

Municipal Emergency Management Planning

Hepburn Shire



Hepburn Shire Municipal Emergency Management Planning Committee

Municipal Emergency Management Plan

2022-2025



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Understanding this Municipal Emergency Management Plan:

Accessibility

In developing this Municipal Emergency Management Plan (MEMP), due consideration has been given by the Hepburn Shire Municipal Emergency Management Planning Committee (MEMPC) to the Victorian Government's [Accessibility guidelines for government communications](#).

This MEMP has been written in plain English. The usage of acronyms and jargon has been minimised wherever possible, however there is a Glossary of Terms and Acronyms included in Section 8 (Appendices).

The MEMPC is thoroughly committed to building community resilience by making emergency management planning accessible to all members of the community.

Hyperlinks

Many of the documents, policies, and websites that are referenced in this MEMP are live documents that are subject to ongoing review and amendment. Due to this, hyperlinks are included throughout this MEMP so that readers can access the current version of the reference materials. Whilst every effort is made to ensure that hyperlinks are current and functional, occasion may arise where a hyperlink no longer works.

Operational Information

Historically, MEMPs have contained information pertaining to municipal council and agency specific emergency management. Under the reformed emergency management planning arrangements detailed in [Section 1.2](#), ownership of this MEMP has been transferred from Hepburn Shire Council to the multi-agency MEMPC.

Due to this, municipal council and agency specific emergency management information has been removed and is now included in complimentary plans, standard operating procedures, and sub-plans. Please note that sub-plans are considered an extension of this MEMP and are referenced as such throughout this MEMP. Sub-plans are relied upon to provide hazard specific information.

Support

If you have specific questions pertaining to this MEMP, or have any other queries relating to emergency management planning arrangements within Hepburn Shire, please send an email to memo@hepburn.vic.gov.au

Please note that this email is not monitored 24/7 and response times to any inquiries will be dependent on operational requirements and staff availability. If you require emergency assistance, please ring 000.

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1 Introduction

1.1 Acknowledgement of Country

The Hepburn Shire Municipal Emergency Management Planning Committee (MEMPC) acknowledges the Dja Dja Wurrung as the Traditional Owners of the lands and waters on which we live and work. On these lands, Djaara have performed age-old ceremonies of celebration, initiation, and renewal. We recognise their resilience through dispossession, and it is a testament to their continuing culture and tradition, which is strong and thriving.

The Hepburn Shire MEMPC also acknowledge the neighbouring Traditional Owners, the Wurundjeri to the Southeast and the Warawurrung to the Southwest and pay respect to all Aboriginal peoples, their culture, and lore. The Hepburn Shire MEMPC acknowledges their living culture and the unique role they play in the life of this region.

1.2 Plan Aim and Objectives

The MEMP documents the agreed emergency management arrangements for prevention, preparedness, response, relief and recovery; and defines the roles and responsibilities of stakeholders at the Municipal level. This plan supports efficiency and effectiveness, on a platform of shared responsibility and interoperability to deliver community centred outcomes.

The MEMP seeks to build safer and more resilient communities through dynamic engagement and connectedness with the individuals, groups and broader society that makes up the Hepburn Shire. It ensures a coordinated and integrated approach with a focus on community involvement in planning in line with the 'all communities – all emergencies' approach to emergency management. The 'all communities – all emergencies' approach to emergency management is a Victorian variation of the 'all hazards' approach to emergency management, which recognises the need to engage with all sectors of the community.

The MEMP is consistent with and contextualises both the State Emergency Management Plan (SEMP) and the Grampians Regional Emergency Management Plan (REMP). This MEMP is a subordinate plan to both the SEMP and the REMP and every effort has been made not to duplicate either of the aforementioned. Where required, this MEMP refers to the applicable superior plan in lieu of duplication of information.

1.3 Authority

In 2020, the [Emergency Management Legislation Amendment Act 2018 \(EMLA Act 2018\)](#) amended the [Emergency Management Act 2013 \(EM Act 2013\)](#) to provide for new integrated arrangements for emergency management planning in Victoria at state, regional and municipal levels. The amended *EM Act 2013* created an obligation for a MEMPC to be established in each of the municipal districts of Victoria, including the alpine resorts which, for the purposes of the act, are taken to be a municipal district. Each MEMPC is a multi-agency group whose members bring organisation, industry, or personal expertise to emergency management planning for the municipal district.

This plan has been prepared in accordance with, and complies with the requirements of the *EM Act 2013*, including having regard to the guidelines issued under s77, [Guidelines for Preparing State, Regional and Municipal Emergency Management Plans](#).

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1.4 Plan Assurance and Approval

1.4.1 Assurance

Pursuant to the [EM Act 2013 s77 Guidelines for Preparing State, Regional and Municipal Emergency Management Plans](#), the MEMPC are responsible for preparing and submitting to the REMPC, a Statement of Assurance to confirm that this MEMP complies with the requirements of the *EM Act 2013* and guidelines.

A Statement of Assurance was submitted to the Grampians REMPC on 21 December 2022.

1.4.2 Approval

This MEMP has been approved by the Hepburn Shire MEMPC and the Grampians REMPC Sub-Committee for Assurance, on behalf of the REMPC.

This MEMP comes into effect when it is published on the Hepburn Shire Council website <https://www.hepburn.vic.gov.au> and remains in effect until superseded by an approved and published update.

1.5 Plan Review

To ensure this plan provides a current integrated, coordinated and comprehensive approach to emergency management and is effective, it will be regularly reviewed and updated as required.

At a minimum, the MEMP is to be fully reviewed at least every three years. This plan will be reviewed no later than 10 February 2026.

Further, this MEMP is current at the time of publication and remains in effect until modified, superseded or withdrawn. It is the responsibility of individuals to ensure they have the current version of the MEMP and Sub-Plans.

An urgent update of this plan is permitted if there is significant risk that life or property will be endangered if the plan is not updated (*EM Act 2013 s60AM*). Urgent updates come into effect when published on council's website and remain in force for a maximum period of three months.

