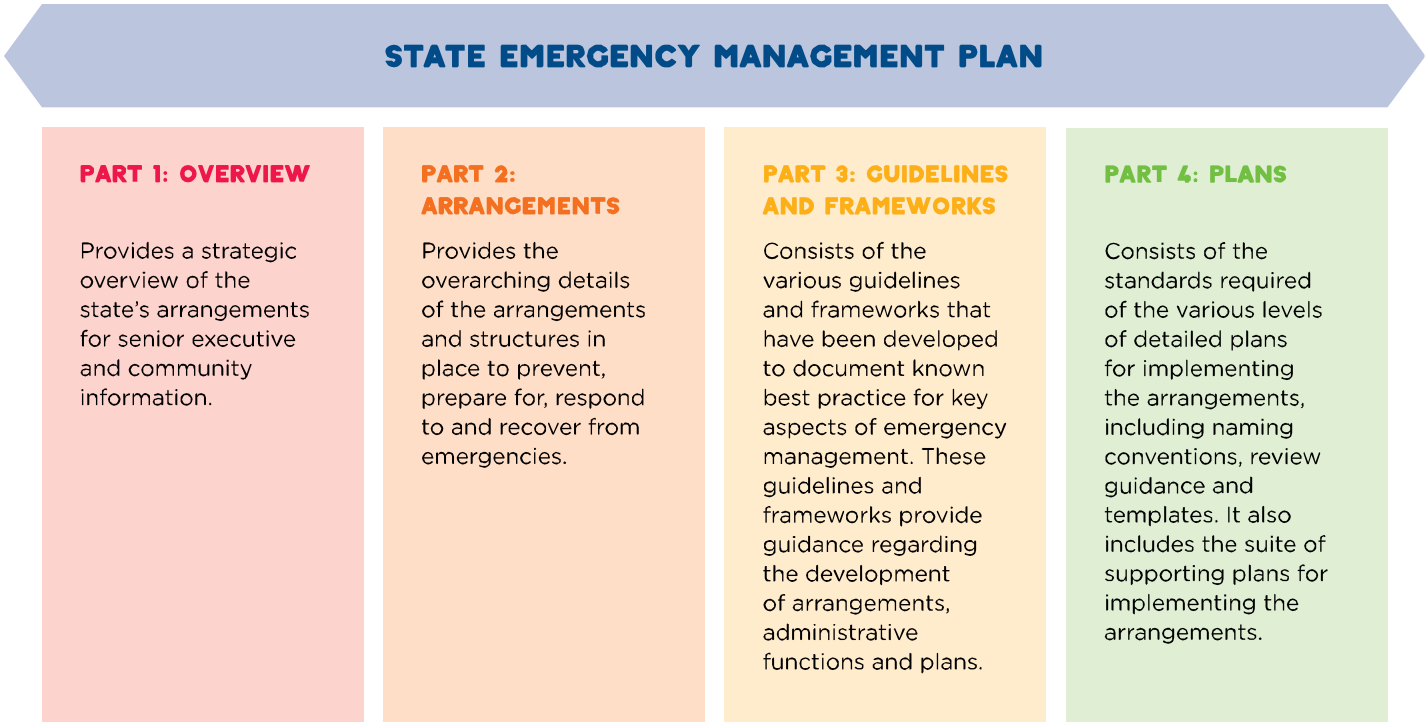

Figure 1: The South Australian State Emergency Management Plan is actually a series of documents split over 4 Parts with a number of accompanying annexes.

SEMP REVIEW

The SEMC shall ensure that the SEMP is subject to a full review every five years. Ongoing updates and continual improvement is to occur in the interim period. Updates will be considered as below.

SEMP UPDATES

Proposals to amend, review or update the SEMP are managed by the State Emergency Management Committee Secretariat within the Department of Premier and Cabinet.

