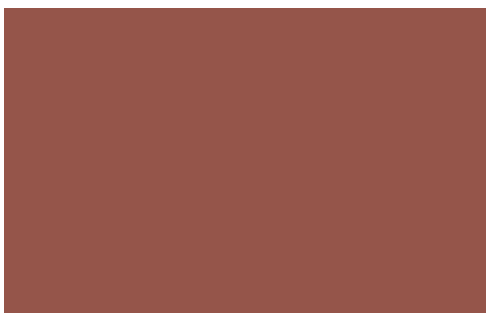




MUNICIPAL EMERGENCY MANAGEMENT PLAN

AUGUST 2018



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AMENDMENT RECORD

Amendment No	Sections Amended	Issue Date
1	Complete Review – minor changes	2008
2	Complete Review – minor changes	2011
3.	Complete Review – major re-write	2015
4.	Council adoption – minor change	April 2015
5.	Minor change – Update to Emergency Contact Directory	March 2016
6.	Minor change – Update to Emergency Contact Directory	June 2016
7.	Review of Emergency Relief Centre Operations Manual	September 2016
8.	Minor change – Update to Emergency Contact Directory	September 2016
9.	Minor change – Update to Emergency Contact Directory	December 2016
10.	Minor change – Update to Emergency Contact Directory	March 2017
11	Rewrite of Emergency Animal Welfare Plan	June 2017
12..	Minor change – Update to Emergency Contact Directory	June 2017
13.	Rewiwe of Community Emergency Risk Assessment (CERA)	September 2017
14.	Minor change – Update to Emergency Contact Directory	September 2017
15.	Minor change – Update to Emergency Contact Directory	December 2017
16.	Minor change – Update to Emergency Contact Directory	March 2018
17.	Minor change – Update to Emergency Contact Directory	June 2018
18.	Partial Review - Legislation updates, terminology updates,	August 2018

MUNICIPAL ENDORSEMENT

This plan has been produced by and with the authority of Hepburn Shire Council pursuant to Section 20(1) of the Emergency Management Act 1986.

The Hepburn Shire Council understands and accepts its roles and responsibilities as described in Part 4 of the Emergency Management Act 1986.

This plan is a result of the co-operative efforts of the Municipal Emergency Management Planning Committee after consultation with those agencies and organisations identified therein.

This Plan was adopted by Hepburn Shire Council at its ordinary meeting on the 21 August 2018.

.....

Evan King

Chief Executive Officer

STATEMENT OF AUDIT

A copy of this plan was submitted to VIC SES for audit in accordance with the relevant provisions of the Act.

Council subsequently received a Certificate of Audit indicating that the plan complies with the Guidelines issued by the Co-ordinator in Chief of Emergency Management.

CONTACTS

KEY OFFICER CONTACTS

NOTE: This information is confidential and not for general distribution

A Complete **MEMPC Contact List & A – Z Emergency Directory** is included in Appendix 1.

The economic and social effects of emergencies, including loss of life, destruction of property and dislocation of communities, are inevitable. Coping with hazards is our reason and focus for planning. The known risks and associated hazards drive the planning process and allow

1. BACKGROUND

the Municipal Emergency Management Planning Committee to commit appropriate time and resources to the higher priority areas. Hazards exist within all communities, whether they are recognised or not.

1.1 PURPOSE

The purpose of this plan is to bring together, in an integrated organisational network, the resources of the many agencies and individuals who can take appropriate and timely action to prevent or mitigate, respond to and recover from emergencies. It accepts that emergencies touch people's life experiences in different ways and recognises that there is not, and cannot be, a single organisation, solely and totally responsible for dealing with all aspects of emergencies.

1.2 CONTEXT

In the Hepburn Shire there is an increasing awareness of threats from a wide range of sources. This plan takes a risk-based approach to emergency management where the identification, analysis and appropriate treatments of risks is undertaken.

Planning for emergency management is one component of community safety and wellbeing. Effective emergency management within the community safety context revolves around developing strong, active and healthy communities which are adequately prepared. A well prepared community is one more likely to cope with an emergency situation.

One of the four fundamental commitments in the Shire's Council Plan states that Council will assist its residents to improve the health, safety and vibrancy of its communities. The plan also lists a range of strategies outlining how its commitments will be achieved.

It is acknowledged in the Plan that ...**"The need for safe communities has seldom been more obvious after the experiences of the 2009 bushfires (and the 2010 and 2011 floods.) We are committed to developing rigorous and sophisticated emergency response plans and helping acquire and disseminate knowledge for the purposes of self-reliance in emergencies not only for bushfires and flood but for other emergencies that might affect our communities."**

A key strategy in the Plan is to create healthier, safer, more vibrant communities by: “Involving communities in emergency response preparedness and ensuring our response plans are sufficiently robust to deal with not only the familiar emergencies like bushfires but possibly emergency crises like fuel shortages or widespread financial distress.”

1.3 OBJECTIVES

The objective of the HSC MEMP is to establish emergency management arrangements which enable the Council to:

- Identify hazards and determine risks that may impact upon the municipality;
- Implement measures to prevent or reduce the causes and/or effects of emergencies;
- Manage arrangements for the utilisation and implementation of municipal resources in response to emergencies;
- Manage support that may be provided to or from adjoining municipalities;
- Assist affected communities to recover following an emergency; and
- Complement other local, regional and state planning emergency arrangements.

1.4 ACTIONS SUMMARY

Council is required to do the following:

- Undertake the risk analysis and treatment process;
- Undertake a community emergency risk assessment (CERA) on a 3-year cycle or as new risks come to light;
- Conduct the Municipal Emergency Management Planning Process;
- Develop, implement and maintain a 3 year MEMP Action Workplan
- Appoint a Municipal Emergency Planning Committee;
- Appoint a Municipal Emergency Resources Officer (MERO) - as specified in the Emergency Management Act;
- Appoint a Municipal Recovery Manager (MRM);
- Appoint a Municipal Fire Prevention Officer (MFPO);
- Document relevant processes and systems to ensure there is an understanding of agreed arrangements;
- Identify centres / areas suitable for Emergency Co-ordination Centres, Relief Centres, and Recovery Centres;
- Develop initiatives for including the community in the preparedness process; and
- Support prevention and public awareness programs.

The following are significant emergencies that have occurred within the Shire.

2. HISTORY OF EMERGENCIES

Incident	Location	Date
Bushfire	Daylesford	January, 1969
Bushfire	Creswick	February, 1977
Bushfire	Trentham East	February, 1983
Chemical leak	Daylesford pool	December, 1994
Bushfire	Creswick	February, 1997
Bushfire	Daylesford	February, 2009
Major flood	Creswick and Clunes	September, 2010
Major flood	Creswick and Clunes	January, 2011
Major flood	Shire Wide	September 2016

NOTE: The emergencies listed in the table above are significant which have been recorded, but others may have occurred on other dates along the time continuum.

3.1 TERRAIN

The Shire of Hepburn is predominantly a rural area situated surrounding the Midland Highway

3. HEPBURN SHIRE AREA DESCRIPTION

between the regional centres of Castlemaine to the north and Ballarat to the south. The total area of the Shire is approximately 1470 square kilometres.

Hepburn Shire contains over 80 percent of Australia's mineral springs. These unique reserves are both important geological and hydrological features and are a major draw-card for the hundreds of thousands of people who visit the area. Trentham is home to Australia's highest single drop water fall.

3.2 NATURAL FEATURES

The Creswick and Clunes districts are predominantly undulating and consist mainly of open farmland with some pastoral, forestry, agricultural and light industrial pursuits.

The Daylesford and Trentham regions are also typically undulating with agricultural, pastoral and forestry industries. The Daylesford and Hepburn regions possess the greatest concentration of mineral water springs in Australia and they need to be protected against contamination.

The Great Dividing Range cuts across the bottom of the Shire from the south-west corner and follows an irregular path through Leonards Hill to the Trentham/Blackwood area, becoming quite mountainous at times.

Several water courses traverse the district, flowing mainly south to north. The major water course is the Loddon River which feeds into Cairn Curran Reservoir.

3.3 HEPBURN SHIRE COMMUNITY PROFILE

FAST FACTS (ABS 2016)

People - 15,330

Male - 7382

Female - 7944

Median age - 50

Families - 3962

Average people per household – 2.2

All private dwellings - approximately 8666

Median weekly household income - \$996

Median monthly mortgage repayments - \$1300

Median weekly rent - \$235

POPULATION

Approximately 65% of the Hepburn Shire's population is in 4 main townships which include:

- Daylesford/Hepburn Springs
- Creswick
- Clunes
- Trentham

The remaining residents are scattered through numerous small villages and settlements, often in rural, forested or semi-forested environments.

Hepburn has an aging population. The median age of people in Hepburn is 50 years with people 65 years and over making up 24.5% of the population compared to 13.7% in Australia. In addition, 32.4% of households were sole person households.

Compared to whole of Australia's median household income of \$1,438 the median household income in Hepburn was \$996.

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

Villages (population fewer than 500) include:

Allendale	Glenlyon	Newlyn
Bullarto	Kingston	Smeaton
Broomfield	Lyonville	

SETTLEMENTS INCLUDE

Blampied	Drummond	Muskvale/Borlands	Yandoit
Bullarto South	Eganstown	Newbury	
Campbelltown	Franklinford	Rocklyn	
Coomoora	Molongghip	Sailors Falls	
Dean	Musk	Springmount	

POPULATION PROFILE (2016 Census)

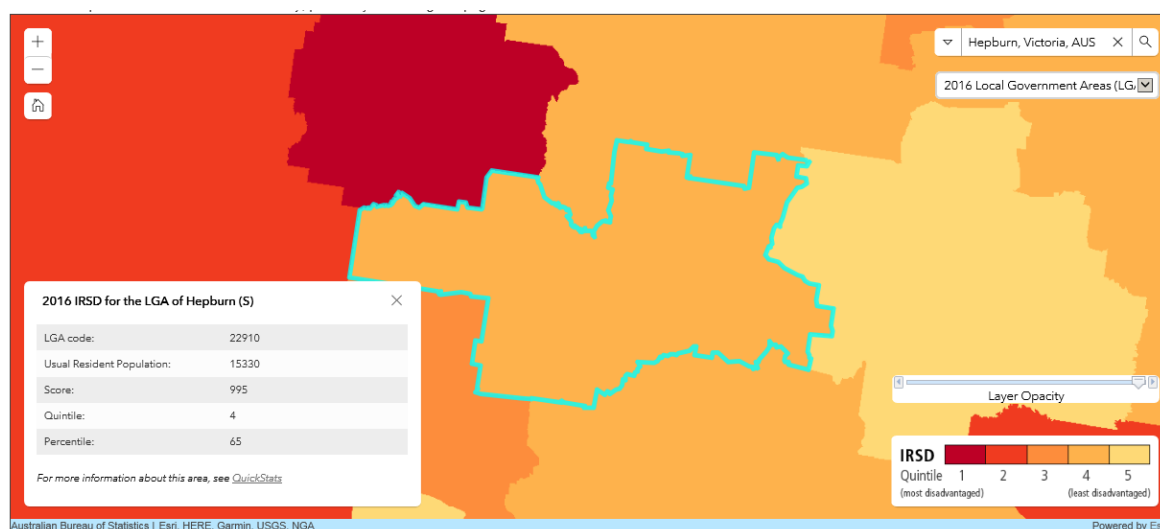
Age	HSC (S)	%	Victoria	%	Australia	%
0-4 years	695	4.5	371,220	6.3	1,464,779	6.3
5-9 years	867	5.7	368,361	6.2	1,502,646	6.4
10-14 years	832	5.4	341,063	5.8	1,397,183	6.0
15-19 years	677	4.4	356,340	6.0	1,421,595	6.1
20-24 years	549	3.6	413,792	7.0	1,566,793	6.7
25-29 years	540	3.5	441,266	7.4	1,664,602	7.1
30-34 years	596	3.9	447,927	7.6	1,703,847	7.3
35-39 years	747	4.9	404,026	6.8	1,561,679	6.7
40-44 years	979	6.4	401,887	6.8	1,583,257	6.8

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

45-49 years	1,121	7.3	402,043	6.8	1,581,455	6.8
50-54 years	1,173	7.6	378,371	6.4	1,523,551	6.5
55-59 years	1,362	8.9	357,616	6.0	1,454,332	6.2
60-64 years	1,437	9.4	319,840	5.4	1,299,397	5.6
65-69 years	1,341	8.7	291,397	4.9	1,188,999	5.1
70-74 years	930	6.1	218,203	3.7	887,716	3.8
75-79 years	610	4.0	165,115	2.8	652,657	2.8
80-84 years	409	2.7	119,895	2.0	460,549	2.0
85 years and over	469	3.1	127,993	2.2	486,842	2.1
Median age (source: ABS 2012)	50	--	37	--	38	--

3.4 INDEX OF RELATIVE SOCIAL AND ECONOMIC DISADVANTAGE (SIEFA)

Hepburn LGA is ranked 43 out of a total of 80 municipalities in Victoria with 1 (one) being the most disadvantaged relative to other LGA's and 80 the least. In comparison Macedon Ranges Shire Council is ranked 66, Pyrenees Shire is 17th and Mount Alexander Shire is ranked 42.



A low score indicates relatively greater disadvantage in general. For example, an area could have a low score if there are (among other things) many households with low income, many people with no qualifications, or many people in low skill occupations.

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

Definition – The Index of Relative Advantage and Disadvantage broadly measures both advantage and disadvantage, ABS broadly defines relative socio-economic advantage and disadvantage in terms of people's access to material and social resources, and their ability to participate in society.

3.5 POINTS RELEVANT TO EMERGENCY MANAGEMENT PLANNING

The aging profile of the Hepburn Shire, as demonstrated in the table above (median age 10 years older than the rest of the state and Australia), highlights the presence of a large group of elderly residents who might be vulnerable to emergencies. (heatwave is an example)

3.6 MAPS

A series of **maps of the municipality** can be found **Appendix 2** of this plan. Council's Geographical Information System (GIS) can also be accessed electronically from a range of municipal outlets including the prospective Municipal Emergency Coordination Centres (MECCs).

Although not physically located within the plan, all of the mapping documents should be considered integral components. For access to all GIS Shire maps please contact Council's IT Support Officer (see Emergency Contacts List).

3.7 INDUSTRIES

The economy of the municipality is based on primary production, tourism, manufacturing and service industries. Primary production includes timber, beef, mutton, wool, cereal and vegetable cropping. Potato cropping is the main vegetable crop, with the steeper ranges south of Creswick occupied by native forest and extensive pine plantations which are managed by Hancock Plantations Corporation.