1.6 Disclaimer

No individual, organisation or other entity should consider this plan to be entirely without error or omission and that by use of this document, the user acknowledges that this plan is subject to amendment and revocation without notice at the discretion of the Municipal Emergency Management Planning Committee and the Regional Emergency Management Planning Committee. The authors and publishers of this plan disclaim all and any liability to any individual, organisation or other entity, in respect to anything done or omitted to be done by any individual, organisation or other entity in reliance upon any aspect of this publication.

Some sections of the plan may be withheld from the public to protect confidentiality. Section 60AI(2) of the *EM Act 2013* allows the MEMPC and Emergency Management Victoria to exclude information from this published version, that is related to critical infrastructure, personal information or information that is of a commercially sensitive nature.

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2 Municipal District Characteristics

2.1 Topography

Hepburn Shire lies in the Central Highlands of Victoria, just over an hour's drive north of Melbourne and is situated between the provincial cities of Ballarat and Bendigo. Covering an area of 1,470 square kilometres, the Shire lies on the Great Dividing Range with land draining to the north, making it a valuable resource as a water catchment area for potable and irrigation water.

Most of the Shire is rural and undulating. The western half, including the business districts of Clunes and Creswick consists predominantly of broad acre farmland and pockets of dense forest. The eastern half, including the business districts of Daylesford and Trentham, is heavily treed with native forest but also contains areas of farmland scattered throughout.

2.2 Demography

The total population of Hepburn Shire is 15,330 people as of 2016. Hepburn Shire has a modest forecasted population growth of 0.66% per annum until 2036. People aged 25–44 are strongly under-represented in the population with 18.7 % while those aged 65+ make up 24.6% of the population. These statistics reflect an ageing population and the willingness of the younger generation to migrate in search of new opportunities, particularly to the provincial cities of Ballarat and Bendigo.

The main townships of Hepburn Shire are the business districts of Clunes, Creswick, Daylesford, and Trentham. The township of Glenlyon is located east of Daylesford and north-west of Trentham and has a significant population within the municipal context of 389 people. The populations for the business districts are: Clunes (1,728), Creswick (3,170), Daylesford (2,548) and Trentham (1,180).

2.3 Vulnerable Persons (Community Organisations and Facilities)

The state-wide database for vulnerable people is regularly updated and available via Victoria Police for agencies in the event or possible event of a major incident. Hepburn Shire provides a Vulnerable Persons Register Coordinator, who assists other agencies with maintaining their entries in the state-wide database on an ongoing basis.

Facilities including aged and disability services, healthcare facilities and schools are listed in the Vulnerable Facilities Register and need to be considered as vulnerable facilities which may require specialist planning and response arrangements. These specialist arrangements are actioned by the responsible agency under the SEMP.

2.4 Essential Infrastructure and Major Hazard Facilities

2.4.1 Essential Infrastructure

Essential infrastructure includes those physical facilities, supply chains, systems, assets, information technologies and communication networks which, if destroyed, degraded or rendered unavailable for an extended period, would significantly impact on the social or economic wellbeing of the community.

The MEMPC considers essential infrastructure to be within its planning in order to mitigate disruption of services and the subsequent impacts on the community.

For information on essential infrastructure within and surrounding Hepburn Shire, visit [Environmental Scan Grampians V2.pdf \(emv.vic.gov.au\)](#)

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2.4.2 Major Hazard Facilities

Major hazard facilities are locations such as oil refineries, chemical plants and large fuel or chemical store sites where significant quantities of hazardous materials exist. These facilities are managed and regulated by WorkSafe Victoria with the assistance of the Environment Protection Authority Victoria.

The Hepburn Shire MEMPC has committed to consistently engaging with the major hazard facilities to promote cooperation between the operator and all agencies represented on the MEMPC. This engagement promotes regularly exercising plans and the mutual development of knowledge, capability, and capacity.

2.5 Climate Change

Climate change is having a direct impact on emergency management in the Hepburn Shire region, through the increasing severity and frequency of extreme weather events. Such events can include prolonged heatwaves, storms and floods and more extreme fire behaviour.

Addressing climate change risks and impacts remains an urgent, significant challenge for the emergency management sector, as outlined in the Australasian Fire and Emergency Service Authorities Council's 2018 publication:

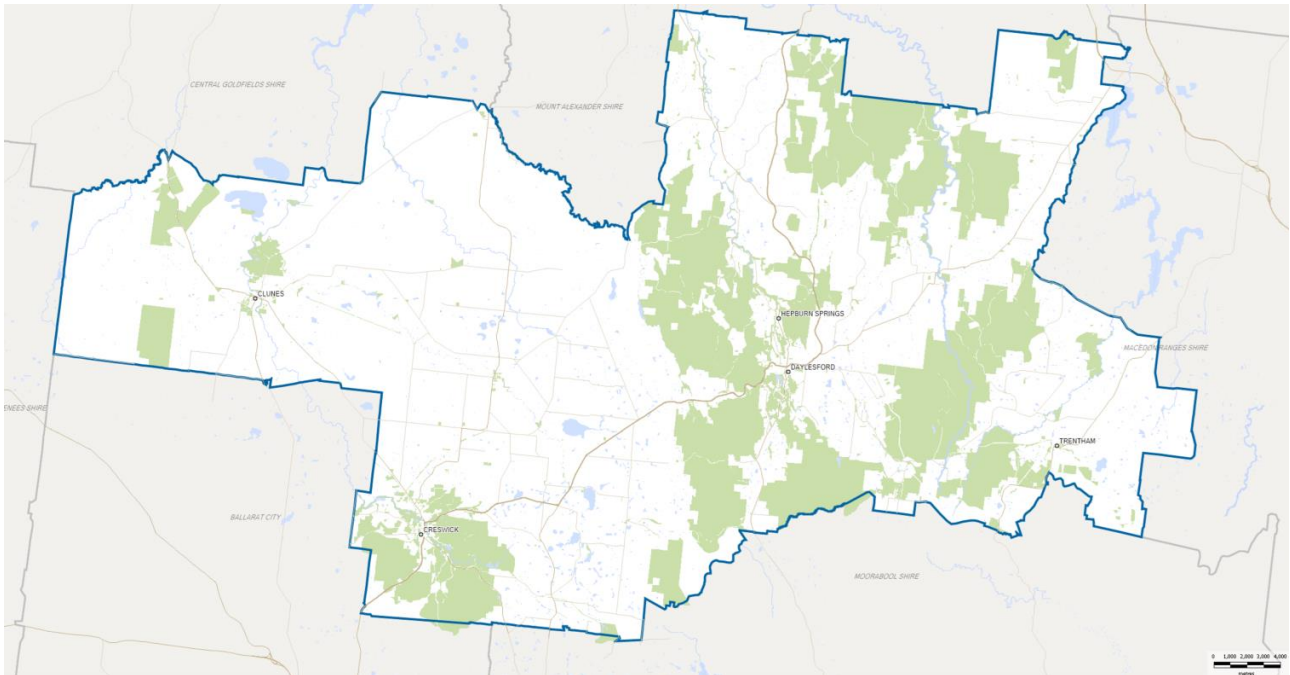
[Discussion Paper on Climate Change and the Emergency Management Sector](#)