Inquiries should be directed to:

State Emergency Management Committee Secretariat
Department of Premier and Cabinet
GPO Box 2434
ADELAIDE SA 5001
Email: SEMP@sa.gov.au

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TRAFFIC MANAGEMENT DURING EMERGENCIES

Emergencies have the potential to impact on the movement and safety of pedestrian and vehicular traffic. In order to ensure community safety it is often necessary to alter the normal flow of traffic through or from an area affected by an emergency and its immediate surrounds.

The management of traffic at an emergency can be a complex task subject to a significant number of variables and many of these variables can continue to change during the course of the emergency. A continual risk assessment approach must be adopted by all people involved in traffic management.

Traffic management includes but is not limited to the restriction of access to an incident area, the closure of roads and the diversion of traffic on appropriate routes around an area affected by the emergency. A diversion route may be some distance from the actual emergency to ensure the safe and efficient regulation of traffic.

Traffic management often requires coordinated planning between the Control Agency, South Australia Police (SAPOL) and Department of Planning, Transport and Infrastructure (DPTI) Traffic Management Centre (DPTI-TMC). SAPOL has the responsibility for assisting the public in emergency situations, regulating road use, and preventing vehicle collisions. DPTI-TMC has responsibility for the provision of a safe and efficient road system and liaises with local governments who have responsibilities for their local road networks.

The return of communities in a timely manner following an emergency assists them to heal and recover, hence it is appropriate to enable certain classes of people into the emergency area where it is reasonably safe to do so and, doesn't adversely impact upon other legislative obligations.

The Principles that underpin traffic management during emergencies are:

- The safety of responders and the public is the highest priority in the management of traffic during an emergency
- Traffic management plans are to be implemented promptly and be flexible to accommodate any changing circumstances
- A continual risk assessment approach to traffic management must be adopted
- The Control Agency is responsible for traffic management at an emergency as part of their incident management arrangements
- The Control Agency can only undertake traffic management where it has the legislative authority to do so. If no legislative authority to undertake traffic management, the Control Agency may consult with the Coordinating Agency to determine an appropriate course of action
- The Control Agency may delegate traffic management responsibilities to another agency provided that agency has the necessary legislative authority and accepts the task
- For all emergencies SAPOL has an independent authority to close roads (including traffic diversion)
- Any agency when developing traffic management plans and closing roads must consult with the DPTI-TMC and the relevant local council as the local road authorities

- If heavy vehicles are to be detoured onto the local road network, the Control Agency is responsible for ensuring that the respective Council(s) is consulted, where practicable, prior to the heavy vehicle detour becoming operational
- The public is to be adequately informed of traffic management information with the provision of consistent information provided to all sources
- In consultation with the Control Agency, discretion is to be exercised (based on a continual risk assessment) to allow entry or re-entry to certain classes of people and vehicles at road closures where the entry is appropriate, reasonably safe to do so and doesn't adversely impact upon other legislative obligations. For example, access could be granted for:
    - emergency services
    - essential service crews
    - media representatives
    - people delivering relief and aid to residents and to animals
    - residents leaving and/or returning to their homes.
    - The restoration of normal traffic conditions is to occur as soon as practicable and reasonably safe to do so and, may involve the staged re-opening of roads.

Guidelines for Managing Road Closures during Emergencies

These guidelines have been developed to provide guidance to Control Agencies that are responsible for determining the need for road closures or restricting access to an area during an emergency (in the response phase). They provide a risk based approach with the goal being to reopen roads to the community as soon as it is safe to do so. It is acknowledged that actions taken to manage road closures will impact on the community, through the movement of people to and from their properties, homes and places of employment.

It is important for the Control Agency to ensure that the community has an understanding of when and why road closures may be established or restricted access may be applied. This includes an understanding of the "Primacy of Life" as the key principle and how this works for the community and how it impacts on what they can and cannot do in the circumstances.

All Control Agencies will utilise a continual risk based assessment applied to the development of road closure or restricted access plans, recognising these events can be complex with a significant number of variables that may change during the course of an emergency. The Control Agency will endeavour to return communities as soon as it is safe to do so. This is best achieved through the established Control Agency Incident Management Team where agencies can work together in understanding ongoing appreciations of the prevailing emergency situation. The Incident Management Team will work with SAPOL, DPTI-TMC, Local Government and other relevant agencies to effectively coordinate traffic flow in and out of the area of the emergency, with primary regard for public safety of emergency service workers and the community.