Over recent times the shire's economy has diversified with a rapid growth in new sectors including tourism, arts and culture, service industries, retail, education, health and community services.

Tourist attractions include many mineral springs, spa complexes, restaurants, galleries and natural features including lakes, forests and waterfalls.

The main employment industries in Hepburn Shire include:

- Health Care and Social Assistance
- Accommodation and food services
- Retail Trade

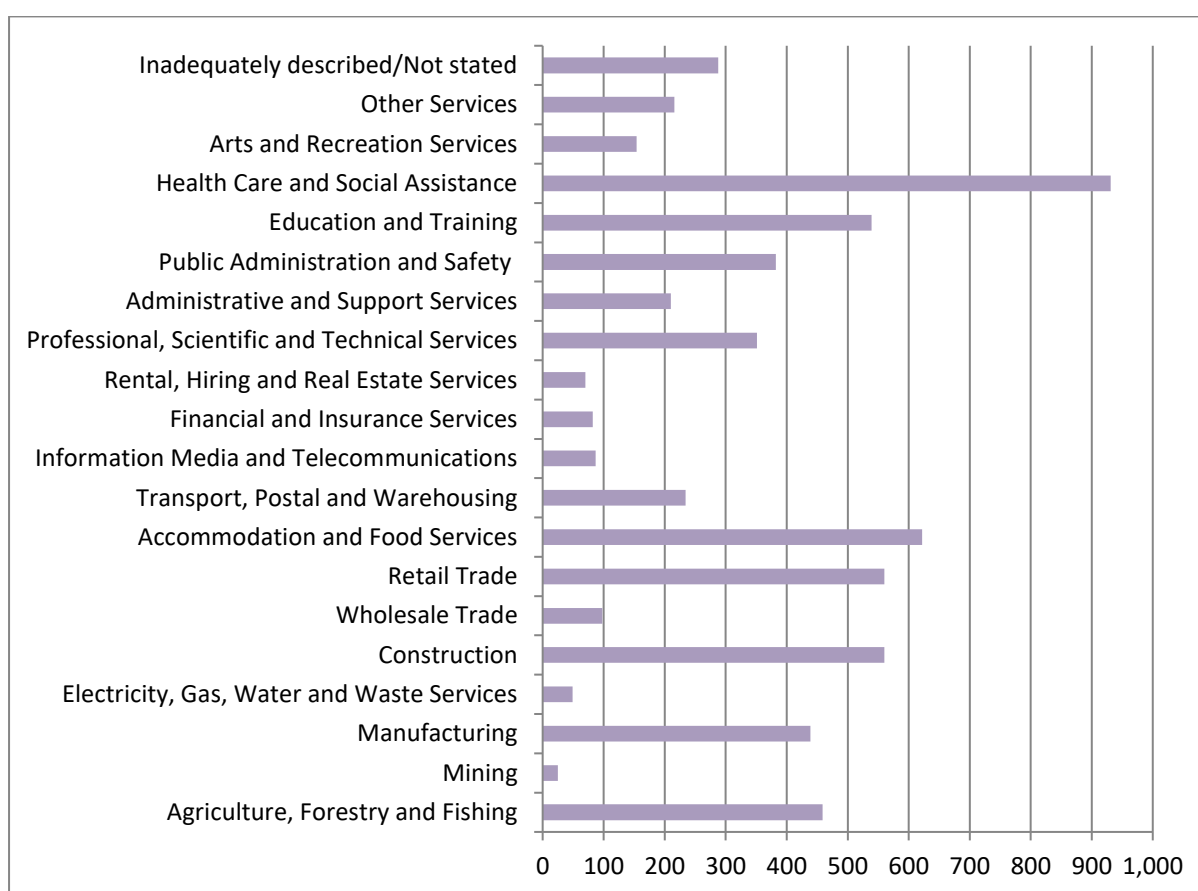
Tourism contributed \$126 million to the Hepburn Shire economy, 13.59% of Hepburn Shire's economic output. The tourism industry is the single largest industry of employment in Hepburn Shire, employing 18.03% of the workforce.

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

For the year ending June 2015 the Daylesford Macedon region had 3.4 million visitors and 2.6 million nights, up 33.4%.

There are other industries as well and these are displayed in the following table.

Employment by Industry (2016 Census)



3.8 ASSETS – TRANSPORT NETWORK

The municipality is served by a 1,150 km network of all weather, sealed and unsealed local roads, and by 172km of sealed arterial roads. Major traffic routes through the Shire are:

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

Bungaree/Creswick Rd	Ballan/Daylesford Rd	Ballarat/Maryborough Rd
Clunes/Creswick Rd	Creswick/Newstead Rd	Daylesford/Malmsbury Rd
Daylesford/Trentham Rd	Daylesford/Newstead Rd	Midland Highway

The Melbourne to Adelaide flight path bisects the municipality and there are visual navigation sites situated within the municipality which are utilised by light aircraft as they navigate their way across the Shire.

Other points to note include:

- A major rail link cuts through the shire from Sulky in the south west through the townships of Creswick and Clunes, leaving the Shire north west of Clunes.
- Another passenger rail service operates from Maryborough, in the neighbouring Central Goldfields Shire, to the regional centre of Ballarat, which commenced in late 2010. This has proved to be of benefit to all residents of the Northern section of the Shire.

3.9 AIR FIELDS

Although there are no airstrips in the region, Ballarat airport in the south and Maryborough in the north are readily accessible.

3.10 COMMUNITY

The region is serviced by a major hospital at Daylesford, Creswick and a Community Health centre in Clunes and Trentham. The council delivers a range of aged-care and maternal and child health services. Other general health services are available on a visiting basis, so that most medical situations are covered. Excellent educational facilities are available in the shire, including primary schools, secondary colleges and Neighbourhood Houses/Centres incorporating adult education organisations.

3.11 MAJOR EVENTS

Major events in Hepburn Shire Council provide a significant boost to the local economy by increasing visitation, raising the profile of the area and attracting positive media attention. These events include:

- Chillout
- Swiss Italian Festival
- Clunes Booktown
- Trentham Spudfest

The map displays the Ballarat region with various towns and suburbs labeled, including Ballarat, Geelong, and surrounding areas. It highlights 'Poor Comms Coverage Areas' with green dashed lines, 'Optus Service Sites' with blue circles, and 'Telstra NextG Towers' with red squares. A legend in the top left corner defines these symbols. The map also shows major roads and geographical features like the coastline and various hills.

PART 1

REDUCTION

RISK MANAGEMENT

4. REDUCTION - RISK MANAGEMENT

4.1 OVERVIEW

“Risk is the effect of uncertainty on objectives, where an effect is any deviation positive or negative, and objectives can have different aspects such as financial, health and safety and environmental goals. These can apply at the strategic, organisation-wide, project or product and services levels. Risk is often characterised by a reference to potential events and consequences and is often expressed in terms of a combination of the consequences of an event and the associated likelihood of an event occurring with that consequence.”

(AS/NZS ISO 31000:2009)

The aim of the risk management process is to undertake mitigation activities that will reduce the likelihood and impact of risks which have the potential to turn into major emergencies.

This part of the MEMP identifies and assesses the hazards and risk of emergencies facing the Hepburn Shire and sets out a plan to manage them. Implementation of that plan will go some way towards reducing the likelihood and/or impact of those risks in the event they actually occur.

4.2 ROLE OF COUNCIL

The Hepburn Shire Council recognises and accepts its responsibility for:

- The identification of emergency risks that have the potential to impact on the Shire and;
- The implementation of any resultant mitigation activities considered necessary to reduce such risks and minimising the possible consequences.

This can be achieved by:

- The Municipal Emergency Management Planning Committee taking the lead role in ensuring that all measures possible are undertaken to reduce the likelihood and impact of an emergency;
- Council's enforcement and continual review of existing policies in land use, building codes, regulations and urban planning; and
- Working with agencies responsible for risk reduction and resilience building activities throughout the community.

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

4.3 IDENTIFYING AND ASSESSING THE RISKS

Identifying the Risks –

Risk mitigation starts with identification of the risks facing the Hepburn Shire. The responsibility for this task rests with a **MEMP Committee Risk Management Workgroup** lead by the Council's Risk Manager. The Workgroup's first task is to:

- List all possible hazards and risks that have the potential to impact on the community; and
- Monitor and review that list if variables change.

4.4 EMERGENCY RISK ASSESSMENT PROCESS

As stated in the overview, the aim of the risk assessment process is to plan for the management of risks that have the potential to turn into emergencies. The MEMP Risk Management Workgroup, having compiled the list of identifiable risks, then uses a qualitative and quantitative approach, in accordance with the *International Risk Management Standard AS/NZS ISO 31000:2009*, to determine the likelihood and consequence of each risk and applies them a risk rating.

This is achieved by undertaking an assessment of each identified risk using the Community Emergency Risk Assessment tool (CERA).

A summary report of the Hepburn SC CERA can be viewed in the MEMP Appendix 3.

Detailed analysis is then undertaken on those hazards which have a **HIGH** or **MEDIUM** risk rating in the CERA. This analysis formulates mitigation strategies which are designed to reduce the likelihood and/or impact of those HIGH risk hazards. The results of this risk analysis is then utilised in the development of the Municipal Emergency Risk Management Action Plan.

It is the responsibility of the Council MEMP Committee to then implement the mitigation strategies and review them on a regular basis.

4.5 HEPBURN SC ACTIONS

An emergency risk assessment was carried out by the Hepburn Shire in 2013. Risks that rated **HIGH** or **MEDIUM** were identified as issues that needed further attention and a **HSC Risk Management Action Plan** will be developed. Council will consider its options taking into account cost and community benefit when developing the plan.

Refer to **Appendix 4 – Emergency Risk Mitigation Traffic Light Report** for more information

Council continually monitors and reviews its Risk Treatment Schedule and plan, regularly reassessing:

- Vulnerable elements at risk
- Treatment options
- Recommendations for action
- Mechanisms for monitoring
- Any risk rating changes resulting from treatment

4.6 MULTIPLE INCIDENT INTER-DEPENDENCIES

There is a distinct likelihood that some of the risks identified in this plan will not always occur in isolation. Strong inter-relationships in fact exist between some risks which magnify their potential impact when they occur simultaneously. This has been shown to occur in the past when risks such as extreme heat, fire and power failure come into play at the same time.

Widespread power outages in isolation might not seem very likely, but in periods of extreme heat when huge demands are made on the power grid, power outages are common and have been known to be widespread.

This has contributed to a higher likelihood of adverse health impacts upon people who are vulnerable to extreme heat in times when they are unable to power their cooling systems. Combine that with fires and you have a recipe for significant loss of life and devastation. (Black Saturday 2009 and the heat-wave leading up to that day is a prime example)

Identification and rating of the risks in this plan have considered the potential for multiple incidents occurring where a clear inter-relationship is deemed likely to occur.

4.7 HIGH-RATED RISKS FACING HEPBURN SHIRE

Following the Risk Assessment process outlined in 3.1 & 3.2, the risks listed in the table below have been identified as **HIGH** or **MEDIUM** and require mitigation works.

NOTE: The risk of an interruption to Council service provision is addressed separately in the HSC Business Continuity Plan.

Hepburn SC Emergency Risk Profile

HIGH RISK RATING

Risk Event	Consequence	Likelihood	Risk Rating	Scenario
Bush Fire – Large Regional	Major	Moderate	High	Wildfire event causing widespread impact on people and property
Flood – Flash	Major	Moderate	High	Property/Infrastructure damage caused by flash flooding
Heat Health	Major	Major	High	Extreme heatwave weather event will impact on vulnerable sections of the community

MEDIUM RISK RATING

Risk Event	Consequence	Likelihood	Risk Rating	Scenario
Storm / Severe Weather Event	Moderate	Moderate	Med	Includes severe wind and thunderstorms. Possible damage to infrastructure and road network
Transport Incident – Train or Rail	Moderate	Moderate	Med	This includes road trains, rail crossing incidents and detraillments

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

Risk Event	Consequence	Likelihood	Risk Rating	Scenario
Road Transport Incident – large commercial vehicle	Moderate	Low	Med	Risk of injury or death to vehicle occupants and pedestrians
Mass Gathering Incident – Terrorism / Massacre	Major	Low	Med	Large scale loss of life, injury, damage to infrastructure, major disruption to way of life. Community suffer a loss of confidence in safety.
Human Epidemic / Pandemic	Major	Low	Med	Human infection covers the rapid onset of a disease of an epidemic proportion including a pandemic.
Hazardous Material Release – Arch Wood Protection	Major	Low	Med	flooding fire at the chemical production facility could release dangerous fumes onto the Trentham District atmosphere causing contamination of the air and water.
Utilities Failure / Disruption	Major	Moderate	Med	Widespread loss of one or more utilities which could include electricity

4.8 MANAGING RISKS

Managing risk means identifying and taking opportunities to improve performance as well as taking action to avoid or reduce the chances of something going wrong.

Companion to ISO 31000:2009

There are three areas that the MEMPC can actively work on which will assist with risk management.

4.9 BUILDING EM PREPAREDNESS

Building EM preparedness is the key to improving Council's performance when addressing the impacts of an emergency. This involves:

- Investing in strategic EM training
- Developing and maintaining interagency support arrangements (MOUs)
- Ensuring staff welfare and support arrangements are in place
- EM Business Continuity Plan - Having this plan in place for Council staff response capability

4.10 DEVELOPING RISK MITIGATION PLANS

Risk mitigation can be completely or partially achieved if, through planning, training, preparation and treatment of the risks, they reduce their impact or likelihood of occurring to a lower rating. HSC have developed plans and arrangements with Council staff and external agencies for the following:

- Fire Management Plan
- Pandemic Influenza Plan
- Heatwave Plan
- Flood Plan
- Emergency Public Health Plan

4.11 BUILDING COMMUNITY RESILIENCE

The ability of a community to respond to an emergency situation and in turn recover from the effects of an emergency will depend on the capacity or the resilience of the people affected.