Emergency management planning needs to consider the compounding impacts of extreme weather events and MEMPCs and REMPCs need to continue to work towards building stronger community resilience to impacts of emergencies.

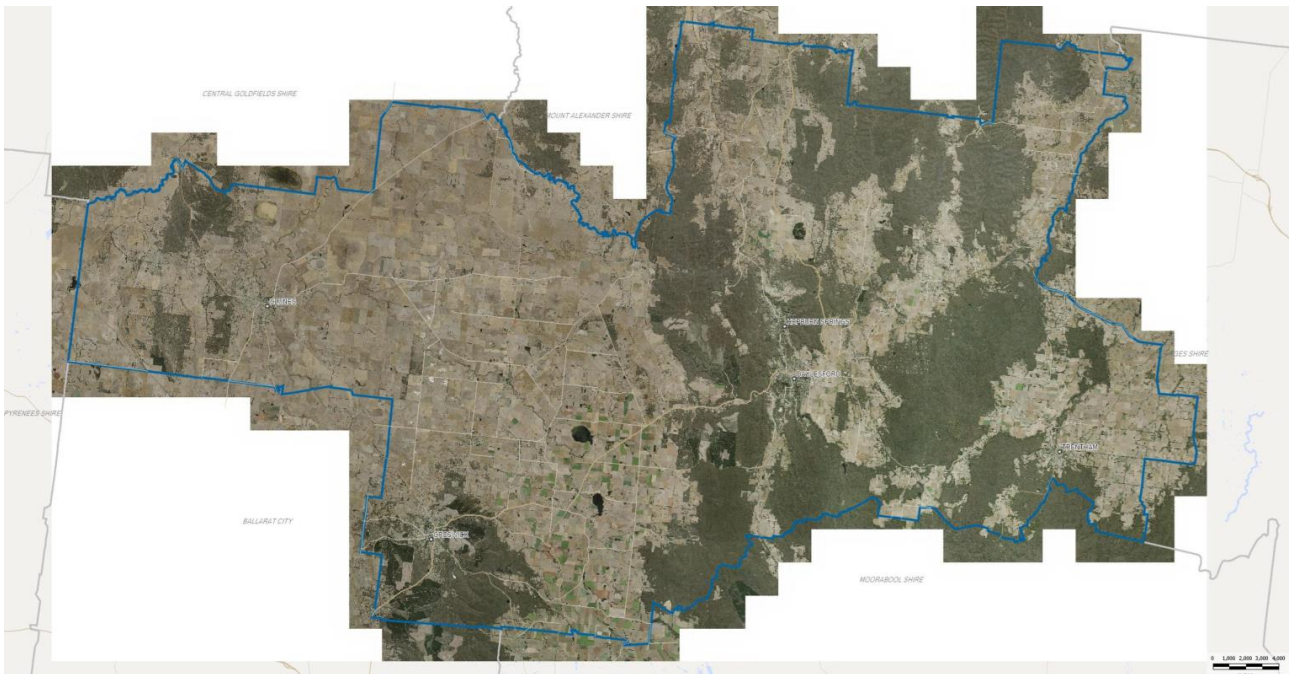
For more information on climate change and its relationship with emergency management visit: [Australian Disaster Resilience Knowledge Hub \(aidr.org.au\)](#)

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2.6 Municipal Location Maps



Hepburn Shire Local Government Area Map



Hepburn Shire Aerial Map

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Hepburn Shire Ward Map

2.7 History of Significant Emergencies

The emergencies listed in this table are significant incidents that have required a multi-agency response. Non-major emergencies (also known as single incidents) are not captured in the below history. The locations listed were the townships hardest hit however, other locations within the shire may have been impacted to a lesser degree.

Incident	Location	Date
Bushfire	Bullarto	February 2009
Major flood	Creswick and Clunes	September 2010
Major flood	Creswick and Clunes	January 2011
Major flood	Shire Wide	September 2016
Bushfire	Hepburn	February 2019
Storm	Trentham	June 2021
Flood	Creswick	January 2022
Flood	State-wide	October 2022

3 Planning Arrangements

3.1 Emergency Management Planning Framework

This MEMP supports coordinated emergency management arrangements within the Victoria and the Grampians Region. It is consistent with and contextualises the SEMP and REMP within the municipal context. This MEMP is a subordinate plan to the REMP, which is a subordinate plan to the SEMP. It is a key tenant of the framework that an inferior plan must not conflict with or duplicate a superior plan. This MEMP does not conflict with or duplicate any superior plan. This MEMP will be reviewed upon the amending of either the REMP or the SEMP to ensure consistency.

Figure 1 outlines the emergency management planning hierarchy. This MEMP should be read in conjunction with the SEMP and the REMP.