The aim is to restore to normal traffic conditions as soon as practicable and only when reasonably safe to do so. This may involve the staged reopening of roads.

Previous Guidelines

The Emergency Services previously prepared "Guidelines for Managing Road Closures During Emergencies" in December 2015. That work arose as an outcome from the Sampson Flat Bushfire. These guidelines supersede that document and are the basis for all Control Agencies to close roads during an emergency.

Responsibilities for Road Closures

Control Agency

The Control Agency is responsible for;

- Determining the need for a road closure
- Implementing the road closure utilising their own resources if SAPOL is not present at the emergency in line with Australian Standards and Work Health and Safety Standards for closing and working on roads
- Contacting SAPOL to ensure attendance to support the road closure
- Providing ongoing advice to the SAPOL Liaison Officer relative to road closures in place, and future needs for closures or potential openings of roads
- Providing predictive information as to the nature and scope of the emergency to allow for ongoing planning by SAPOL
- Advising SAPOL as to the appropriate Tier of Road Closure to be applied
- Advising SAPOL of any changes that can be made to the Tier of Road Closure
- Advising SAPOL of changes in locations of Road Closure
- Advising SAPOL when Road Closures can be removed
- Providing information to the community as part of the Public Information and Warnings requirements of the SEMP.

SA Police

South Australia Police is responsible for;

- Attending at the scene of an emergency when requested by a Control Agency to support Road Closures
- Providing a liaison officer to the Control Agency Incident Management Team and Department of Planning Transport and Infrastructure (DPTI) Traffic Management Centre
- In all instances (and additionally to those of the Control Agency if required), determining the requirement for additional road closures in line with the legislative role of SAPOL to ensure the safe and efficient regulation of traffic
- Work with the Control Agency to implement, record, change, and open roads as required by the emergency and the Control Agency
- Share Road Closure information with the community via the SAPOL, Control Agency, and DPTI websites
- Ensuring that Council road closures implemented at the request of the Control Agency are recorded and shared on the same system as Control Agency and SAPOL initiated road closures.

Department of Planning, Transport and Infrastructure

The Department of Planning, Transport and Infrastructure – Traffic Management Centre (DPTI-TMC) is responsible for

- Overall management of the Road Network
- Collating and displaying road works that impact upon traffic management
- Collating and displaying Council road closures that impact upon traffic management
- Sharing information with SAPOL to ensure that SAPOL and Emergency Service Websites and DPTI-TMC are consistent relative to road closure information
- Manage the overall effects of the combined road closures to maximise traffic flows around the emergency.

Councils

Local Councils are responsible for

- Advising DPTI-TMC of any closures that they implement in line with these guidelines
- Advising DPTI-TMC of any road works that they approve or undertake for publication in line with these guidelines.

Controlled Access

The ability for communities to recover from a disaster can be influenced by the ability of community members to access their property in a timely manner. There may also be a need for family and friends to support a community member who has chosen to remain with their property in the provision of food and other support. Also access may be required for provision of animal welfare e.g. feeding, watering, veterinary care etc.

The authority to control the movement of people and vehicles within and around the incident area is established by the legislation described below.

The Control Agency is responsible for identifying the requirement for road closures and/or restricted access to an area. Consistent with this, and based on an appreciation of the situation, the Control Agency may also direct that certain categories of people and vehicles are allowed entry or re-entry. Such a direction should only be made when the emergency situation risk has reduced to a moderate level and when the circumstances are such that it is reasonable for certain categories of people and vehicles to be granted access without adversely impacting upon response and recovery operations and other legislative obligations. The Control Agency is to ensure that any direction is documented, reviewed and updated as required, and communicated to supporting agencies and the community.