A resilient community, when impacted by emergencies, can be understood as having the:

- capacity to absorb stress or destructive forces through resistance or adaptation
- capacity to manage themselves, or maintain certain basic functions and structures, during disastrous events

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

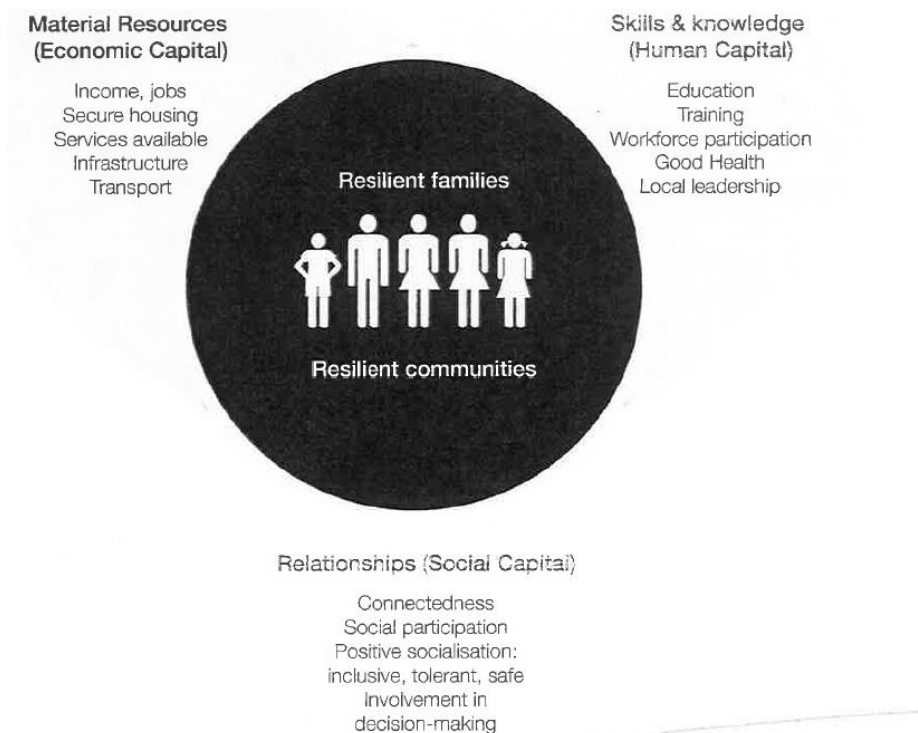
- capacity to recover or “bounce back” after an event

One of the ways to reduce the impact of emergencies upon communities is to understand what assists people to become more resilient and build on those qualities.

4.12 KEY ELEMENTS OF COMMUNITY RESILIENCE

The following diagram divides the key elements of community resilience into three areas:

- Economic Capital
- Human Capital
- Social Capital



Change and Disadvantage in Regional Victoria: an overview

4.13 ROLE OF COMMUNICATION – BEFORE AND AFTER AN EMERGENCY

Obtaining the preferred response from people during and after emergencies will require community education and awareness programs to be implemented that build community resilience prior to an emergency event. Hepburn Shire Council and the MEMPC will support and promote appropriate prevention and awareness programs within the municipality by:

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

- Initiating awareness programs with support from the Emergency Services. This includes support to agency community safety strategies such as:
 - Community Fire Guard and Fire Ready Victoria Meetings run by CFA
 - Flood Safe and Storm Safe programs run by the SES.
- The programs cover all emergencies likely to be encountered in the Municipality.
- Including members of the community in planning the programs when relevant

Ways to facilitate awareness amongst the community can include;

- Letterbox drops
- Demonstrations and talks to school children
- Public Meetings
- Displays
- Radio

5. THE HSC RISK MANAGEMENT ACTION SUB-PLAN

This is a three year sub-plan which sits within the **Municipal EM Action Plan** and outlines all the activities that will be undertaken by the MEMPC Committee to:

- Provides a status report on risk mitigation in the municipality
- Highlights which risks will receive attention and in what order
- Mitigate the HIGH rated risks that have been identified in the CERA
- Maintain the plan's currency and relevance

5.1 PURPOSE OF THE PLAN

The plan is designed to provide the Council MEMPC Committee with a strategic pathway to effective risk management thus ensuring continuity in EM preparedness activities. When key personnel leave the Committee, this action plan will prevail and provide valuable guidance to the incumbents.

5.2 IMPLEMENTATION OF THE PLAN

The Hepburn Shire Council MEMPC Committee is responsible for the development and implementation of this action plan. This is achieved by ensuring that:

- The Risk Management Action Plan, as a sub-plan of the Municipal EM Action Plan, is a standing agenda item at every MEMPC Committee meeting
- Workgroups are regularly formed to undertake sub-plan development and reviews who then report back to the MEMPC
- Agencies responsible for particular emergencies take the lead role in sub-plan development and review (for example: SES - Flood Plan, CFA – Integrated Fire Risk Management Plan, HSC – Heatwave Plan)

5.3 REVIEW AND EVALUATION OF THE PLAN

Hepburn Shire Council MEMPC Committee ensure that:

- A Municipal EM Action Plan report is presented at each MEMPC meeting
- Emergencies are fully evaluated, and remedial actions are undertaken
- The Risk Management Action Sub-Plan is updated a further 12 months at the last MEMPC of each calendar year.

PART 2

READINESS

PLANNING AND PREPARATION

6. READINESS– PLANNING & PREPARATION

6.1 OVERVIEW

This section of the plan sets out how the Hepburn Shire Council and the MEMP Committee prepare for and responds to an emergency event.

As stated in 'Part 1 Reduction – Risk Management', managing risk means **identifying and taking opportunities to improve performance** as well as taking action to **avoid or reduce** the chances of something going wrong. Companion to ISO 31000:2009

Building EM Readiness is the key to **improving Council and agency performance** when addressing the impacts of an emergency. This involves:

- Having a current and relevant MEMPlan supported by a three year Action Workplan;
- Developing operational plans with inter-agency arrangements that support them;
- Investing in infrastructure and operationally focused EM training that build staff capacity, readiness and an ability to respond in an effective manner;
- Establishing and maintaining interagency support arrangements (MOUs);
- Ensuring staff welfare and support arrangements are in place, and;
- Having an EM Business Continuity Plan in place to bolster Council staff response capability.

6.2 PLANNING ASSUMPTIONS

Development of the Hepburn SC Municipal Emergency Management Plan (MEMP) and its operations sub-plans has been undertaken with the following assumptions in mind.

- **Power Supply** - It is assumed that because the Daylesford and Creswick offices are on separate power grids that power will be available at one of the sites. A power disruption affecting both towns would invoke clause four.
- **Planning Span** - Response planning is based upon the management of the first two weeks of a disruption. It is acknowledged that additional disruption management activities in week three onwards will be of a highly specific nature related to the uniqueness of the event. This will require specific additional planning to be undertaken tailored to the specific circumstances of the disruption for periods extending beyond the initial two weeks.

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

- **Resource Availability** - It is assumed that minimal resources (including recovery facilities, key staff or their deputies, equipment requirements, budget, etc) can be made available within the required time frames.
- **Complete Catastrophic Failure** - It is assumed that the nature of the disruption incident is not a complete catastrophic failure over wide areas of Victorian infrastructure. Such an incident would likely render all proposed actions unworkable. In the event of such a wide scale catastrophe, it is highly likely that HEPBURN SHIRE COUNCIL officers capable of responding will be tasked with disaster relief-related responsibilities in support of the Hepburn Shire community using resources only available locally.
- **Large scale loss of life:** It is assumed that the disruption incident will not result in a large scale loss of life or serious injury of HEPBURN SHIRE COUNCIL officers. In such an event, the first priorities will be on supporting HEPBURN SHIRE COUNCIL officers and their families, not on emergency management functions. MOUs with other organisations will be invoked in these circumstances.
- **Building loss** - It is assumed that the disruption incident will not result in a large scale loss of more than one building. The likelihood of a non-catastrophic event affecting the same type of infrastructure (e.g. council depot) at both Creswick and Daylesford is extremely rare and considered a low risk.

7. MUNICIPAL EMERGENCY MANAGEMENT PLAN (MEMP)

It is a requirement of the Victorian Emergency Act 1986 that Hepburn Shire Council develops and maintains a MEMP. Hepburn Shire is and has always been a pro-active Council when it comes to its moral and legislated obligations in the field of emergency management. While focus on the various elements of emergency management has changed over the years, Hepburn Shire has always accepted the change and met all requirements. Development, maintenance and administration of the MEMP is a central part of meeting those requirements.

7.1 OBJECTIVES

As stated in the introduction, the objective of the HSC MEMP is to establish the municipal emergency arrangements to enable Council to:

- Identify hazards and determine risks that might impact upon the municipality;
- Implement measures to mitigate or reduce the causes and/or effects of emergencies;
- Manage arrangements for the utilisation and implementation of municipal resources in response to emergencies;
- Manage support that might be provided to or from adjoining municipalities;
- Assist affected communities to recover following an emergency; and
- Complement other local, regional and state planning emergency arrangements.

7.2 AUTHORITY

This plan is developed by the Hepburn SC Municipal Emergency Management Planning Committee (MEMPC), and the MEMPC Executive Officer is the Hepburn SC ***Municipal Emergency Resource Officer (MERO)***

7.3 MEMP SUB-PLANS

The Hepburn Shire Council acknowledges the linkages between this plan and the broader emergency management, risk management and the community safety framework it is positioned within.

The MEMP is supported by a range of sub-plans which have been developed in partnership with internal and external stakeholders. Hepburn Shire Council and key agencies develop and implement a range of plans and initiatives that ensure they, and the community, are appropriately prepared for emergencies.

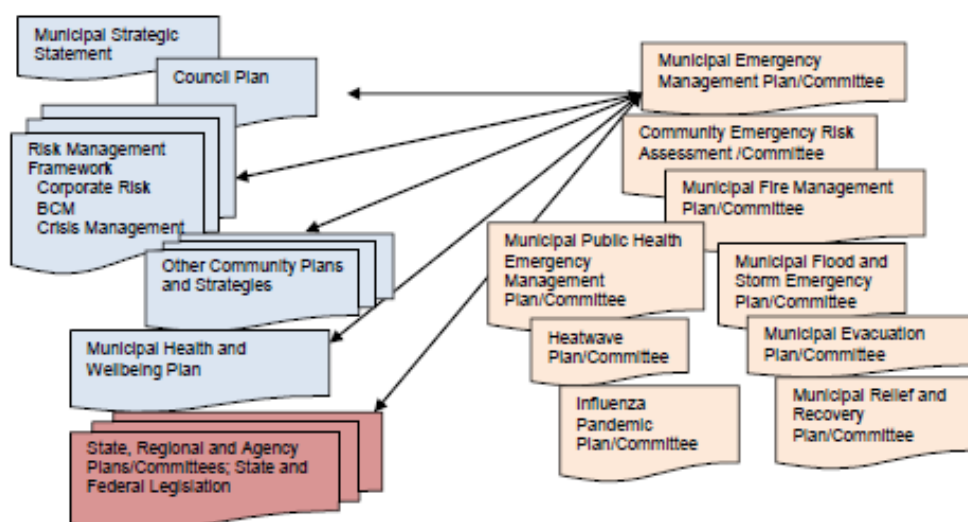
► MUNICIPAL EMERGENCY MANAGEMENT PLAN

The following sub-plans address the complex requirements of some of the **HIGH/MEDIUM rated risks** listed in the Community Emergency Risk Assessment (CERA) Register. Each sub-plan outlines the arrangements for reducing the risk likelihood and impact in the event they should they occur.

High Risk Mitigating Sub-Plans	Related HSC Plans
<i>Municipal Fire Management Sub-Plan</i>	<i>Municipal Public Health and Wellbeing Plan</i>
<i>Public Health Emergency Management Sub Plan</i>	<i>Council BCP – for essential community services</i>
<i>Pandemic Influenza Sub-Plan</i>	<i>Council Plan 2017 - 2021</i>
<i>Heatwave Sub-Plan</i>	<i>Municipal Strategic Statement</i>
<i>Municipal Emergency Flood Sub-Plan</i>	<u>Hepburn Planning Scheme</u>

7.4 CROSS REFERENCING SUB-PLANS

These sub-plans are interdependent and cannot stand alone from the MEMP. The MEMP, in turn, is underpinned by many of the council, regional and state plans as demonstrated by the diagram below.



7.5 MAINTENANCE OF THE MUNICIPAL EMERGENCY MANAGEMENT PLAN

Parts of the Hepburn Shire Council MEMP are reviewed annually, or after an emergency which has utilised any part of this plan. All reviews ensure linkages with Council's broader emergency, risk management and community safety framework. The following points relevant to the maintenance of the MEMP include:

- Annual reviews focus on continuous improvement, changes to previously identified hazards, newly identified hazards, processes, policies, and the accuracy of contact details in the Emergency Contact Directory.
- Reviews conducted when the plan has been used as a result of an emergency, ensure that opportunities for improvement are identified and addressed.
- All updates are undertaken by Municipal Emergency Resource Officer (MERO) and tabled at MEMPC meetings.
- Organisations and departments delegated with responsibilities for elements within the Plan are requested to notify the MERO of any changes.
- Any major review is undertaken by a Working Group consisting of members of the MEMPC, and any recommendations and actions are carried out by Council's MERO.
- Amendments are produced and distributed by the Hepburn Shire Council using the e-mail distribution list contained in the MEMP Committee contacts list and published on Council's Emergency Management section of the web site.

7.6 AUDIT OF THE PLAN

The Hepburn Shire Council, pursuant to Section 21A of the Emergency Act 1986, will submit the Municipal Emergency Management Plan to the Victoria State Emergency Service for audit. The purpose of the audit is to assess this plan's compliance with the guidelines issued by Victoria's Emergency Manager Commissioner. Points to note are:

- Council will respond to all requests resulting from the audit as required.
- This plan will be subject to audit every three (3) years. The next audit is due in 2018.

8. MEMP ACTION WORK PLAN

8.1 PURPOSE OF THE WORK PLAN

The work plan is designed to provide the Council MEMP Committee with a strategic pathway to effective emergency management thus ensuring continuity in EM preparedness activities. When key personnel leave the Committee, this action plan will prevail and provide valuable guidance to the incumbents.

8.2 SCOPE OF THE PLAN

The MEMP Action Workplan will include the following:

- A three year review timetable for the MEMP including all sub-plans
- Annual review of the Community Risk Assessment (CERA) register
- Development of additional sub-plans when required
- Planned training exercise regime to practise all essential operational procedures

8.3 IMPLEMENTATION OF THE PLAN

The Hepburn Shire Council MEMP Committee is responsible for the development and implementation of this action plan. This is achieved by ensuring that:

- The MEMP Action Work Plan is a standing agenda item at every MEMP Committee meeting and an element of the plan is reviewed
- Workgroups are regularly formed to undertake sub-plan development and reviews which then report back to the MEMPC
- Agencies responsible for particular emergencies take the lead role in sub-plan development and review (for example : SES - Flood Plan, CFA – Integrated Fire Risk Management Plan, HSC – Heatwave Plan)

8.4 REVIEW AND EVALUATION OF THE PLAN

Hepburn Shire Council MEMP Committee is responsible for reviewing and evaluating the MEMP Action Work Plan. This is achieved by ensuring that:

- When emergencies and training exercises occur, they are fully evaluated, documented and remedial actions are included in the work plan for action
- The MEMP Action Work Plan is updated a further 12 months in advance at the last MEMPC meeting of each calendar year. This will then be provided to Council for information.