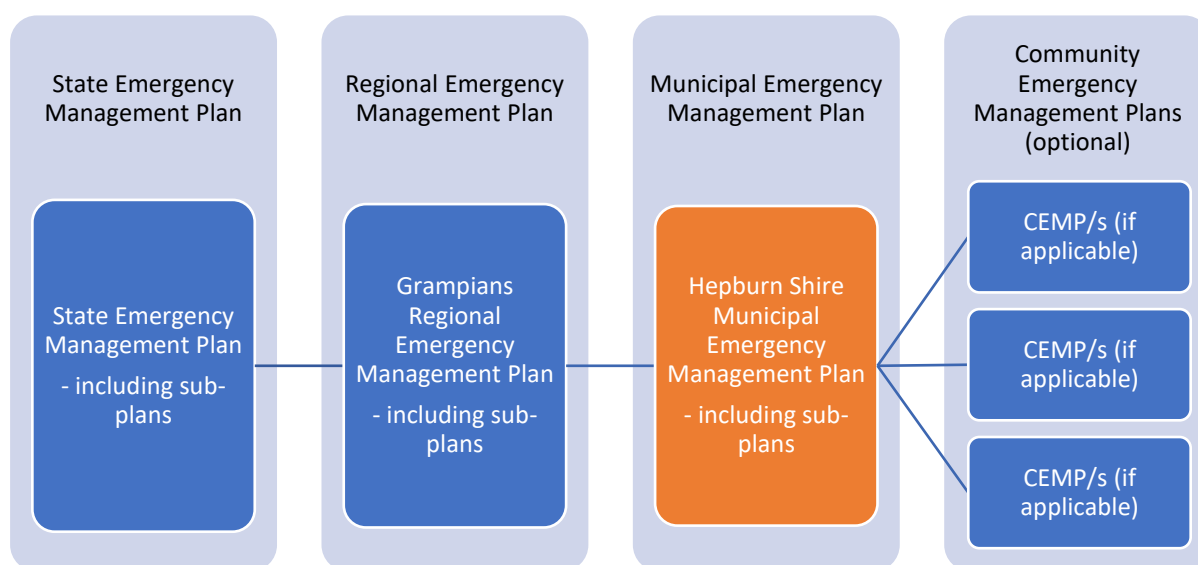


Figure 1: Plan Hierarchy

The Hepburn Shire MEMPC is responsible for the development and maintenance of this MEMP. The role of the MEMPC is to facilitate municipal emergency management planning. The MEMPC does not play an active role within emergency response, however its members may do so within the scope of their substantive agency positions. Exception to this may be the MEMPC sanctioning coordinated multi-agency communications, specific to the municipality, during a pro-longed emergency response (e.g. pandemic response).

Inter-agency collaboration is paramount to effective municipal emergency management planning. The following agencies and individual(s) are represented on the Hepburn Shire MEMPC, in accordance with s59A of the [EM Act 2013](#):

1. Ambulance Victoria
2. Australian Red Cross Society
3. Country Fire Authority
4. Department of Environment, Land, Water and Planning
5. Department of Families, Fairness and Housing
6. Hepburn Shire Council

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7. Nominated Community Representative.
8. Victoria State Emergency Service Authority
9. Victorian Council of Churches Emergencies Ministry Ltd.

The MEMPC may choose to invite any agency or individual it deems suitable by invitation of the Chairperson of the MEMPC. The MEMPC is committed to ensuring diverse and equitable representation in its membership to promote effective and engaged municipal emergency management planning.

3.2 Sub-Committees and Working Groups

In 2021, the MEMPC chose to establish two separate sub-committees which address the prevailing risks within the municipality, fire and flood. The sub-committees are administered by their respective response control agencies. These sub-committees are considered an extension of the MEMPC but operate under their own individual terms of reference.

The MEMPC has opted not to establish a sub-committee for the specific purpose of relief and recovery planning. In-lieu of this, the MEMPC may choose to establish a working group to support relief and recovery arrangements under the guidance of the Regional Relief and Recovery Plan, which is a sub-plan of the REMP.

Figure 2 outlines the current structure of the MEMPC.

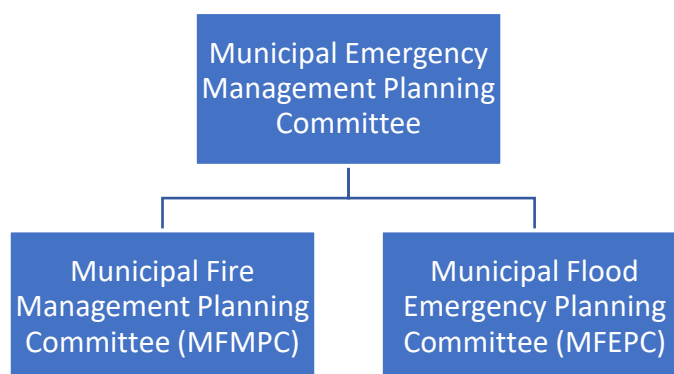


Figure 2: MEMPC Structure

3.2.1 Sub-Committee Functions

MEMPC Sub-Committees serve to provide specialised advice and information to the MEMPC regarding specific risks or emergency management arrangements, in-line with its respective speciality.

The functions of a MEMPC Sub-Committee are typically:

- Contribute to meeting the Sub-Committee’s Terms of Reference.
- Provide specialised advice and information to the MEMPC.
- Contribute to the identification of specific hazards and risks within the municipality.
- Contribute to the management of identified hazards and risks within the municipality.
- Facilitate the development of required Sub-Plans.

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3.2.2 Sub-Committee Terms of Reference

Terms of Reference are developed for each Sub-Committee at their first meeting and are put to the MEMPC for endorsement.

3.2.3 Sub-Committee Reporting

Sub-Committee meeting minutes are provided to the MEMPC at the next meeting of the MEMPC. A verbal report may also accompany this if the Chairperson of the Sub-Committee believes it necessary, or if requested by the MEMPC.

3.2.4 Working Group Governance

The MEMPC may convene a Working Group to undertake specific tasks for a limited period. Working Groups meet as required and may consist of members of the MEMPC, Sub-Committees or other agencies and individuals deemed appropriate by the MEMPC.

Unlike a formalised Sub-Committee, governance arrangements are largely left to the Working Group, however the MEMPC may choose to establish basic governance arrangements.

3.3 Sub-Plans, Complementary Plans and Community Plans

3.3.1 Framework

This MEMP has been designed using a hub and spoke planning model. Whilst some MEMP's may comprehensively address all aspects of emergency management planning in a single document, this MEMP relies on the heavy utilisation of sub-plans. It is the intention of the Hepburn Shire MEMPC, under the reformed emergency management planning arrangements, to develop additional plans to support this primary MEMP.