For example, access could be granted for (in no particular order):

- Emergency services
- Essential service crews
- Accredited Media representatives
- People delivering relief and aid to residents and to animals
- Residents and/or property owners leaving and/or returning to their homes

A tiered access system has been established to assist with directions allowing people access either into an area or out of an area and return. In all circumstances, access through a road closure or restricted access area, irrespective of the designated access level, will be subject to authorisation by the Control Agency in consultation with the relevant Functional Support Group(s) and Road authorities (DPTI and Councils) and the observation of any conditions imposed in allowing that access.

There are certain circumstances where the impact of emergencies on the community can be reduced by allowing certain categories of people and vehicles to travel on roads in the vicinity of the scene, including both before the emergency impacts and after the emergency has passed. Persons seeking access will need to provide justification and bona fide reasons for such access (e.g. resident returning home, owner of land or business in affected area). Any questions regarding the justification of persons seeking access will be referred to the Control Agency for a determination based on a balance of probability (i.e. more probable than not).

To assist the Control Agency in determining the appropriate level of access a Tiered Access System has been developed (refer Appendix A), the following is a summary:

Tiered Access System:

1. Emergency Services only
2. Essential Services Assessment and restoration activities, Media with an escort
3. Bona fide resident and/or land owner returning to actively protect/defend property, Media
4. Residents, Relief/Recovery Services
5. Road Open

Bona Fide Definition: A bona fide resident and/or land owner, is a person who can produce evidence that they live at an address (e.g. driver's licence or similar photo ID) or own or lease property (e.g. photo ID and rates notice or similar) at an address within the area affected by the road closure and returning to actively protect/defend property/stock.

Media Access

Media are permitted access through a road block at Tier 2 with an escort, such access will be subject to authorisation by, and in accordance with, conditions set by the Incident Controller or delegate that they deem safe and appropriate.

In all cases where media are permitted access, they must be in possession of appropriate accreditation, as approved by the Control Agency, and be equipped with and wearing appropriate personal protective equipment/clothing as may be directed by the Control Agency.

In determining whether to grant access to media at Tier 2, it is important for the Control Agency to consider the impact of the decision on residents who are being prevented from accessing their homes or property. Such a decision may give rise to heightened concerns

and frustration when residents are refused access, whilst the media are being granted access before them.

Risk Assessment

The Control Agency shall continually apply a risk assessment process to both closing roads and then considering the opening. The general guidelines are:

A. Identify the risks
B. Analyse the risks
C. Evaluate the risks
D. Treat the risk/mitigate
E. Monitor and review (continual process)

The risk assessment shall inform the development and implementation of the plan for road closures and opening or otherwise restricting access to the area. This plan must be continually monitored and updated as required.

The risk context should be 'An assessment of the risk of serious injury or death to Persons on the road (s) being assessed'.

The threats to be considered should include:

1. the primary hazard – the nature of the emergency (e.g. fire, flood, earthquake)
2. secondary hazards – eg fallen or falling trees, fallen/live power lines, abandoned/crashed vehicles on road, other obstructions, diminished visibility from smoke

The assessed risk level should be used to inform the decision to open roads as follows:

Extreme	Tier 1 Emergency Services only
High	Tier 2 Essential Services Assessment and restoration activities, Media with an escort
Medium	Tier 3 Bona fide resident and/or land owner returning to actively protect/defend property, Media
Low	Tier 4 Residents, Relief/Recovery Services
Very Low	Tier 5 Road Open

A range of information/intelligence should be sought by the Control Agency to assist with the overall decision making relating to road closures and access restrictions. In order for this to be achieved, the Control Agency should liaise with support agencies and all stakeholders, including where possible information from the community, the Local Council or community leader(s).

Decisions regarding the opening of roads must be recorded by the Control Agency in the Incident Log to become part of the overall incident records, including the considerations contributing to the decision being made and outcome achieved. The Control Agency is to ensure the decisions are communicated to support agencies and the community.

Process for Reopening roads

The Control Agency should liaise with all key stakeholders and collect a range of intelligence from various sources to assist in the decision making process prior to reopening any roads that have been closed. This includes emergency service responders and resources in the field, Essential Services, Councils, Community Leaders/groups, Police and other emergency services. With this intelligence the Control Agency can then apply the risk assessment process to inform the decision making for amending the road closure status.