NOTE: A copy of the current [HSC MEMP 3-Year Action Work Plan](#) is held in *Appendix 5* of the MEMP.

9. MUNICIPAL EM PLANNING COMMITTEE (MEMPC)

This MEMPC Committee is formed, pursuant to Section 21(3) and (4) of the Emergency Management Act, to formulate a plan for Council's consideration in relation to the prevention of, response to and recovery from emergencies within the Hepburn Shire.

9.1 MEMPC MANAGEMENT

The **Terms of Reference (TOR)** for the MEMPC Committee is located in MEMPC *Appendix 6* of this plan.

The TOR outlines the following:

- Committee responsibilities
- Membership
- Authority
- Committee roles and responsibilities
- Meeting frequency and procedure
- Administration and reporting
- References and related policies

MEMPC Emergency Management Roles

There are a number of Emergency Management roles on the MEMPC, but the primary ones listed in this section of the plan are:

- Municipal Emergency Resource Coordinator (MERC)
- Municipal Emergency Resource Officer (MERO)
- Municipal Recovery Manager (MRM)
- Municipal Fire Prevention Officer (MFPO)

Role descriptions for each of the above can be viewed in *Appendix 7*

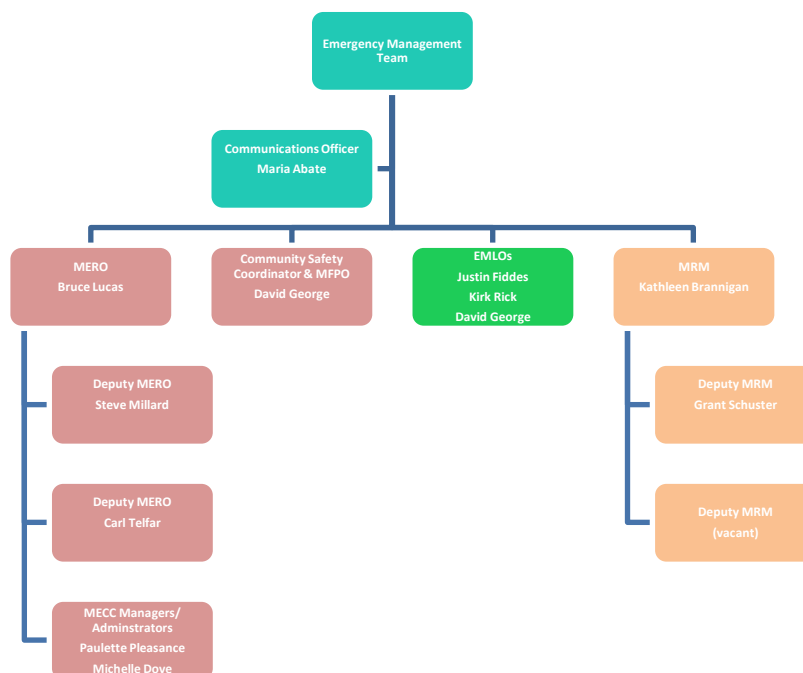
10. PREPARING FOR EMERGENCIES

Preparing for an emergency event requires a commitment of time and effort from all levels of Council and agency personnel. How well this team undertakes the six tasks listed in the Overview of Part 2, in partnership with the Municipal Emergency Management Planning Committee, will determine the success level of their performance when responding to an emergency

10.1 HSC EMERGENCY MANAGEMENT TEAM (EMT)

Preparation for the provision of Council EM functions is the responsibility of the **Hepburn Emergency Management Team**. The current membership of this team is set out in the following diagram.

Hepburn Shire Council's Emergency Management Team



10.2 COUNCIL EMT RESPONSIBILITIES

The EMT's main responsibilities include:

- Implementing the MEMP Action Work Plan
- EM Staff recruitment and training
- Establishing and maintaining interagency support arrangements (MOUs)

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

- Ensuring staff welfare and support arrangements are in place
- Having an EM Business Continuity Plan in place to bolster Council staff response capability

How the HSC Council responds to an emergency and implements recovery operations arrangements is outlined in '[Part 3 Response Arrangements](#)' and '[Part 4 Recovery Arrangements](#)' of this plan'.

It is also recognised that agencies and municipalities have existing planning relationships across multiple boundaries and that these planning arrangements need to be considered when developing future plans.

10.3 TRAINING AND BUILDING ACTIVITY

There are three areas that the MEMPC can actively work on which will assist the Council emergency management team's performance when responding to emergencies.

- Develop a Strategic EM training Plan
- Develop Standard Operating Procedures (SOPs) for each of the Council EM Coordination functions
- Actively build community resilience

10.4 STRATEGIC EM TRAINING PLAN

A strategic EM Training plan is one which identifies a training requirement or need and provides the opportunity for those people to undertake that training.

For this to happen, the following needs to occur:

- Emergency management roles are identified for each EM function and Council staff and agencies are then recruited to fill those positions.
- A current list of the **Hepburn EM Team** aligned in their EM functions (such as Relief Centre operations, Secondary Impact Assessment etc), with a training profile for each team member, is kept in file.
- EM team members need to understand what their role entails. This requires team members being inducted into their role and undertaking meaningful training on a regular basis.
- All EM role statements, apart from the [MEMPC role statements](#) in *Appendix 7* are detailed in the **MEMP sub-plans** listed in **section 2.3**
- A training plan is prepared each year which identifies all available professional EM courses, learning opportunities and training exercises. These courses are aligned to the requirements of each EM role.

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

10.5 TRAINING EXERCISES

Training exercises are a practical way to walk people through their role and practise arrangements with supporting agencies. Hepburn Shire Council recognises the importance of conducting regular exercises because so many of the EM functions are not part of daily Council service delivery.

10.6 TYPES OF EXERCISES

There are several ways an exercise can be conducted allowing all aspects of the Council EM functions to be considered. These include:

- **Real time operation** – (most common) where a Council EM function is simulated (for example setting up the MECC and running with an imaginary scenario or something as simple as testing the emergency notification procedure).
- **Desktop operation** – a facilitated discussion activity that explores what actions and implications would arise within an imaginary scenario.
- **Hypothetical discussion with an expert panel** – a facilitated discussion driven by a moving scenario with questions posed to a panel made up of Council EM team members. (for example, “*this has happened, what would you do now and why?*”)

10.7 STANDARD OPERATING PROCEDURES

Many of the Council EM functions have documented Standard Operating Procedures (SOPs) which are what the exercises can utilise for the basis of their training content. Currently, the MEMP has plans to develop SOPs for:

- MECC Establishment Operations
- Emergency Relief Centres
- Emergency Communications
- Municipal Secondary Impact Assessment – recovery
- Recovery Centres
- Emergency Animal Welfare
- Outreach Activities
- Donations and Appeals Management

Responsibility for identifying, preparing and conducting training exercises lies with the HSC Emergency Management Team and the MEMPC.

11. BUILDING COMMUNITY RESILIENCE

In Part One, Prevention – Risk Management, the ability of a community to respond to an emergency situation and, in turn recover from the impacts, will be influenced by how resilient they are.

Hepburn Shire Council recognises the importance of building capacity in this area and sees the conduct of community resilience preparedness activities as an opportunity to make a real difference.

There are a number of actions taken in order to build community resilience. These include:

11.1 COMMUNITY PLANNING

Hepburn Shire Council has adopted a Community Planning Policy and Strategy which recognises the benefits of community planning across three inter-related areas:

11.2 CONNECTING COMMUNITIES

- Community members meet each other and/or further develop their connections
- Similar concerns/projects of interest are identified
- Common values are identified and documented

11.3 DEVELOPING RESILIENCE

- Generosity and helpfulness is developed amongst community members
- Community successes are recognised and celebrated
- Community members coordinate to help each other

11.4 CONNECTING WITH COUNCIL

- Communities present their plan to Councillors and plans are acknowledged at council meetings
- Community plan outcomes are considered as part of Council Plan reviews and budget processes



12. MUNICIPAL RESOURCE MANAGEMENT

12.1 RESOURCE CO-ORDINATION

Co-ordination of Council staff and equipment during and after emergencies requires:

- Preparation;
- Training; and
- Executive support

There are three resource co-ordination functions within Municipal Emergency Management for which HSC has developed plans and procedures. These include:

12.2 MUNICIPAL EMERGENCY CO-ORDINATION CENTRE (MECC).

The role of the MECC is to coordinate Council resources **during and immediately after the emergency**. Council resources requiring coordination include:

- Plant and equipment – a list of **HSC plant and equipment** is *Appendix 8*.
- Council staff (HSC and/or staff from other Councils) – to manage Emergency Relief centres or provide resources to assist combatting agencies

NOTE: The **MECC operations manual** sets out operations procedures for co-ordinating Council resources and can be viewed in *Appendix 9*

12.3 CRITICAL INCIDENT EXECUTIVE TEAM (CIET)

HSC Senior Management make up the membership of this team and their primary responsibility is to ensure the Council EM team has the resources to do their job whilst still maintaining normal business continuity.

12.4 HEPBURN SC CORPORATE BUSINESS CONTINUITY PLAN (BCP)

This plan outlines procedures to be followed which ensures the critical Council business delivery is maintained when one of the following occurs:

- Loss of Council IT services
- Loss of a key Council Office
- A large number of Council staff are unavailable

The CIET is responsible for implementing this plan and an emergency occurring in the Hepburn Shire is recognised as a potential trigger. Responding to an emergency cannot ignore the inter-dependency that exists between the MEMP and the BCP.

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

12.5 EMERGENCY MANAGEMENT BUSINESS CONTINUITY PLAN

This part of the Council Business Continuity Plan is needed to address a situation where, (for whatever reason), Council has insufficient resources to meet the response and recovery requirements of an emergency. Contingencies would include:

- Re-allocation of HSC staff from non-critical Council roles
- Support staff from other agencies
- Use of volunteers
- Underpinning these contingencies would be escalation/activation procedures.

12.6 STAFF WELFARE

The following should be considered when maintaining an effective workforce within the Council EM Team.

- staffing numbers
- rotations/rosters
- workload
- mutual aid from neighbouring municipalities

Note: Staff might be undertaking multiple roles and functions.

Staff welfare is often overlooked due to the priority given to supporting the management of the emergency. It is important to recognise that EM staff may be emotionally affected, as they are likely to be working longer shifts far outside their normal day-to-day practice, and at times of the day when they would normally be sleeping or resting. EM staff might not have access to their normal facilities or equipment and they might have concerns about their own families, friends and property and might not be able to obtain information or reassurance about these matters.

As a result, there is potential for a substantial amount of stress and discomfort amongst EM staff. The CIET should take steps to provide welfare support to EM staff including:

- Providing a suitable working environment;
- Providing rest and recreation areas;
- Ensuring regular breaks;
- Maintaining a supportive atmosphere;
- Making available psychological support and counselling;
- Providing information and assistance regarding staff families and related issues;
- Managing workloads;
- Consider travel and access arrangements to and from the ERC site;

- Providing after-hours accommodation for staff unable to return home; and
- Recognising post-event staff needs.

Hepburn SC recognises the importance of managing human resources within the OH&S policy framework and each Standard Operating Procedure (SOP) has deployment, resource and debriefing arrangements included.

12.7 CROSS BOUNDARY ARRANGEMENT

The Hepburn Shire Council MEMP Committee seeks to ensure that cross municipal and regional boundaries are treated in a seamless manner with regard to emergency response and recovery for the following reasons:

- Emergencies do not restrict themselves to single municipalities
- Hepburn Shire Council is limited in staffing capacity and support from other Councils would provide a much needed back-up capacity

To ensure that shared risk is appropriately addressed, MOUs have been negotiated by the MEMPC with support agencies to make certain resources are shared across municipal and agency boundaries in a consistent and seamless manner.

Current cross boundary and support arrangements (MOUs) for the Hepburn Shire municipal area include:

- [MAV Protocol for Inter-Council Resource Sharing](#)
- Psycho Social and Case Support – community health providers (Appendix 10)

12.8 MUNICIPAL READINESS

The best laid plans won't work if:

- Council EMT members are not able to receive an emergency alert;
- The people to implement EM procedures are not available; or
- There is no procedure in place for alerting them.

Hepburn SC has two procedures in place to address these concerns:

- EM MERO On-Call Arrangements
- Emergency Notification Procedure (Crisisworks)

12.9 EM ON-CALL ARRANGEMENTS

A 24 hour/seven days a week roster is in place to receive emergency alert calls through a single point of contact. The phone number, **0418 583 941** is distributed to all Councils, emergency service agencies, relief and recovery agencies and the community.

This on-call Duty Officer arrangement is the responsibility of the **MERO**

During periods of extreme risk or staff unavailability, rosters are prepared and used if the activation of EM teams is required. An example of these events could include:

- Christmas holiday break
- Extreme weather warning
- Extreme threat in a neighbouring municipality

PART 3

RESPONSE

MUNICIPAL ARRANGEMENTS

13. RESPONSE - MUNICIPAL ARRANGEMENTS

13.1 OVERVIEW

This section of the plan details the Hepburn Shire Council's response co-ordination arrangements for an emergency event. The *Emergency Management Act 1986 Section 4A* (including the 2013 EM Act) defines emergency response as:

"The combating of emergencies and the provision of rescue and immediate relief services. Emergency response provides the mechanism for the build-up of appropriate resources to cope with emergencies throughout the State. It also provides for requests for physical assistance from the Commonwealth when State resources have been exhausted."

13.2 RESOURCE CO-ORDINATION ARRANGEMENTS - STATE

The **State Emergency Response Plan** provides the mechanism for the build-up of appropriate resources to cope with emergencies throughout the State. It also provides for requests for physical assistance from the Commonwealth when State resources have been exhausted.

13.3 RESOURCE CO-ORDINATION ARRANGEMENTS - REGIONAL

Most incidents are of local concern and can be coordinated using local municipal resources. When those resources are exhausted the **Grampians Regional Emergency Response Plan** provides for further resources to be made available, firstly from neighbouring municipalities (on a regional basis) and then, secondly, on a state-wide basis. All response arrangements within this document are consistent with the arrangements detailed in the Emergency Management Manual (EMMV), which incorporates the State Emergency Response Plan, to ensure the continuity of resources across all levels of government.