Existing plans are represented in blue, plans pending development are represented in red:

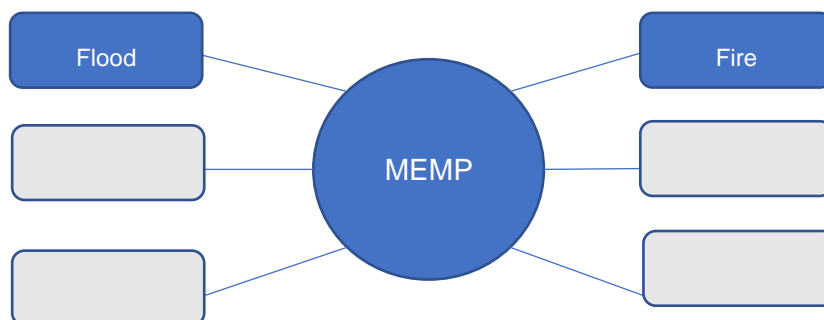


Figure 3: Plan Framework

3.3.2 Sub-Plans

The MEMPC and respective Sub-Committees determine if a sub-plan is required. Sub-plans typically address a specific risk and development is heavily informed by risk assessment consequence and likelihood ratings. All sub-plans are functionally considered an extension of the MEMP. Due to this, sub-plans are subject to the same preparation, consultation, assurance, approval and publication requirements as this MEMP, pursuant to s60ADB of the [EM Act 2013](#).

All sub-plans are accessible via the website of [Emergency Management Victoria](#).

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3.3.3 Complementary Plans

Complementary plans are prepared by agencies, authorities and industries for emergencies that do not fall within the Part 6A of the [EM Act 2013](#). They are often prepared under other legislation, governance, or statutory requirements for a specific purpose.

Complementary plans do not form part of this MEMP and are not subject to approval, consultation and other requirements under the [EM Act 2013](#).

At the time of finalising this MEMP, no complementary plans were identified.

3.3.4 Community Plans

Community plans, within the content of emergency management, are usually referred to as a Community Emergency Management Plan (CEMP). A CEMP is typically developed by a specific community group to mitigate a specific risk, often in conjunction with the MEMPC.

At the time of finalising this MEMP, no community plans or CEMP were identified for inclusion.

3.3.5 Grampians Municipal Emergency Management Enhancement Group (MEMEG)

Collaboration within emergency management provides an opportunity of more robust planning and discussions leading to better outcomes and learnings for the community.

Hepburn Shire Council works closely with neighbouring councils in the Grampians region through the Municipal Emergency Management Enhancement Group (MEMEG) to strengthen council's capability and capacity to undertake its role in Victoria's emergency management arrangements. This includes sharing resources, developing collaborative plans and guidelines and providing joint submissions to regional and state stakeholders via the MEMEG Chairperson.

3.3.6 Municipal Association of Victoria (MAV) Resource Sharing Protocol

Following the complexities experienced during/after the 2009 Black Saturday Bushfires, the Municipal Association of Victoria (MAV) and the State Municipal Emergency Management Enhancement Group (MEMEG) developed the [Protocol for inter-council resource sharing | MAV website](#).

The protocol is a mechanism for requesting or offering resources (equipment or personnel) amongst participating councils and includes a memorandum of understanding, authority, processes, request procedures and financial responsibilities.

Hepburn Shire is a current signatory on this Protocol, which formally indicates Council's support for its principles.

4 Preparedness, Prevention and Mitigation

4.1 Introduction

Preparedness and prevention are two key and long-standing tenants of the Victorian emergency management framework. Mitigation as a term has seen a resurgence in use in the wake of the Black Saturday Bushfires of 2009 and now functions fluidly within the Victorian emergency management framework.

The Hepburn Shire MEMPC is committed to developing a prepared and resilient community in accordance with the Victorian Preparedness Goal which is outlined in the [Victorian Preparedness Framework.pdf \(emv.vic.gov.au\)](#).

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The emphasis on resilient communities in this framework, aligns with the concept of preparedness as a shared responsibility, where effective mitigation, planning, preparedness, response and recovery activities are dependent on all of Victorians working together in emergencies.

This MEMPC recognises that risks cannot be eliminated entirely, and that prevention and mitigation play vital roles within the emergency management continuum. Prevention aims to reduce exposure and vulnerability to the point where risk of significant consequence is removed. Mitigation refers to the measures undertaken in preparation for an emergency with the aim of reducing the significance of the consequence.

4.2 Community Empowerment, Education and Engagement

Community empowerment, education and engagement are all essential parts of preparedness, through partnering with the local community to plan and prepare for the emergencies that could affect them.

Engaging with the community helps the emergency management sector better understand the community needs and the level of resilience of residents and stakeholders. Effective community engagement builds trust between the community and emergency organisations and strengthens community capacity to better cope during and recover from an emergency.

The [International Association for Public Participation \(iap2.org\)](http://iap2.org) provides guidance on the types of engagement that can be used to achieve effective community engagement in emergency preparedness, prevention and mitigation. An internationally recognised spectrum of public participation is detailed by IAP2 that can be summarised as:

- **Inform** to provide the public with balanced and objective information to assist them in the understanding of the problem, alternatives, opportunities and/or solutions.
- **Consult** to obtain public feedback on analysis, alternatives and/or decisions.
- **Involve** to work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.
- **Collaborate** to partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.
- **Empower** to place final decision making in the hands of the public.

4.3 Community Emergency Risk Assessment (CERA)

Preparedness, prevention, and mitigation strategies must address known and emerging risks to the Hepburn Shire. The MEMPC is required to undertake a comprehensive emergency risk assessment regularly to ensure the Hepburn Shire risk profile remains current. This is achieved through adoption of the Community Emergency Risk Assessment (CERA) process which is designed to:

- Identify the risks that pose the most significant threat to their community.
- Identify, describe, and understand the exposure and vulnerability of key community assets, values and functions essential to the normal functioning of the community.
- Discuss and understand the consequence and likelihood, causes and impacts for each risk.
- Identify opportunities for improvement to prevention, control, mitigation measures and collaboration.
- Inform emergency management planning.