The following prompts are provided as a summary of what should be considered by the Control Agency prior to a road status being altered/opened. In particular going from Tier 1 to Tier 2, the Control Agency needs to provide advice to the essential services of risks/hazards to be aware of to allow them to undertake necessary actions:

- Has the level of risk posed by the emergency reduced
- Liaise with Bureau of Meteorology
- Liaise with Department of Planning, Transport & Infrastructure (DPTI) and/or Council(s) regarding
    - Any constraints to use the roads in question – e.g. restrictions of heavy vehicles (over mass, over dimensional, known bridge/structure load limits or road width limits
    - Implication of people and vehicles access upon wider network vehicle and traffic management
    - Inspection of road(s)
    - Is road surface sound and trafficable
    - Alternate entry and exit routes
    - What is the status of road furniture i.e. Guardrails, signs, guideposts etc.
    - Is there a risk that a bridge or culvert structure may be fire damaged/affected and its load bearing capacity is diminished or unknown
    - Consider requirement for temporary speed restrictions, traffic controls and associated signs
- What is the risk of falling trees
- Management of fallen trees
- Are other hazards present, this may include downed power lines etc. and what restoration is required
- Day versus night risks (this is an important point – without signs or guideposts, night time access places a bigger risk to people/vehicles)
- Is road surface ok
- Advice to users that it is open with/without restrictions and what precautions may be required due to residual risk and potential hazards in the areas
- Have the roads actually been traversed by emergency services personnel

Formal advice should be provided by the Incident Controller when it is determined safe to reopen a road. Appendix C is a draft advise form that may be used by a Control Agency.

Mapping

To support the provision of information to the community, the Control Agency may develop and release maps showing the status of roads affected by the emergency, these maps should utilise the following symbology principles:

- Those roads marked with red are closed due to safety issues - Tier 1
- Those roads marked with orange indicate access is being assessed and may be open to access - Tier 2
- Those roads marked with yellow indicate access is allowed for approved access - Tier 3;
- Those roads marked with green are open to access - Tier 4, caution may be required whilst travelling these roads, speed and other restrictions may apply; and
- Those roads marked without any colour are open with no restrictions on access – Tier 5

Symbol	Level of Closure
	Road Closure – Tier 1
	Road Closure – Tier 2
	Road Closure – Tier 3
	Road Closure – Tier 4
	Road Closure – Opened
	Road Closure – Planned

It is crucial that the Control Agency (or delegate) maintains an accurate and up-to-date map of the status of road closures and restrictions.

Communication

Information regarding road closures will be provided by the Control Agency through a range of information sources, including the SA Police website, Control Agency websites, DPTI website, social media, main stream media, community meetings etc. Fact sheets regarding the return to home process (e.g. such as the CFS after the Fire fact sheet) will be available to assist the community.

It may be necessary for the Control Agency to provide a summary of advice regarding the residual risk the community needs to be aware of when returning to areas affected by the emergency, these may include:

- Hazardous trees which may have been burnt or partially burnt or that may be unstable
- Powerlines that have been brought down or may be brought down, these should be considered live
- Potential for the fire or emergency to worsen
- Flooding or water/debris over roads
- Unstable ground
- Wandering stock or animals
- Smoke which may reduce visibility
- Emergency Service vehicles and personnel working and/or moving through the area

Legislation

The following legislation provides the powers to enact these road closures

- S42 *Fire and Emergency Services Act 2005* - to an officer of the Metropolitan Fire Service
- S97 *Fire and Emergency Services Act 2005* - to an officer of the Country Fire Service
- S118 *Fire and Emergency Services Act 2005* - to an officer of the State Emergency Service
- Rule 304, Australian Road Rules – To a Police Officer

The *Emergency Management Act 2004* also sets out the powers of the State Co-ordinator and authorised officers Section 25.