14. RESPONSE - MANAGEMENT ARRANGEMENTS

The response management task is to bring together, in an integrated organisational framework, the resources of the many agencies and individuals who can take appropriate and timely action when dealing with an emergency. Response management is based on three key management tasks: **control, command and co-ordination**.

- **Control:** is the overall direction of response activities in an emergency. Authority for control is established in legislation or in an Emergency Response Plan and carries with it the responsibility for tasking other agencies in accordance with the needs of the situation. Control relates to situations and operates horizontally across agencies.
- **Command:** refers to the direction of personnel and resources of an agency in the performance of that organisation's role and tasks. Authority to command is established in legislation or by agreement within an agency. Command relates to agencies and operates vertically within an agency.
- **Coordination** is the bringing together of agencies and resources to ensure effective response to, and recovery from, emergencies.
- The responsible control agency for each emergency varies according to their required expertise. A list of the [Emergency Control and Support Agencies](#) can be viewed in **Appendix 11**.

15. MUNICIPAL RESPONSE CO-ORDINATION FUNCTIONS

At the municipal level, **coordination of Council resources during the response phase**, is the primary function of the Hepburn SC.

The main functions of response coordination are

- The systematic acquisition and allocation of resources in accordance with the requirements imposed by emergencies; and
- Information sharing between agencies, the ICC and the Council EMT

For the Hepburn SC this might mean:

- Provision of Council and external resources, when requested, to assist the control agency with combatting the emergency;
- Operation of a Municipal Emergency Coordination Centre (MECC);
- Utilise a Municipal Emergency Management Liaison Officer (EMLO) to the Incident Control Centre (ICC);
- Gathering and sharing of information specific to the emergency;
- Coordination of relief services;
- Provision of animal welfare services;
- Coordination of catering requirements;
- Coordinating Transport services;
- Implementation of Council Business Continuity arrangements;
- Provision of environmental health services;
- Support for VICPOL evacuation procedures;
- Provision of input into the Response/Recovery Transition Plan;
- Planning for Municipal Secondary Impact Assessment operations;

The next part of this plan sets out the Council's arrangements for each of the response coordination functions. Many of these arrangements are detailed in existing operating procedures.

15.1 PROVISION OF RESOURCES

HSC can receive requests for resources to assist the incident controlling agency for a number of purposes and these can include:

- Request for signage to assist with traffic management
- Provision of equipment or materials to a specific location (eg fuel tanker, water or sand)
- Supply of machinery (eg grader, bulldozer or truck)
- Provision of animal welfare and public health services
- Coordination of catering services
- Coordination of transport services
- Staging areas

The HSC has allocated “Staging Areas” that can be accessed in the event of an emergency. Generally, these will be sports grounds at a number of different locations. Access to and identification of these areas can be gained by contacting the MERO.

The requests can come from the Emergency Management Team (EMT) in the field or from an Incident Control Centre (ICC) and will be directed to the VICPOL **Municipal Emergency Response Coordinator (MERC)**.

The MERC will consult with the **Municipal Emergency Resource Officer (MERO)** regarding these resource requests and the MERO will respond accordingly.

It is important that the MERO maintains a comprehensive list of Council resources that will be available for use during emergencies. The list of Council resources can be viewed in the [HSC Plant and Equipment Register](#). (Appendix 8).

15.2 MECC OPERATIONS

Requests for resources and other coordination functions can quickly grow beyond the management capacity of the MERC and MERO when the size and complexity of the emergency escalates. When this happens, the Hepburn **Municipal Emergency Coordination Centre arrangements** are activated.

The MECC is a Council facility which accommodates Council and agency staff who will coordinate resource requests, Council response functions, and plan for recovery operations.

The Hepburn SC MECC arrangements can be viewed in their [MECC Operations Manual](#) which is contained in **Appendix 9**. Possible MECC locations can be viewed [here](#).

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

15.3 PROVISION OF A MUNICIPAL EM LIAISON OFFICER (EMLO)

The life blood of any emergency coordination operation is **timely communication of accurate information** between the Council EM team and the Incident Controller.

Experience has shown this will not occur unless the Council positions a trained Liaison Officer in the Incident Control Centre (ICC). Their role is to gather and provide information on behalf of Council furnishing that vital coordination function of information sharing.

NOTE: It is the intention of HSC to recruit and train appropriate Council staff to undertake this role. In the interim, the EMT will liaise with neighbouring councils to establish a resource sharing arrangement in relation to EMLOs in the ICC.

A role description of the **HSC EMLO** can be viewed in **Appendix 7** and the **EMLO Standard Operating Procedure** in **Appendix 12** details their range of tasks.

15.4 EMERGENCY INFORMATION MANAGEMENT

Information about the emergency might be gathered by the Council EM Team from:

- Council staff in the field (including from a relief centre)
- Feedback on provision of requested resources
- Customer service staff at the council front desk
- Phone calls to the Council Offices
- Other local and regional agencies

Council procedure on information management is as follows:

- Media releases to the community must be handled by the Incident Controller during the response phase;
- Information deemed valuable to the Incident Controller will be provided through the Council MECC or EMLO;
- Information deemed valuable to EM agencies will be provided through the Council Emergency Management Control Group (EMCG); and
- All tasks and relevant information will be logged in the Council's CRISISWORKS database.
- Council costs associated with emergency resource coordination will be recorded

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

15.5 EMERGENCY RELIEF SERVICES

When an emergency threatens or impacts on members of the community necessitating their evacuation, the Hepburn SC will be asked to provide relief service to those people.

Provision of relief services entails:

- Opening and managing an Emergency Relief Centre (ERC) which can serve as a temporary safe shelter during the emergency
- Inviting the support of agencies to assist with the welfare needs of people including:
 - Registration of relief centre attendees into the National Registration Information System (NRIS)
 - Provision of food and water to those affected people
 - Provision of information, first aid and related recovery services when required

NOTE: The MRM will direct the opening and management of these centres. These resources will be coordinated by the MECC. DHHS is responsible for the regional coordination of relief centres.

15.6 RELIEF CENTRE DETAILS

A list of the **HSC Relief Centres** is located in the ERC Operations Plan which include **Layout Floor Plans**.

A request for the opening of a relief centre during an emergency will trigger the activation of the Hepburn SC **Emergency Relief Centre Operations Sub-plan (Appendix 15)**. This sub-plan sets out how the Council relief centre team will respond to that request in a step-by-step procedure.

15.7 EMERGENCY ANIMAL WELFARE SERVICES

Emergencies impact animals as well as people and animals are grouped into two categories:

- Companions – pets kept for non-commercial purposes
- Primary produce – animal produce sold for commercial purposes

Registered companion animals exist in their thousands, but there would also be a significant number of horses, sheep, cattle and poultry on non-commercial small-acreage properties in the rural living zones around the Shire. These numbers don't take into account animals farmed by primary producers (see the table in the Introductory Information section for more detail).

It is quite likely an emergency like a fire or flood will impact on animals in the Hepburn Shire.

Responsibility for the emergency welfare of these animals is shared between the:

- Department of Environment, Land, Water and Planning (DELWP) - Wildlife

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

- Department of Economic Development, Jobs, Transport and Resources (DEDJTR) – Domestic Animals

Both organisations have an agreement to provide support to each other in times of need and Emergency Animal Welfare (EAW) arrangements are outlined in:

- **Victorian Animal Welfare Plan** – DEDJTR state level arrangements
- **Municipal Emergency Animal Welfare Plan** – HSC local arrangements

A request for the provision of animal welfare services during an emergency will trigger the activation of the Hepburn SC [Emergency Animal Welfare Operations Plan \(Appendix 17\)](#). This sub-plan sets out how the Council Animal Welfare team will respond to that request in a step-by-step procedure.

15.8 CATERING CO-ORDINATION

Provision of food and water to on-duty emergency management personnel and displaced members of the community during an emergency is a required resource coordination function of the Hepburn SC. Circumstances that require this catering function include:

- A request from the Incident Controller to cater for members of their emergency service team (normally they have their own catering arrangements, but occasionally they require assistance)
- A HSC relief centre is activated
- MECC is activated
- HSC staff are deployed into the field
- Community information meetings

15.9 TRANSPORT CO-ORDINATION SERVICE

Council might be asked to coordinate transport services during the course of an emergency.

[Transport of People and Resources](#)

A request for transport services is like any other resource request.

This might be for:

- Members of the community
- Emergency management personnel
- Movement of equipment or resources

A list of [Transport Providers](#) can be viewed in [Appendix 13](#).

16. COUNCIL BUSINESS CONTINUITY ARRANGEMENTS

Essential Council service provision must continue throughout the emergency operating parallel to the emergency management response.

Hepburn SC has an Executive Team (ET) whose job it is to resource the Council response to the emergency as well as maintains business continuity for essential services. Arrangements for this very important resource function are outlined in Council's Business Continuity Plan.

17. ENVIRONMENTAL HEALTH SERVICES

The Hepburn SC might be called upon to assess, plan for, advise on and minimise the *public health impact* of an emergency on the Hepburn Shire community. This may include but is not limited to:

- Food safety/disposal including donated food.
- Wastewater management.
- Infectious disease control
- Emergency shelter and accommodation
- Siting and layout of campsites
- Vermin and vector control
- Disposal of dead stock and other animals
- Pollution of water, land and air.
- Chemical clean-up

18. EMERGENCY EVACUATION SUPPORT

Victoria Police is responsible for coordinating an evacuation. The decision to evacuate rests with the control agency working in conjunction with police and available expert advice. In making that decision consideration would be given:

- To the area which is to be evacuated;
- The route to be followed;
- The means of transport;
- The location to which evacuees will be asked to attend; and
- Advice provided by the MERO of the affected municipality

The HSC MERO may be contacted and asked to assist with the implementation of the evacuation. This might be in the form of providing advice regarding:

- The most suitable Emergency Relief Centre
- Required resources that may include:
 - Public health services;
 - Emergency relief considerations;
 - Special needs groups such as young, old and registered vulnerable people; and
 - Transport

Hepburn Shire has a list of designated NSPs (Neighbourhood Safer Places) or places of last resort that are reassessed annually according to the CFA Act, Sect 50K, 1958.

NSP ID	Township	Location	Location Type	Address
1000008376	Daylesford	Central Business District Pavement Areas	Open Space	Bounded by Bridport, Albert & Camp Streets and Central Springs Road Daylesford
1000008415	Creswick	Creswick Visitor Information Centre Car Park (behind the building)	Open Space	Cnr Victoria Street and Albert Street Creswick
1000020128	Hepburn	Hepburn Recreation Reserve (Laurie Sullivan Reserve) Netball Pavilion	Structure	Cnr Hepburn-Newstead Road (Main Road) and Twentieth Street Hepburn
1000008409	Clunes	Central Business District	Open Space	Fraser Street (between Templeton and Service Streets) Clunes
1000008465	Glenlyon	Eldon Street	Open Space	Eldon Street (between Molesworth Street and house number 19) Glenlyon
1000008417	Trentham	Central Business District	Open Space	Camp Street (between Cosmo Road and Bowen Street) Trentham

19. RESPONSE/RECOVERY TRANSITION PROCEDURES

Once an emergency is contained, the Incident Controller will begin planning for a transition to recovery.

This involves the **Incident Controller**:

- Planning the tasks that will need to be undertaken before they can hand control over to the recovery coordinating agency;
- Determine whether this will be a local and/or a regional transition; and
- Brief the recovery controller when completing the handover.

Hepburn SC MRM & MERO will:

- Participate in the transition from response to recovery planning with the Incident Controller;
- Determine whether the HSC will be the sole recovery controller or part of a regional operation;
- Identify the tasks assigned to the HSC; and
- Participate in the ICC briefing.

20. IMPACT ASSESSMENT – RECOVERY OPERATIONS

Planning for Municipal Emergency Impact Assessment Operations commence during the response phase. This is identified as one of the response activities in the MECC Manual once reports of private property being impacted have been confirmed.

Impact assessment is conducted in the aftermath of larger scale emergencies to assess the impact to the community and inform Council and other authorities of immediate and longer term recovery needs.

Once the response agency has conducted the Initial Impact Assessment (IIA) and provided this information to Council, Council can then initiate the Secondary Impact Assessment (SIA) procedures.

Secondary Impact Assessment aims to provide a more in-depth account of the impact on community, and information gathered through this process will guide recovery planning.

Refer to '**Appendix 23 - Secondary Impact Assessment - Recovery (SIA) Operations Plan** - NOTE: To be updated in 2019 to reflect changes in guidelines.

Post Emergency Needs Assessment (PENA) provides a view of the overall cost of the impact on an affected community. PENA estimates the longer term psychosocial impacts on a community, displacement of people, the cost of destroyed assets and the impact that the destruction of assets and business disruption has on communities. Depending on the scale of the emergency, PENA could be completed by any or all of the following: municipal recovery manager, regional recovery coordinator, or state relief and recovery manager.

20.1 COUNCIL COST RECOVERY

Procedures for tracking and ultimately recovering the costs incurred by Council related to an emergency need to be implemented as soon as possible. Prompt and accurate record keeping will ensure complete cost recovery and avoid unnecessary strain on the Council budget. This entails:

- Advising Victorian State Department of Treasury and Finance that there is an emergency
- Setting up a cost centre and recording all Council costs (including human resources) to that number

21. ACTIVATION

Activation of the Hepburn SC Emergency Management Team will be triggered by one of two events:

- An imminent high-level threat (such as a Code Red Day announcement or an emergency in a neighbouring municipality); or
- An emergency alert received from an Emergency Control Agency. The alert could come from an incident controller or alternately via the MERC by calling the **HSC On-Call MERO** who will respond as needed, including the activation of the MRM.

22. DE-ACTIVATION

Emergency response coordination functions will scale down as the emergency is contained by the Incident Controller and the transition to recovery commences.

Once each resource function is no longer required, HSC Emergency Management Team will do the following:

- Debrief each resource coordinating team to ascertain what worked well and what needs changing. Ensure any identified changes to plans and procedures are followed up and acted upon.
- The welfare of each team member must also be considered and acted upon should the welfare needs of anyone require it.
- Conduct a Council debrief within the first four weeks of the emergency and review the response arrangements part of the MEMPlan.
- The financial costs associated with each resource provision to be totalled up and provided to the MERO.
- Have the MERO write a comprehensive report on the conduct of the Council's emergency response.

PART 4

RELIEF AND RECOVERY

MUNICIPAL ARRANGEMENTS

23. RELIEF AND RECOVERY – MUNICIPAL ARRANGEMENTS

23.1 INTRODUCTION

This section of the MEMP is a guide for council emergency management team members to understand **what** emergency recovery entails and **who** should be involved in an emergency recovery operation. The information in this plan represents good practice. The **Hepburn Emergency Recovery Operations Plan (Appendix 16)**, a sub-plan of this section, details **how** the recovery services will be coordinated and **when** they will be required.