The CERA approach aims to understand the likely impacts of a range of risks upon the built, economic, natural, and social environments. CERA provides an opportunity for multiple hazards and consequences to be evaluated, allowing for the appropriate risk treatment actions. Integral to the success of the CERA process are the in-depth discussions that occur between experts, decision-makers, and community representatives. The outcome of this process is the development of specific risk mitigation strategies that promote an empowered and resilient community.

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The CERA review is conducted every three years using the ISO 31000:2009 processes and is facilitated by the Victoria State Emergency Service. A full review of the CERA for Hepburn Shire was last completed in March 2016.

4.4 Training and Exercising

Training and exercising are essential components of preparing for emergencies. Emergency management training and exercising is a controlled, objective driven activity used for testing, practicing or evaluating processes or capabilities. Exercises can range from simple discussion style to full scale field-based operations. Exercises should use the principles of the [Managing Exercises Handbook \(aidr.org.au\)](http://aidr.org.au)

A list of all training and exercises involving MEMPC participants and/or the exercising of the MEMP is included in the Appendices at Section 8.

5 Response and Relief Arrangements

5.1 Introduction

Response is defined in the [EM Act 2013](#) as “the combatting of emergencies and the provision of rescue services”. The State Emergency Management Plan (SEMP) further details emergency response as being “the action taken immediately before, during and in the first period after an emergency to reduce the effects and consequences of the emergency on people, their livelihoods, wellbeing and property; on the environment; and to meet basic human needs.”

The response arrangements for all emergencies are largely outlined in the SEMP. This MEMP outlines the emergency response arrangements for the municipal (incident) level.

5.2 State Emergency Management Priorities

The State Emergency Management Priorities underpin and guide all decisions during a response to any emergency at any level:

- Protection and preservation of life and relief of suffering is paramount. This includes:
 - Safety of emergency response personnel; and
 - Safety of community members including vulnerable community members and visitors/tourists
- Issuing of community information and community warnings detailing incident information that is timely, relevant and tailored to assist community members make informed decisions about their safety
- Protection of critical infrastructure and community assets that support community resilience
- Protection of residential property as a place of primary residence
- Protection of assets supporting individual livelihoods and economic production that supports individual and community financial sustainability
- Protection of environmental and conservation assets that considers the cultural, biodiversity, and social values of the environment.

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5.3 Incident Categorisation

Emergency events are categorised using three parameters:

- Operational Tier
- Class of Emergency
- Classification

5.3.1 Operational Tier

The operational tier defines the level of management required for the emergency event:

- Incident - managed at the local level by the Control Agency
- Regional – managed at the regional level by the Control Agency
- State Incident – managed at State level by EMV

Emergency events are managed at the appropriate operational tier until the event may require escalation to a higher level.

5.3.2 Classes of Emergency

Classes of emergency as defined within the [EM Act 2013](#):

Class	Definition
Class 1 Emergency	(a) a major fire; or (b) any other major emergency for which the Metropolitan Fire and Emergency Services Board, the Country Fire Authority or the Victoria State Emergency Service Authority is the control agency under the State Emergency Response Plan.
Class 2 Emergency	A major emergency which is not— (a) a Class 1 emergency; or (b) a warlike act or act of terrorism, whether directed at Victoria or a part of Victoria or any other state or territory of the Commonwealth; or (c) a hijack, siege or riot.
Class 3 Emergency	A Class 3 emergency means a warlike act or act of terrorism, whether directed at Victoria or a part of Victoria or at any other State or Territory of the Commonwealth, or a hijack, siege or riot.

Table 1: Classes of Emergencies

5.3.3 Classification of Emergencies

A three-level classification system is commonly used by incident management systems:

- **Level One – Small Scale Emergency (less than 24-hour impact)**

Level one incidents normally require the use of local or initial response resources. The region and/or state tiers are not activated for control or coordination.

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- **Level Two – Medium Scale Emergency (more than 24 hours)**

A level two incident is more complex in size, resources or risk than a level one. It is characterised by the need for:

- deployment of resources beyond initial response capability
- sectorisation of the emergency
- the establishment of functional sections due to the levels of complexity or;
- a combination of the above

The region and/or state tiers are activated for control and/or coordination.

The Incident Control Centre (ICC) may be activated to coordinate the multi-agency response to the event. The Incident Controller will establish an Emergency Management Team as required.

- **Level Three – Large Scale Emergency (multiple days impact)**

A level three incident is a large-scale emergency and is characterised by the levels of complexity that will require the activation and establishment of an ICC. The region and/or state tiers are activated for control and coordination.

This level of emergency will require forward planning as the emergency continues and will specifically require recovery planning during the early stages of the response phase of the emergency.

5.4 Incident Control Centre (ICC)

Incident management and control will be set up and activated by the controlling agency at a pre-determined Incident Control Centre (ICC). In some cases, it may be initially set up from a police station or predetermined municipal facility.

The Incident Control Centre (ICC) operates using the Australasian Inter-service Incident Management System (AIIMS). AIIMS provides a management system that facilitates the coordination of all activities, by all parties involved, in the resolution of any emergency.

Hepburn Shire is split between two ICC footprints, being the Ballarat and Bendigo ICC.

5.5 Command, Control, Coordination

Emergency response arrangements are underpinned by the management functions of command, control and coordination.

5.5.1 Command

Command is the internal direction of personnel and resources of an agency, operating vertically within the agency. Each agency appoints agency commanders to supervise their personnel and ensure they are working safely.