APPENDIX A

ACCESS TIER SUMMARY

Access Tier	Risk Information	Access Control Agency may authorise access for specific access and impose restrictions	Identification or Authorisation
Tier 1 Emergency Services Only	• Designated area/road likely to be impacted by emergency • Access/egress route blocked and/or danger of hazardous trees etc • Risk Level = Extreme	• Emergency Services • Other services authorised by the Control Agency • Any person authorised by the Control Agency	• Emergency Service vehicles • Approved Farm Fire Units
Tier 2 Essential Services Assessment and restoration activities, Media with escort	• Primary hazard past/diminished • Secondary hazards: o falling/fallen trees o fallen power lines • Identification of works required to mitigate risk(s) • PPE required • Risk Level = High	• As per Tier 1 • Essential Services (includes Councils, DPTI, SA Power Networks, Biosecurity SA, PIRSA etc.) to conduct assessment and commence restoration activities • Media with escort	• As per Tier 1 • Agency/organisation ID • CFS Media accreditation ID plus appropriate PPE/PPC
Tier 3 Relief/Recovery Services Bona Fide Residents, Media	• Secondary hazards are being mitigated but still evident • Caution required • Risk Level = Medium	• Bona Fide Resident and/or land owner returning to protect/defend property/stock • Media • Relief/Recovery services	• Bona Fide residents returning to protect/defend property/stock * • CFS Media accreditation • Relief/Recovery Services
Tier 4 Resident, Relief/Recovery Services, Media	• Secondary hazards largely mitigated • Mitigation actions continuing (mopping up) • caution required • Risk Level = Low	• Residents returning to home/property • Relief/Recovery personnel • Aid agencies	• Bona Fide residents evidence of residency - • Relief/Recovery services ID
Tier 5 Road Open	• Control Agency satisfied that road related issues no longer pose a threat to road users • Risk level = Very Low	• Open to all	• Not applicable

**** Bona Fide Definition:*** A bona fide resident and/or land owner, is a person who can produce evidence that they live at an address (e.g. driver's license or similar photo ID) or own or lease property (e.g. photo ID and rates notice or similar) at an address within the area affected by the road closure and returning to actively protect/defend property/stock.

APPENDIX B

INCIDENT CONTROLLER REFERENCE

Guidelines for Managing Road Closures during Emergencies

The following information is provided as a reference guide for Incident Controllers as part of the decision making process. A key to managing road closures is effective liaison and communication with all key stakeholders including those agencies who have a responsibility for the particular road.

A range of intelligence sources should be accessed to assist in the decision making process, this includes control agency resources in the field, Essential Services, Councils, Community Leaders/groups, Police and other emergency services.

The following prompts are provided as a summary of what should be considered to be undertaken by the Control Agency prior to a road status being altered/opened. In particular going from Tier 1 to Tier 2, the Control Agency needs to provide advice to the essential services of risks/hazards to be aware of to allow them to undertake necessary actions.

Considerations:

- *Has the threat/risk reduced:*
  Control Agency to provide advice on this aspect to allow briefing to Essential Services, this is required to allow the move from Tier 1 to Tier 2, thus allowing the Essential Services access. Risk/hazards need to be clearly identified and communicated to the Essential Services.
- *Liaise with Bureau of Meteorology:*
  As part of the process ensure future weather impacts are considered and potential future impacts are communicated.
- *Liaise with Department of Planning, Transport & Infrastructure (DPTI and/or Council(s) regarding:*
  - Any constraints to use the roads in question – e.g. restrictions of heavy vehicles (over mass, over dimensional, known bridge/structure load limits or road width limits
  - Implication of people and vehicles access upon wider network vehicle and traffic management
  - Inspection of road(s)
  - Is road surface sound and trafficable
  - What is the status of road furniture i.e. Guardrails, signs, guideposts etc.
  - Is there a risk that a bridge or culvert structure may be fire damaged/affected and its load bearing capacity is diminished or unknown
- Consider requirement for temporary speed restrictions, traffic controls and associated signs
- *What is the risk of falling trees:*
  Liaise with DPTI and or Council regarding the identification of these and plan to manage them
- *Management of hazardous trees:*
  Liaise with DPTI and or Council regarding the identification of these and plan to manage them