23.2 EMERGENCY RELIEF & RECOVERY CONTEXT

Emergency Recovery Definition

The Emergency Management Manual Victoria defines Recovery as;

“The assisting of persons and communities affected by emergencies to achieve a proper and effective level of functioning”.

It is a coordinated process for enabling the reconstruction of the physical infrastructure and the restoration of emotional, economic and environmental well-being of the community.

The purpose of providing recovery services is to assist the affected community to manage its own recovery. It is recognised and expected that communities will be involved in the recovery process following emergencies, but municipal guidance and support is essential, not only to provide overall management, but also to supplement the personal, family and community structures that have been disrupted by the event.

Principles of Recovery

The Hepburn Shire Council is responsible for the coordination of recovery at the Municipal level and will act in line with the following principles:

- Confidentiality relating to the identity, dignity and autonomy of individuals, families and the community impacted on by an emergency will be maintained at all times and in accordance with Hepburn Shire Council's Privacy Policy
- Wherever possible, normal municipal management and administrative structures and practices will be used. This will minimize the risk of increased anxiety amongst the affected community that may result from the introduction of any new processes. It is important however, to ensure that the existing structures and practices do cater for the special needs and circumstances of the affected community.

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- Recovery management will be based on the context of clear and agreed arrangements, involving regular community consultation and cooperation through proven and established communication channels.
- Recovery information and recovery services need to be readily accessible to affected individuals, families and communities and responsive to their needs and expectations.
- The recovery process may well be protracted and complex, so sufficient time and resources should be provided to allow for completion of the process. It is important to note that, due to the impact of an emergency, normal business timelines and processes cannot always be adhered to by the affected.

Functional Areas of Recovery

Recovery management must consider the following five (5) key functional areas (or environments) when assessing the impact of an emergency upon the community. Effective recovery management is achieved by identifying all of the impacts of an emergency and aligning the recovery services to address the needs. Impact assessments will identify the needs of the affected community and the resources required to undertake the recovery activities.

Each of these functional areas overlap considerably and we will promote collaboration between each area to improve service coordination.

Five Recovery Environments (Figure 1)



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23.3 RECOVERY SERVICES AND THEIR FUNCTIONAL AREAS

The types of recovery activities likely to be required in each of the functional areas are outlined in the table below.

Social, Health & Community Devt	Built	Natural	Economic	Agriculture
Relief Centres Recovery Centres Accommodation Personal Support Case Management Financial Assistance Material Aid Community Development Information Coordination Health services Disability/Aged Care Volunteer Coordination Donations Coordination Animal Welfare	Secondary Impact Assessment Clean-up Transport Roads and Bridges Community Infrastructure Fencing Waste Management	Environmental Health Public Health Water Catchments Air quality Natural environment Cultural Heritage	Economic Development Tourism Promotion Financial Assistance Small Business Sector Building and Planning	Primary Producers Animal Welfare Stock feed Agistment Fencing

23.4 MUNICIPAL RELIEF & RECOVERY PROCESS

There are two phases in the recovery process:

- Planning and preparedness phase (achieving and maintaining readiness)
- Emergency Relief & Recovery operations phase

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Planning and Preparedness

The Municipal Recovery Manager (MRM) is responsible for the development and maintenance of relief and recovery service arrangements within the municipality.

Emergency Relief and Recovery Operations

The MRM will initiate relief and recovery activities as soon as possible or when required, during and following an emergency.

Data collected during the **secondary impact assessment** and the **magnitude** of the event will determine subsequent recovery activities.

23.5 MUNICIPAL RELIEF & RECOVERY MANAGEMENT

Responsibility for the management of recovery in both the planning and recovery operational phases rest with the:

- Hepburn Shire Council Relief and Recovery Management Team

23.6 HEPBURN SHIRE COUNCIL RELIEF & RECOVERY MANAGEMENT STRUCTURE

The Relief and Recovery Management Structure diagram at **Figure2** outlines which Hepburn Shire Council Manager has responsibility to oversee the range of services that may be called upon following an emergency.

This structured approach ensures a state of readiness, accountability and streamlines the approval process.

Their responsibilities include:

- Ensuring their service responsibilities are delegated to competent and resourced internal staff members and relevant agencies;
- Ensuring they are trained and prepared;
- Ensuring lines of communication are established and maintained across the other service areas; and,
- Appointing replacement staff to vacant positions when staff leave.

23.7 MUNICIPAL INCIDENT MANAGEMENT TEAM

The Incident Management Team has oversight of organisational operations during Relief and Recovery. Members of the team will include:

- CEO
- General Manager Community and Corporate Services
- General Manager Infrastructure
- Manager People and Performance

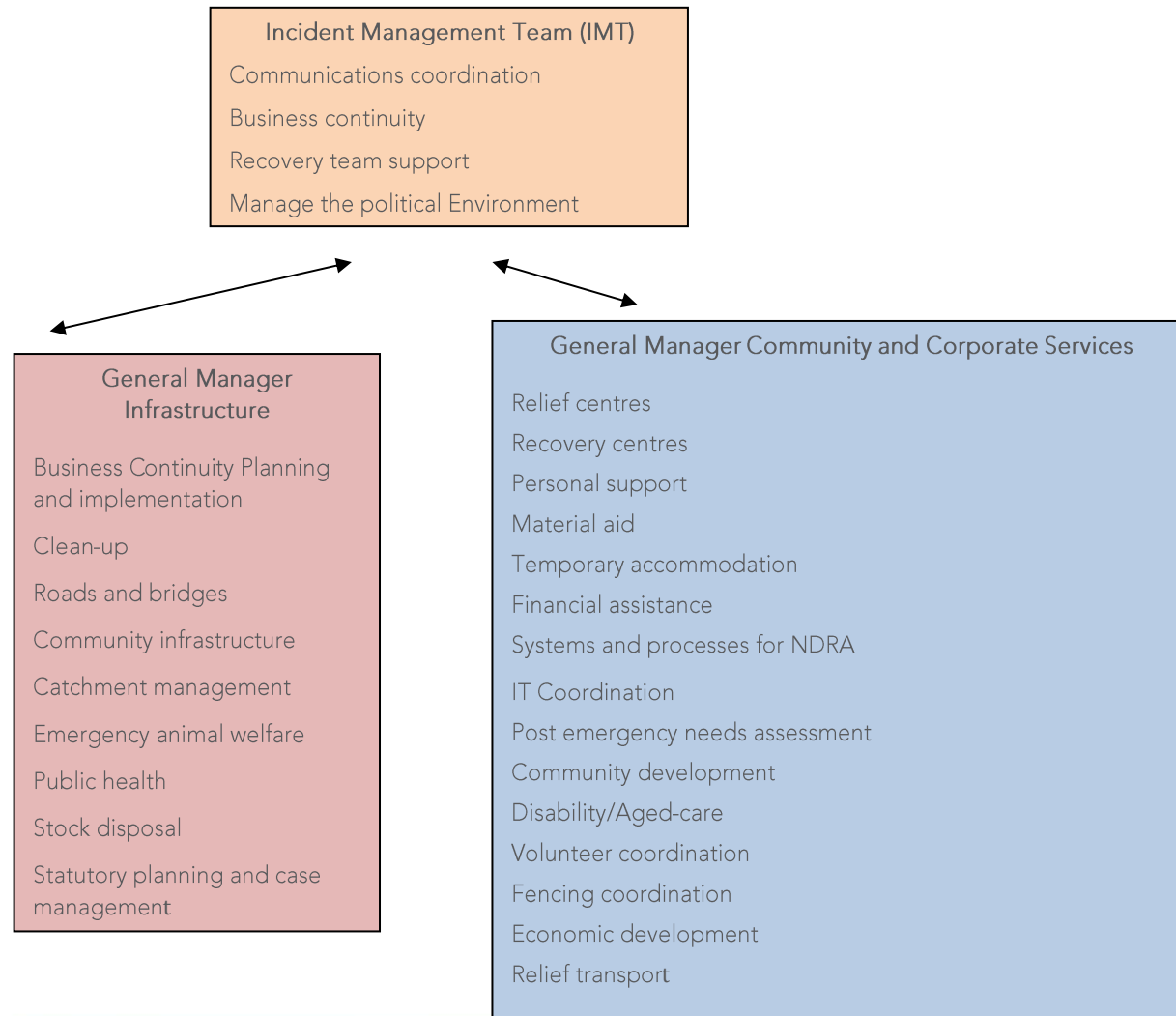
► MUNICIPAL EMERGENCY MANAGEMENT PLAN

- Communications Coordinator

Their task is to ensure the following occurs:

- Critical business continuity is maintained
- Manage the political environment
- Coordinate communications internally and externally
- Provide support and resources to the recovery operation

HEPBURN SHIRE COUNCIL RECOVERY MANAGEMENT STRUCTURE (FIGURE 2)



23.8. HEPBURN MUNICIPAL EMERGENCY RELIEF AND RECOVERY PLANNING SUB-COMMITTEE

The coordination of recovery planning and service provision across the Council functional areas and external agencies is the responsibility of the *Hepburn Relief and Recovery Planning Sub-Committee*.

The presence of the Municipal Relief and Recovery Planning Sub-Committee ensures responsibilities are shared across all stakeholders and fully understood.

"By failing to prepare, you are preparing to fail..." Benjamin Franklin

24. PLANNING FOR RECOVERY

24.1 ROLE OF RELIEF AND RECOVERY PLANNING SUB-COMMITTEE

No emergency recovery operation can succeed without pre-existing plans, recovery operations arrangements and a team of trained service providers. The primary responsibility of the Relief and Recovery Planning Sub-Committee is to ensure those arrangements are in place. During the planning phase this will involve a range of preparatory activities.

24.2 KEY RECOVERY PLANNING CONSIDERATIONS

The Hepburn Shire Council has a number of planning considerations which influence its ability to effectively manage recovery from an emergency. This section of the MEMP identifies those considerations so that any planning and preparatory activities can take them into account.

24.3 RISKS

Risk is defined as 'the chance of something happening that will have an impact on relief and recovery objectives'. In this context the objective is the continued, safe functioning of the Hepburn Shire communities and their people.

The **risks** that require consideration in the relief and recovery context relate to the capacity and capability of agencies to manage and meet the relief and recovery requirements. The risks include the:

- ability Hepburn Shire Council to effectively co-ordinate relief operations
- ability of Hepburn Shire Council to effectively co-ordinate recovery operations
- extended operation time of relief centres
- extended operation time of recovery centres
- number of vulnerable clients listed in the register
- provision of material aid
- ability to co-ordinate and deliver psychosocial support
- communications capability (during response, relief and recovery operations)
- provision of appropriate support to isolated communities
- co-ordination of outreach activities (needs assessment and or personal support)
- lack of direct mitigation works in a timely manner
- Effective management of volunteers, donations and appeals

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- community resilience, prior to and after an emergency event.

Recovery planners should consider these risks when they prepare for an emergency recovery operation and put in place measures to mitigate these risks

24.4 VULNERABLE PEOPLE

A vulnerable person is defined as someone living in the community who is:

- frail, and/or physically or cognitively impaired; and
- unable to comprehend warnings and directions and/or respond in an emergency situation.

A vulnerable person will only be included on the Vulnerable Person Register if they **additionally** cannot identify personal or community support networks to help them in an emergency.

There are a range of organisation and agencies in the municipality that support and assist specific groups. The following organisations can assist during emergencies including Hepburn Health Service, Neighbourhood Centres and Houses and Child and Family Services. Other agencies including WRISC, Berry Street and Uniting Care provide in-reach services into Hepburn.

In preparing relief and recovery arrangements, there are several specific groups Hepburn Shire Council will need to consider. These include:

- Young people;
- Frail elderly; and
- People with disabilities

24.5 MEMORANDUMS OF UNDERSTANDING (MOU's)

Hepburn Shire Council has one MOU that relate specifically to the provision of particular recovery services and should be reviewed annually. This is:

- **Psycho-Social and Case Support** provision and coordination between Hepburn Shire Council, Hepburn Health Service and the Australian Red Cross. (**Appendix 10**)

24.6 STAFF CAPACITY

The Hepburn Shire Council has recognised that, as a small rural municipality with limited resources, it will struggle to meet the needs of their community should it be impacted by a **significant** emergency. This recovery plan sets out arrangements that can be addressed 'within' their existing capacity, but also how the recovery operation will be escalated to the regional level should Council capacity be 'exceeded' at any single or multiple point. The

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Relief and Recovery Planning Sub-Committee, in their planning process, will regularly review their staffing requirements for each recovery service and consider ways that capacity can be increased, either through the use of volunteers or resource sharing arrangements with neighbouring municipalities.

24.7 PLANNING RESOURCES

Supporting the MRM and the Municipal Relief and Recovery Planning Sub-Committee are a range of advisors and resources. These include:

- Grampians DHHS Regional Emergency Management Coordinator (regional recovery)
- State Emergency Services (SES) Support Officers (MEMP Development)
- Municipal Association of Victoria (MAV) offer a library of planning resources.
- The Grampians Region EM Planning Committee is a valuable planning and network building forum.

24.8 REGIONAL ESCALATION

The Grampians Regional Recovery Plan complements local government arrangements and clearly identifies the triggers for regional escalation. Should an emergency impact on the Shire to a degree where demand exceeds capacity at the local level, or it extends into additional LGAs, then the Regional Recovery Plan will be activated by Grampians Region DHHS.

24.9 BUSINESS CONTINUITY

Arrangements need to be in place so key recovery staff can be moved off-line from their substantive duties to meet the recovery coordination requirements of an emergency recovery operation. Such arrangements are included in the Hepburn Shire Council Business Continuity Plan (BCP) which outline short and long-term strategies to maintain essential service delivery. The welfare needs of Council staff working in recovery have also been considered within those arrangements.

24.10 NEIGHBOURING MUNICIPALITIES

Emergencies can impact across municipalities which may require a recovery operation involving recovery team members from multiple municipalities. A coordinated response will depend upon established relationships with neighbouring municipalities and their recovery coordinators as well as a consistent set of recovery protocols and processes as set out in the [Inter-Council Resource Sharing Protocol](#).

25. RECOVERY PLANNING ACTIVITIES

Hepburn Shire Council recognises the importance of training in building and maintaining an effective level of preparedness. The MRM is responsible for ensuring staff are allocated to, and trained for, relief and recovery roles.