The “chain-of-command” refers to an agency’s organisational hierarchy that defines the accountability of people or positions and identifies the link between individuals and their supervisor. An agency might formally agree for a person from another agency to supervise their personnel for a

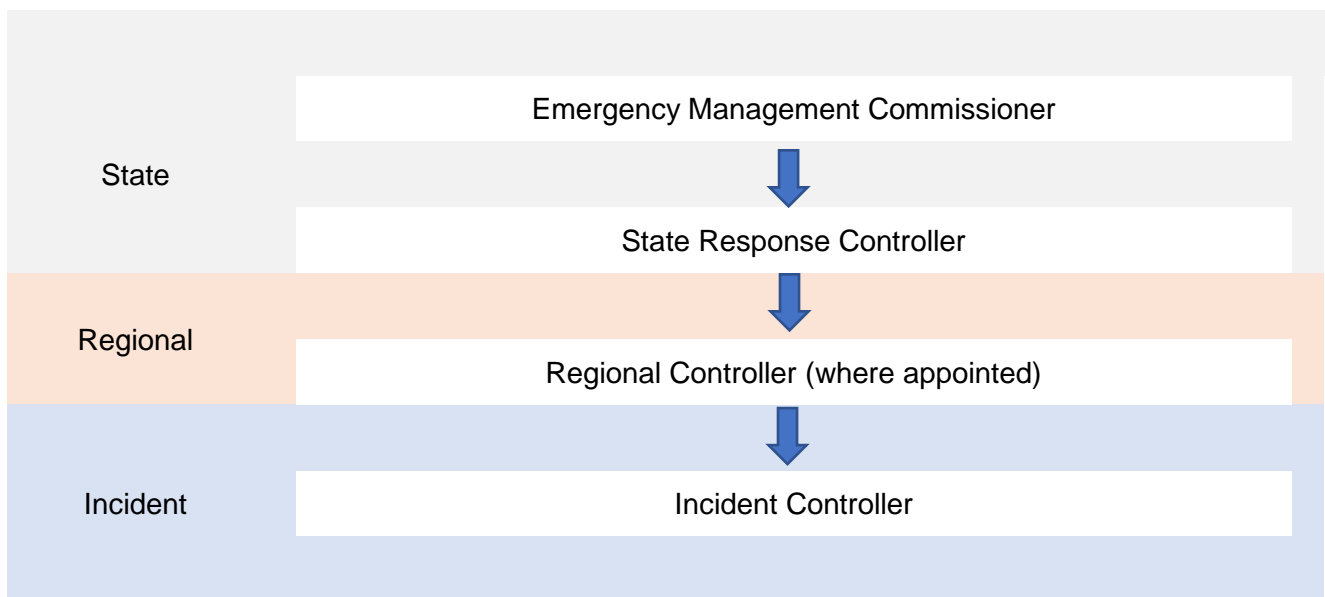
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fixed period during emergencies. However, this does not replace the home agency’s responsibility to their personnel.

5.5.2 Control

Control is the overall direction of response activities in an emergency, operating horizontally across agencies. Authority for control is established in legislation or an emergency response plan and carries with it the responsibility for tasking other agencies in accordance with the needs of the situation.

The ‘line-of-control’ refers to the line of supervision for those appointed to perform the control function. For the emergencies covered by the scope of this document, the line of control is shown below:



5.5.3 Coordination

Coordination is the bringing together of agencies and resources to ensure an effective response to and recovery from emergencies.

The Emergency Management Commissioner is responsible for response coordination at the state tier supported by the Senior Police Liaison Officer, while Victoria Police is responsible for the coordination function at the regional and municipal tiers.

5.6 AIIMS

As the nationally recognised incident management structure, AIIMS (the Australasian Inter-Service Incident Management System) provides a common management framework for organisations working in emergency management roles and/or responding to non-emergency situations. As such, the system enables multiple agencies engaged in incident prevention, preparedness, response, and recovery to seamlessly integrate their resources and activities. The Hepburn Shire MEMPC encourages all agencies to adopt AIIMS so that seamless integration of all agencies can be achieved.

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5.7 Debriefing Arrangements

The Control Agency is responsible for organising an operational debrief following a major emergency with all participating agencies and organisations as soon as practicable after response activities finish. All agencies who participated in the emergency should be represented with a view to assessing the adequacy of the response and to recommend any changes to the relevant agencies/ plans and future operational response activities.

Any learnings which impact the arrangements outlined in this MEMPC should be presented by the Control Agency to the MEMPC and/or debriefing reports submitted to the MEMPC for consideration.

5.8 Relief

Relief within the context of this MEMPC is the provision of assistance to meet the essential needs of individuals, businesses and communities in the immediate aftermath of an emergency. Emergency relief is about meeting the immediate needs of those affected during the initial impact of the emergency. Relief is usually undertaken during the response phase of an emergency and develops into a recovery process once the immediate risk to affected persons is eliminated.

Emergency relief functions are closely aligned with the early stages of the recovery process and are therefore well integrated with early recovery activities. The SEMP and Regional Relief and Recovery Plan details the relief process extensively and involves cooperation between all levels of government, non-government, and community organisations, together with the private sector to ensure:

- The immediate provision of emergency relief at the site of the emergency.
- Provision of Relief Centres.
- Provision of Relief Services.

5.8.1 Relief Principles

The fundamental principles of relief provision are:

- Communicate clear, relevant, timely and tailored information.
- Promotes community safety and minimises further physical and psychological harm.
- Provision of essential supports to meet basic and immediate needs.
- Recognises community diversity.
- Relief provisioned in a timely manner.
- Service provision is adaptive.
- Service provision is effectively integrated with existing arrangements.
- Supports community responsibility and resilience.

5.8.2 Relief Coordination

It is critical that relief activities are coordinated across all levels. Emergency Management Victoria, on behalf of the Emergency Management Commissioner, coordinates relief efforts at the State level, Department of Families, Fairness and Housing (DFFH) coordinates relief at the regional level and Hepburn Shire coordinates the relief function at the municipal level.

Within Hepburn Shire, this function is performed primarily by the Municipal Recovery Manager with the assistance of the Municipal Emergency Management Officer to provide support to the affected community. Wherever possible the normal municipal and administrative structures and practices will be employed. DFFH will assist in relief coordination, if municipal resources are considered inadequate, and an escalated level of relief is considered necessary by the Municipal Recovery Manager.