- *Are other hazards present, including downed power lines etc:*
  Liaise with SA Power Networks and/or Electranet to provide advice on what restoration is required and timeframe of this work
- *Day versus night risks (this is an important point – without signs or guideposts, night time access places a bigger risk to people/vehicles):*
  Liaise with DPTI and/or Council as to requirements associated with this risk
- *Is road surface ok:*
  Liaise with DPTI and/or Council as to status of this and timeframe for restoration as required
- *Advice to users that it is open with/without restrictions and what precautions may be required due to residual risk and potential hazards in the areas:*

Communication:

Information regarding road closures will be provided by the Control Agency through a range of information sources, this includes SA Police website, Control Agency websites, DPTI website, social media, main stream media, community meetings etc. Fact sheets regarding the return to home (e.g. CFS After the Fire fact sheet) will be available to assist the community with returning.

It may be necessary for the Control Agency to provide a summary of advice regarding the residual risk the community needs to be aware of when returning to areas affected by fire, these may include:

- Hazardous trees which may have been burnt or partially burnt that or may be unstable
- Powerlines that have been brought down or may be brought down, these should be considered live
- Potential for the fire or emergency to worsen
- Flooding or water/debris over roads
- Unstable ground
- Wandering stock or animals
- Smoke which may reduce visibility
- Emergency Service vehicles and personnel working and/or moving through the area

Where maps are developed relating to road closures they will be provided through a range of information sources i.e. websites; social media etc.

APPENDIX C

ROAD REOPENING ADVICE FORM (EXAMPLE)

<table>
<tr><th colspan="7">Recommendation - Safe to Return</th></tr>
<tr><td>Incident Name:</td><td colspan="6"></td></tr>
<tr><td>Date / Time:</td><td colspan="3"></td><td colspan="3"></td></tr>
<tr><td>Incident Controller:</td><td colspan="6"></td></tr>
<tr><td>Advice to Police:</td><td colspan="6">It is recommended that all members of the public relocated from the following area: (attach map if needed)
……
can safely return to this area.</td></tr>
<tr><td rowspan="6">The following roads are now safe to travel on by: (Attach additional form/ Map if needed)
Please Refer to following access level:
• Tier 1 No Entry - Emergency Services Only Access
• Tier 2 - Essential Services, Media with escort
• Tier 3 – Relief & Recovery Services Media, ,
• Tier 4– Residents, relief, recovery , media
• Open</td><td>Road Name</td><td>Road Location (suburb/ area)</td><td>Direction (e.g. North Bound)</td><td>Access Level (No Entry, B, C, D or Open)</td><td>Confirmed by</td><td>Agency</td></tr>
<tr><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>The following essential services have been maintained or restored to an acceptable level for safe return of evacuees:</td><td colspan="6">Gas & Electricity ☐
Confirmed by:_____
(Contact Name, title & Company)

Access to potable water ☐
Confirmed by:_____
(Contact Name, title & Company)

Telecommunications ☐
Confirmed by:_____
(Contact Name, title & Company)</td></tr>
</table>

	Other ☐ Confirmed by:_____ *(Contact Name, title & Company)*
The following road closures and disruptions to essential services remain in place and should be highlighted in return plans and community advice:	**Road Closures:** …… …… Estimated Restoration: ……/…… *(Date/Time)* Confirmed by:_____ *(Contact Name, title & Company)* **Disrupted Services:** …… …… Estimated Restoration: ……/…… *(Date/Time)* Confirmed by:_____ *(Contact Name and title)*
The following areas have been declared a crime scene:	Declared Crime Scene Area ……..
Risks The following risks have been identified within the area.	
Community Advice: The following methods have been used to advise the community of the Recommendation of safe return: *(Ensure that communication methods consider evacuees remote from the area).*	Warning ☐ EA ☐ Other ……..
This advice is current to:	……/…… *(Date/Time)*
Signed:	……..……/……. Incident Controller (Date/Time)
Received:	……..…/……. South Australian Police (Date/Time)

DOCUMENT CONTROL

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