25.1 TRAINING AND EXERCISES

A recovery training exercise will be conducted at **least once each calendar year** which utilises recovery operations Standard Operating Procedures (SOP) and brings supporting agencies together in a practical way. These could include:

- Setting up and operating a relief or recovery centre
- Impact assessment activities (data gathering, data logging, desktop scenarios)
- Desktop discussions focussing on one or more of the recovery functions (Recovery management, outreach, community development, economic development etc)
- Use of the 'CRISISWORKS' database recovery module for managing recovery service data and reporting.

The outcomes of each exercise will be documented and kept on file. Follow up actions identified in that report will be acted upon and noted in that file.

25.2 SUPPORT FOR/FROM NEIGHBOURING MUNICIPALITIES

Utilising the Inter-Council Resource Sharing Protocol, Hepburn Shire Council will share with neighbouring municipalities resources in recovery service areas that have a standard operating procedure which don't require pre-existing knowledge of the local community. Deploying Hepburn SC staff to neighbouring municipalities in these recovery roles, which assist and relieve staff in those Councils, not only builds a 'greater shared' capacity in staffing numbers and good will, but it offers a valuable 'real time' training opportunity. These roles include:

- Environmental Health
- Impact Assessment
- Relief Centre Management
- Recovery Centre support staff
- Building surveying
- Infrastructure Assessment

26. EMERGENCY RECOVERY OPERATIONS

This section of the recovery plan outlines **what** will happen during an emergency recovery operation, and **who** will be responsible for the provision and coordination of each recovery service. A more detailed plan on **how** and **when** each of those recovery services will be delivered is contained in the [Hepburn Recovery Operations Plan](#). ([Appendix 16](#))

26.1 ACTIVATION AND NOTIFICATION

Activation of the Emergency Recovery Team is triggered when the community is directly impacted by an emergency. An alternative trigger could be a perceived or real **threat** which has a strong likelihood of occurring.

Threat Activation

There are times when emergencies have not occurred, but the threat is powerful and real. These could be triggered by a severe weather warning or an emergency occurring in a neighbouring municipality. Activation of the recovery team may be simply an alert message and escalation to standby as the threat level increases.

Emergency Activation

Activation will be a decision made by members of the Emergency Management Coordination Group (EMCG) using the Hepburn Shire Council Emergency Notification Procedure. Activation could entail:

- Placing part or all of the Recovery team on alert
- Escalating the team (part or all) to standby as the emergency broadens its impact
- Activating the relief centre teams and their operating plans as required using the *Emergency Relief Centre Operations Manual Section 5.2 - ERC Activation*.

If the MECC opens, the MRM (or deputy) will immediately attend the centre and take up their position as member of the Emergency Management Coordination Group (EMCG – MERC, MERO & MRM) which is responsible for the management of the MECC. It will be from the MECC that the MRM can effectively monitor the development of the emergency and activate the Emergency Relief Centre team as required and as set out in *Emergency Relief Centre Operations Manual*.

26.2 ESCALATION TO THE REGIONAL LEVEL

Allocation of recovery staff and resources can reach a point where the capacity of Hepburn Shire Council will be exceeded. The need for additional recovery resources will be actively monitored in the MECC and by the Emergency Relief and Recovery Sub-Committee as the recovery operation unfolds. When this occurs, the MRM will

- Determine what additional resources are required
- Notify the EMCG of the circumstances (if this point is reached during the operation of the MECC); and
- The MRM will forward the request for additional resources to the Grampians DHHS Regional EM Coordinator
- The MRM will continue to liaise with DHHS

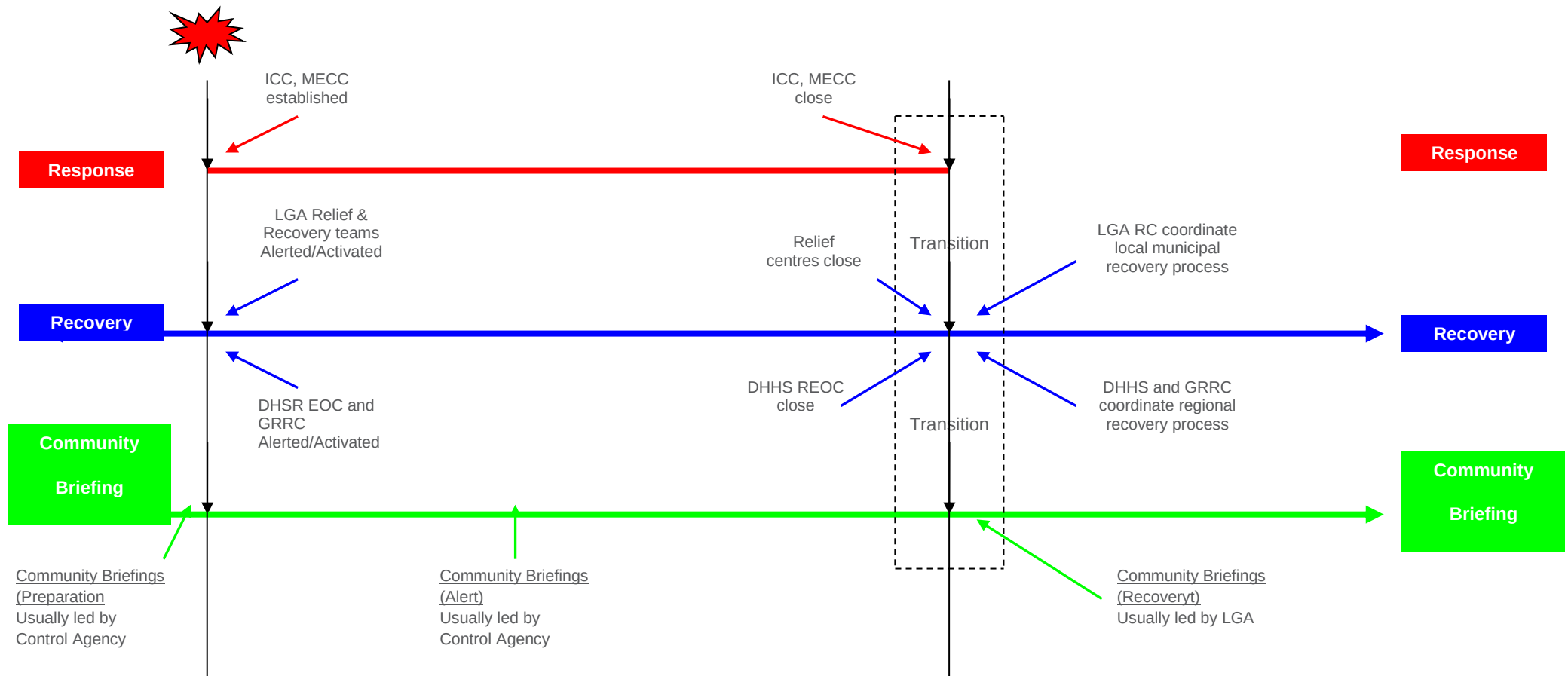
27. TRANSITION FROM EMERGENCY RESPONSE TO RECOVERY

Recovery will begin very soon after an emergency occurs. As the emergency comes under control and containment is achieved, a transition period from response to recovery coordination occurs.

The diagram **Figure 3, Response/Recovery Interface**, illustrates how the response, relief and recovery processes operate in parallel with each other and then the point where this transition would take place.

The transition from response to recovery requires a level of understanding and cooperation between the respective Emergency Management coordinators. Appropriate arrangements must be negotiated and documented to ensure this occurs. Hepburn Shire Council will appoint an Emergency Recovery Officer during the transition.

Response/Recovery Interface (Figure 3)



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27.1 RECOVERY OPERATION PHASES

A recovery operation will move along an evolving continuum, often stretching beyond a 12 month period, with the recovery services changing to meet the needs of the affected community. Essentially, some needs will be met earlier in the recovery process (such as relief, material aid, temporary accommodation, clean-up and financial assistance), but others (such as physical reconstruction, community development, economic development and environment rehabilitation) take a much longer time to deliver. This plan has grouped the key recovery services into five primary phases or steps in emergency recovery operations that are related to a time continuum relative to small, medium and large scale emergencies.

The following table is a summary of a *hypothetical recovery time continuum* for a large scale emergency. The time continuum for small and medium scale emergencies may differ from those outlined below, but they will follow the same basic process.

27.2 THE FIVE PHASES OF EMERGENCY RECOVERY

- During the incident (usually the response phase);
- Immediately after the incident (1 – 7 days);
- Short term (2 – 4 weeks);
- Medium term (2 – 3 months); and
- Long term (4 months and onwards depending upon the impact)

1. During The Incident	
Activity	Responsibility
Activate emergency relief arrangements	EMCG
Conduct an Initial Impact Assessment	ICC
Assess the need and plan for Secondary Impact Assessment	EMCG
Activate the Media Liaison Coordinator	MRM
Conduct community response information meetings	ICC
Plan for community recovery information meetings	MECC Planning Unit
Plan for the establishment of a recovery centre.	EMCG
2. Immediately After The Incident (1 – 7 days)	
Activity	Responsibility
Notify State Treasury & Finance that there is an emergency	Mgr Finance & IT
Conduct community recovery information meetings and other communications	MRM and Communications Coord.
Activate Recovery centre(s) if required	MRM & Recovery Centre Coord.
Coordinate provision of material aid and temporary accommodation to the affected community	MRM & supporting agencies
Conduct a Secondary Impact - Assessment Recovery operation	MRM & PIA Coordinator
Manage clean-up and waste	Manager of Infrastructure
Address animal welfare issues	Compliance Officers, EHO

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Emergency Recovery Committee meets to assess needs	MRM & recovery coordinators
Establish recovery task forces to meet those needs	Recovery Committee
Assign case workers to households in need	Personal Support Coordinator
Escalate to Regional Recovery Coordination if required	MRM
Manage donation offers and spontaneous volunteers	MRM
Conduct first operational debrief	MRM

3. Short Term (2 – 4 weeks)

Activity	Responsibility
Task forces submit resource requirements to state government	MRM
Task forces commence implementation of recovery action plans	Council Recovery Committee
Plan for outreach services	Recovery Committee
Plan for community development activities	Recovery Committee
Maintain recovery centre services	MRM & Recovery Centre Coord.
Ensure community needs for shelter and material needs are met	Recovery Committee

4. Medium Term (2 – 3 months)

Activity	Responsibility
Plan and deliver outreach program	Social Environment task force
Maintain recovery centre services (if required)	MRM & Recovery Centre Coord
Task forces continue action plan implementation	Task force coordinators
Plan for economic development activities (if required)	Recovery Committee
Commence planning for a transition strategy back to normal	Recovery Committee
Continue to conduct recovery service debriefs	MRM

5. Long Term (4 months onwards)

Activity	Responsibility
Monitor and review the progress of the Recovery Action Plan	Recovery Committee
Celebrate recovery milestones	Recovery Committee
Continue the development of the transition strategy	Recovery Committee
Conduct final debrief	MRM

27.3 RECOVERY SERVICE OPERATIONS SUB-PLANS

What recovery service operations sub-plans are not included in the Operations Plan

- Some of the recovery services outlined in the preceding table are coordinated or provided by Council departments as part of their daily responsibilities. For the Hepburn SC these include:
- Recovery secondary impact assessment and rebuilding of Council infrastructure and assets
- Environmental Health
- Building surveying
- Aged care and disability services
- Recovery Clean-up and waste management
- Community development
- Economic development

It was deemed by the recovery planning committee that a recovery operations sub-plan was not required for the 7 Council services listed above because this work is part of the daily core work. The managers responsible of these activities already have the necessary skills and arrangements in place to deal with the consequences of emergencies.

27.4 RECOVERY SERVICE ACTIVITIES

This section outlines each of the key recovery activities listed in the table above in the order that they are likely to be required.

Recovery Services Summary

The services and activities that might be required during a relief and recovery operation include:

- Emergency relief centre operations
- Emergency communications
- Recovery centre operations
- Municipal secondary impact assessment
- Emergency animal welfare

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- Donations, volunteer and public appeal management
- Psycho-social support
- Community recovery committee
- Recovery task force action plans
- Outreach services
- Community development
- Economic development
- Evaluation and reporting

27.5 EMERGENCY RELIEF SERVICES

Typically, emergency relief services are provided at a municipal **Emergency Relief Centre (ERC)** which is a **facility**. Council manages relief centre operations supported by the attendance of relief agencies. The ERC's purpose is to provide immediate and basic services to people who have been affected by an emergency. People affected by an emergency may need shelter, information, to connect with others affected, or a combination of all of these.

Essentially, an ERC is a facility for providing:

- Emergency shelter
- Food and water
- Material aid
- Information on the emergency
- Registration in the Register, Find, Reunite (RFR)
- Personal support
- First aid and primary health care
- Public health advice
- Overnight accommodation or assistance with finding short term accommodation (if required)
- Animal welfare
- Emergency financial assistance

The call to open an Emergency Relief Centre (ERC) will generally come from the Incident Controller for an emergency, or the Emergency Management Control Group (EMCG – MERC, MERO & MRM) in the MECC in response to a local need. An ERC will be opened when one or more of the following events occur:

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- Members of the community are displaced by the emergency and cannot get to their homes until the emergency is brought under control;
- Victoria Police evacuate sections of the community which is facing imminent danger;
- Members of the community, in response to reports about an emergency in the media, self-evacuate their homes or workplaces ;
- A request for assistance is received from a neighbouring municipality via the ICC; or

The activation procedure of an ERC, its setting up and operation is outlined in the [‘Hepburn Emergency Relief Centre Operations Plan’ \(Appendix 15\)](#). Refer to that for more detail.

27.6 EMERGENCY RECOVERY COMMUNICATIONS

Information is the essence of an effective recovery operation. The MRM needs an Emergency Communications Coordinator with a plan to ensure essential recovery information reaches out all members of the community so their needs can be met. It is also important to keep Council staff informed and up to date.

Getting the right information to the right people at the right time should be the primary goal of the recovery coordinator.

This can be challenging during a recovery operation because so much information will be circulated from a wide range of sources and some people may be so affected that the messages are not registering with them. The recovery communication plan needs to take these factors into account and consider the most effective methods available. The Council has a range of options available to them, and these include:

- Community meetings/forums
- Council customer service area
- Recovery centres
- After-hours emergency contact service
- Council website
- Newsletters/letter-drops
- Media releases
- Local community radio / ABC Radio Victoria / other broadcasters including electronic and print media.
- Outreach – visitation to homes and businesses

The Mayor and CEO, along with local Ward Councillors have an important role to play in communicating with the community during recovery.

27.7 RECOVERY CENTRES

Recovery Centres are set up by Councils following a significant emergency within their local government area to coordinate services to the affected community. Centres such as these are established when the demand for information and recovery services exceeds the capacity of council reception staff and the recovery team to manage.

Recovery Centre Considerations:

If required, Hepburn Shire Council will open a recovery centre/s as soon as possible after the event.

- A Recovery Centre is a one-stop shop from which information and support can be provided to impacted people **after an emergency has passed**.
- A Recovery Centre is often located as close to an impacted area as possible, although this may change according to the impact of the event (e.g. in the event of widespread flood, it's likely to be at a local centre that can be accessed readily by impacted people.)
- A Recovery Centre may end up operating over many months, once again, depending on the severity of the impact and the needs of the affected community.
- The Council has responsibility for selecting and managing the facility. They will also provide an information service for the affected community members on Council functions (clean-up, community infrastructure, environmental health, buildings and planning etc) as well as what community recovery activities are currently available. Council will also log requests for assistance and manage the data collected in the centre using the *Crisisworks People and Property* database.

The process for collecting and managing recovery centre data is outlined in the '[Hepburn Recovery Operations Plan](#)' ([Appendix 16](#)). This includes a manual and a standard operating procedure for the setting up, staffing and management of a recovery centre.

28. MUNICIPAL SECONDARY IMPACT ASSESSMENT

Municipal Secondary Impact Assessment is the process for determining the impact of an emergency on the built, natural, social, economic and agricultural environments of the affected community. This assessment is conducted primarily after the emergency when it is safe enough for trained personnel to enter the affected area.

A detailed assessment of the damage to the affected area is essential so that the municipal recovery team can:

- determine what needs to occur to ensure safety to life and property
- identify what relief and recovery requirements are needed
- provide advice to relevant Government Departments, agencies and the community
- effectively commence their planning and recovery operation.

Emergencies can have a wide-ranging impact on a community. Secondary Impact Assessment, and the ensuing Emergency Recovery operation, is conducted (as mentioned above) across 5 recovery environments:

- Social (assisting people rebuild their lives and getting communities reconnected)
- Built (re-building homes, fences, community structures, roads and utilities)
- Natural (restoring water, national parks, environment and cultural heritage assets)
- Economic (promoting tourism, assisting return of business activity)
- Agricultural (primary producer support, animal welfare, stock feed and agistment)

Strategies for recovery are developed from the Secondary Impact Assessment report and then implemented by the range of available agencies within the local government boundary and/or region.

28.1 WHO CONDUCTS THIS ASSESSMENT?

The following organisations, as designated in the Emergency Management Manual of Victoria (2013, Part 7 Emergency Management Agency Roles, Recovery Activities), are responsible for conducting PIA assessments in the following areas:

- Local Government Authority (LGA) - Where the impact is within an Urban or Industrial area and on Council property

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- Department of Economic Development Jobs Transport and Resources (DEDJTR) - Where the impact is upon rural and farming enterprises and state owned public land

The [Hepburn Shire Council Municipal SIA Operations Plan](#) is at [Appendix 23](#).

28.2 EMERGENCY ANIMAL WELFARE

Being a rural municipality, Hepburn Shire Council has a large primary producer presence (particularly in the western half) with a total of 1459 farm businesses running approximately 480,000 head of stock. (DEDJTR 2011 survey) DEDJTR is responsible for the coordination of emergency welfare for these animals as well as injured wildlife

For Hepburn Shire Council, there are **4,630** registered companion animals (cats and dogs) across the Hepburn shire whose emergency welfare they must consider. These are the **known** numbers of animals. There is also an **unknown** number of animals (livestock, horses, poultry etc deemed companion animals) on non-farm lifestyle properties. Hepburn Shire Council is responsible for their emergency welfare as well.

An emergency such as a fire will inevitably impact on animals across all 3 categories (primary production, wildlife and companion), so animal welfare becomes a significant emergency recovery consideration.

A plan has been developed to guide local emergency animal welfare arrangements with emphasis given to:

- Identification of affected animals
- Management of evacuated animals at Emergency Relief Centres
- Management of stray or roaming animals
- Animal welfare assessment
- Veterinary treatment and triage
- Humane destruction or salvage slaughter
- Carcass disposal
- Provision of emergency pet food, livestock fodder and water
- Coordination of donations and offers of assistance

More detail on the procedures for emergency animal welfare can be viewed in the [Hepburn Shire Council Emergency Animal Welfare Operations Plan](#) at [Appendix 17](#).

28.3 PSYCHO-SOCIAL SUPPORT

Following an emergency, affected members of the community might require one or more of the following services:

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- General personal support
- Case support
- Outreach
- Counselling

Initial personal support services may be general in nature at relief/recovery centres and community meetings. People who have lost their homes may require case support which provides on-going assistance for as long as they need it.

The arrangement between the agencies charged with the responsibility for providing these services is set out in the [Hepburn Shire Council Psycho-Social and Case Support MOU](#) at *Appendix 10*.

28.4 RECOVERY TASK FORCES AND ACTION PLANS

Task forces (or recovery workgroups) will be formed within the Emergency Recovery Committee to develop and implement recovery action plans. They will largely align themselves with the 5 recovery environments (social, built, economic, natural & agriculture outlined in the table - 'Recovery Services and their Functional Areas'), but additional groups may need to be formed where a specific function or community group requires extra coordination. Examples in the past have seen Tourism and Communication task forces formed to prepare and implement specific recovery service action plans.

The formation of these task forces allow the Council staff, agencies and service coordinators, specific to their particular environment (or function), to meet and develop their action plans in a focussed manner. Each task force will be required to do the following:

- Appoint a Chair for the workgroup – (eg Council engineer for the built environment)
- Assess the needs identified in the Secondary Impact Assessment
- Determine the recovery services required to meet those needs
- Prepare an action plan which sets out an implementation plan and timeline
- Apply for funding through the recovery assistance program on offer at the time
- When ready, implement the recovery action plan
- Meet regularly to monitor progress
- The Chair attends the Emergency Recovery Committee meetings to provide progress reports and liaise with the other task forces

29. DONATIONS, VOLUNTEER AND PUBLIC APPEAL MANAGEMENT

In an emergency, community goodwill may result in a flood of offers of material goods, volunteer assistance and possibly a call to conduct a public fundraising appeal. Unsolicited goods and services donations can cause many problems, largely related to logistics and administration overheads needed to manage them. Also, only a small percentage of them end up being useful. The introduction of large quantities of commodities into an affected area can also hurt the local economy if it is already vulnerable

29.1 HEPBURN SC POLICY

To ensure the effective management of offers of material aid, volunteer support or money, Hepburn Shire Council will ensure that people making offers

- Receive a professional and courteous response from Council staff;
- Understand the conditions where offers of support will or will not be accepted; and
- Are made aware of ways to get involved in recovery activity (service clubs, volunteer agencies etc).

29.2 SPONTANEOUS VOLUNTEERS

These are people who have the desire to help in emergencies even though they may not have had actual experience, or training.

So what's the difference between a volunteer and a spontaneous volunteer?

A volunteer is:

- affiliated - a member of an organised recognised group
- may have been trained to some degree in emergency management relevant skills
- accountable and responsible (through their organisation)
- a known quantity

A spontaneous volunteer is;

- unaffiliated – not a member of an organised, recognised group
- unlikely to have been trained in emergency management relevant skills
- not responsible or accountable to any given organisation
- an unknown quantity

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- possibly a 'previous' volunteer (no longer involved)

Volunteers are an essential resource who need to be utilised in a recovery operation, but spontaneous volunteers require careful pre-planning and preparation as well as close supervision.

There will be tasks and circumstances where these volunteers can be utilised, and there will be times when their offers will be declined. While the Council may use spontaneous volunteers in their recovery operations, . Council will register spontaneous volunteer offers, and where appropriate match their skill to an identified need.

A Standard Operating Procedure (with registration and log forms) is held in the Emergency Recovery Operations Plan.

29.3 DONATED GOODS

Hepburn Shire Council will

- record (or log) offers of goods and services with a return contact number;. and
- refer these offers to the material aid provider for consideration.

DUE TO FOOD HANDLING REGULATIONS, DONATIONS OF PERISHABLE FOOD CANNOT BE ACCEPTED UNDER ANY CIRCUMSTANCES.

29.4 PUBLIC MONETARY APPEALS

Hepburn Shire Council will **not** conduct any public monetary appeals, but will support local efforts led by other agencies with the appropriate governance structures in place (e.g Community Bank to run appeals).

29.5 OUTREACH SERVICES

Outreach services are defined as a visitation process for delivering and gathering of information at the home or business of affected households or individuals. Essentially it is a coordinated door knock with the intention of providing personal support (which is essentially a sympathetic ear to gauge how they are travelling and the provision of recovery services information).

The Outreach model for providing effective personal support services will aim to assist people to recover from emergencies which may have been stressful and traumatic events, whilst supporting and working within the existing service system structure.

A coordinated proactive Outreach model is one of the primary tools which achieve the following:

- The ability to assess the level of needs within the community;

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- Ensure key services are been delivered and that they meet community expectations.
- Reduce the number of visits by agencies to affected people.
- Provide effective personal support which may reduce the requirement for counselling and formal mental health services at a later date.

While it is recognised that many homes may be in the geographic area impacted by an emergency, careful prioritising and monitoring will need to be undertaken to maximise the ability to provide outreach to the areas most affected.

When planning the initial outreach visits, consideration needs to be given to:

- local understandings about the community profile
- which areas have experienced severe damage from the event
- the extent of the loss of essential services. Districts without essential services may also have vulnerable people living in those areas

Hepburn Health Service as the Psycho-social Support Coordinator *has the responsibility for planning and implementing an outreach program in partnership with the Recovery Committee and the Australian Red Cross.*

29.6 COMMUNITY DEVELOPMENT

An emergency can have a range of impacts on a community which may cause social networks to be disrupted or completely break down. These emergencies can range from single incidents (such as a house fire) to catastrophic events (such as a flood or a major bushfire). These impacts may cause losses of:

- primary residences
- essential services (transport, utilities, local store or service station)
- community assets (community hall or sporting facilities)
- volunteer support (due to them being directly impacted or overworked)
- community and sporting networks
- income (through drop in business activity)

One or a combination of these may cause people to 'disconnect' from the community support networks which can add to their stress level and/or trauma. There are a range of recovery activities that can be undertaken to assist with a return to normality. These include:

- Rebuild lost community infrastructure

► MUNICIPAL EMERGENCY MANAGEMENT PLAN

- Employ a Community Development Officer (CDO) to prepare and implement a plan which encourages people to reconnect, and thus assist them to recover from the emergency.
- Send key messages to the impacted community providing information on the community development process and associated activities
- Establish a 'Community Recovery Committee'

29.7 Community Recovery Committee (CRC)

Where the magnitude of the event requires community input into the recovery process, a Community (*INCIDENT*) Recovery Committee may be established within the affected area.

For example, a *BUSHFIRE* Recovery Committee may be established following a severe bushfire. The same would apply for managing the recovery process for a drought or flood, etc.

This committee, normally facilitated by the CDO and chaired by the MRM, will plan and initiate community development activities designed to support and bring people together.

Details on the composition and activities of this committee can be viewed in Recovery Operations Plan - [Community Recovery Committee Terms of Reference](#) template. (Note: The DRAFT Recovery Operations Plan is currently being circulated to the MEMP for comment)

Responsibility for this recovery function lies with the Hepburn Shire Council Community Development Officer

30. ECONOMIC DEVELOPMENT

An emergency can also have a range of impacts on the business community which may cause economic activity to be disrupted or completely break down. These impacts may cause losses of:

- Building and production infrastructure
- Customer base (negative impact on tourism numbers)
- Supply chain
- Jobs or employees

One or a combination of these may cause a negative impact on economic activity and the community. There are a range of recovery activities that can be undertaken to assist with a return to normality. These include:

- Visits to the impacted businesses and note their concerns and provide support information.
- Employment of a Business Development Officer (BDO) to prepare and implement a business support plan which will aid their recovery
- Send key messages to the impacted business community providing information on the business development process and associated activities
- Conduct business planning workshops

31. RECOVERY PERSONNEL AND STAFF WELFARE

The following should be considered when maintaining an effective workforce within the recovery team.

- staffing numbers and workload
- rotations/rosters
- use of volunteers
- mutual aid from neighbouring municipalities

Note: Staff will be undertaking multiple roles and functions.

Staff welfare is often overlooked due to the priority given to supporting the management of the recovery operation. It is important to recognise that emergency recovery staff may be emotionally affected, as they are likely to be dealing with people who have been affected by the emergency. In addition, they may have concerns about their own families and friends who have been similarly impacted. Also, their recovery role is unlikely, in some cases, to be part of their normal Council function and they may feel pressured to undertake these daily tasks a well.

As a result, there is a potential for a substantial amount of stress and work overload among the recovery staff. The Hepburn SC Business Continuity Plan, if implemented as it is designed, should address some of the workload issues, but won't resolve all of them.

Therefore, the Incident Management Team, in conjunction with the Recovery Management Team, should take steps to provide welfare support to recovery staff including:

- Providing a supportive working environment;
- Providing backfill into their substantive role when required;
- Ensuring regular breaks;
- Making available psychological support and counselling;
- Providing information and assistance regarding staff families and related issues;
- Managing workloads;
- Recognising post-event staff needs.

The recovery operation cannot operate without the relevant individuals to source resources and provide support to the recovery operation. As such, the workforce management issues and welfare of staff, including personnel from other agencies, should be paramount.

32. EVALUATION AND REPORTING REQUIREMENTS

32.1 REPORTING

The MRM will be responsible for coordination of reporting to DHHS

- Loss and damage to private and community infrastructure
- Affected households and businesses
- Vulnerable people

The responsible GM will report on projects and programs funded through recovery as set out in funding agreements

32.2 EVALUATION

At the conclusion of the various recovery activities (eg Relief and Recovery Centres) and the implementation of recovery action plans, a debrief will be held to evaluate how well the recovery functions and the overall operation performed. This process helps identify good practices and areas for future improvement.

The review also allows any issues falling out of the recovery operation to be aired, for affected individuals to be identified and have their welfare needs addressed, and for lessons learned on the way to be included into the future planning arrangements.

The action items arising out of this evaluation need to be documented, placed on file and worked through by the Recovery Planning Committee. Confirmation that those improvement activities were undertaken will be sought during the next MEMP review, which occurs every 3 years.

PART 5

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7. MEMPC Roles
8. Plant and Equipment Register
9. MECC Operations Manual
10. HSC Psycho Social and Case Support MOU
11. Emergency Control and Support Agencies
12. Municipal EMLO SOP
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