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5.8.3 Relief Operations

Relief operations can exist in a variety of forms, with differing agencies holding the primary responsibility:

- Reconnecting families and friends (Victoria Police and the Australian Red Cross)
- Food and water (Australian Red Cross)
- Drinking water for households (Department of Environment, Land, Water and Planning)
- Material aid (Salvation Army)
- Psychosocial supports (Department of Families, Fairness and Housing)
- Emergency shelter (Hepburn Shire and Department of Families, Fairness and Housing)
- Emergency financial assistance (Department of Families, Fairness and Housing, and the Salvation Army)
- First aid (Ambulance Victoria)
- Community information (Control Agency)

5.8.4 Emergency Relief Centres (ERCs)

An ERC is a location or facility used during an emergency as a place to relocate affected community members where they can receive essential support services including shelter, food and water, registration and reuniting with loved ones, material aid and emergency information.

Hepburn Shire Council is responsible for the coordination and management of an ERC. Relief support agencies are responsible for supporting ERC operations by attending the ERC to undertake the relief functions listed above.

The Incident Controller of the relevant Incident Control Centre (ICC) determines when an ERC will be stood up and stood down, in consultation with the Victoria Police Municipal Emergency Response Coordinator (MERC) and Council's Municipal Recovery Manager (MRM).

5.8.5 Neighbourhood Safer Places and Community Fire Refuges

A 'Neighbourhood Safer Place' also known as a 'Bushfire Place of Last Resort' (NSP-BPLR) is a place of last resort when all other bushfire plans have failed. Most NSP-BPLR are open-air spaces such as sports ovals. For further details on the locations on Hepburn's nominated NSP, visit [Neighbourhood Safer Places | CFA \(Country Fire Authority\)](#)

Community Fire Refuges (CFRs) are purpose built or modified buildings that can provide protection from radiant heat and embers. CFRs are also a last resort option when all other bushfire plans have failed and are only activated and opened once there is a significant fire in the local area. There are no Community Fire Refuges in Hepburn Shire.

5.9 Transition to Recovery

Recovery activities should commence alongside relief or at the first available opportunity thereafter. It is essential to ensure a smooth coordinated transition from the response phase (including relief) to the recovery phase of an emergency at the municipal level.

A formal transition takes place in accordance with the [Victorian State Emergency Management Plan \(SEMP\) - Interactive and functional PDF document - October 2021.PDF \(emv.vic.gov.au\)](#) which involves a Transition to Recovery document to be signed by all parties.

While it is recognised that early recovery activities can commence before the formal transition, there will be an end of response activities and a hand over to the municipality, to coordinate local recovery programs.

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6 Recovery Arrangements

6.1 Introduction

The frequency, intensity, and consequences of emergencies within both Victoria and the Hepburn Shire have increased in recent years and will continue to increase in years to come. The June and October storms of 2021 demonstrate that irrespective of measures taken to prepare for emergencies, it is impossible to mitigate the risk entirely and that significant consequences are possible. As the complexity of emergencies evolve, the needs of the natural environment in recovery will evolve in parallel.

Emergency recovery is the coordinated process of supporting emergency-affected communities in the restoration of their emotional, economic and physical wellbeing, as well as the reconstruction of the communities' physical infrastructure and the rehabilitation of the natural environment.

The purpose of providing recovery services is to assist the affected community towards management of its own recovery. It is recognised that when a community experiences a significant event, there is a loss of social fabric and therefore a need to supplement the personal, family and community structures that have been disrupted by the event.

The relief and recovery plan outlines the commitments of various organisations involved in recovery arrangements in Hepburn Shire. This will enable effective and coordinated management of the recovery process in the event of an emergency. This plan will facilitate the recovery of affected persons, communities and infrastructure as quickly and as practicably as possible. This plan sits within the broader structure of the Hepburn Shire's Municipal Emergency Management Plan.

6.2 Recovery Planning Pillars

The Community Emergency Risk Assessment (CERA) identifies the types of risks within the municipality, makes predictions on their likelihood of occurring and degree of impact, but does not consider their implications for the recovery process.

The municipal recovery planning process is structured to address key recovery services/activities within all recovery environments as identified in the State Emergency Recovery Arrangements. These include:

6.2.1 Social Environment

This refers to the impact that an emergency may have on the health and wellbeing of individuals, families and the community, which includes the provision of:

- Temporary accommodation;
- Material and financial assistance;
- Family and personal support;
- Psychosocial support;
- Health and medical services; and
- Community development

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6.2.2 Economic Environment

This area refers to the economic impact that an emergency may have on business, primary producers and the broader economy. The economic impact of an emergency is often hidden, and may need a detailed assessment to determine immediate and long-term effects and may include loss of business due to:

- Reduction in tourism levels
- Damage to physical premises or inventory
- Loss of productive land
- Unavailability of workers

6.2.3 Natural Environment

An emergency may impact on the natural environment within a particular geographic area, and may affect:

- Air and water quality
- Public land and National Parks
- Flora and fauna
- Ecosystems
- Cultural and Heritage Sites
- Marine environments
- Waste management

6.2.4 Built Environment

Physical infrastructure may also be impacted, and it is essential that community assets that have been damaged or destroyed during an emergency are re-established or replaced as soon as possible. Infrastructure assists individuals and the community to go about their daily lives and forms an important part of community identity. The loss of this infrastructure can also impact on the local economy. Community infrastructure may include:

- Essential services - such as water/wastewater management, gas, electricity and communications
- Roads and bridges
- Transport
- Community facilities
- Iconic public structures

6.2.5 Aboriginal Culture and Healing

Aboriginal people and connectedness to country, culture and community interconnect when impacted by a disaster. Recovery activities and initiatives will focus on strengthening outcomes for Aboriginal people in the region. Recovery practices will recognise the value of culture, knowledge, health, wellbeing and engagement in recovery priorities.

- Culture is valued and respected
- Trauma is addressed and healing is supported
- Cultural safety is promoted
- Participation and ownership are promoted

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7 Evaluation and Continuous Improvement

The Hepburn Shire MEMPC supports a culture of continuous improvement that is outlined in Emergency Management Victoria's Lessons Management Framework [Lessons management framework \(EM-LEARN\) | Emergency Management Victoria \(emv.vic.gov.au\)](#)

This framework achieves continuous improvement by:

- Providing the opportunity to share experiences and learn from others.
- Encouraging the sector to share learnings about examples of good practice or areas for improvement.
- Utilising assurance activities (monitoring, debriefing and reviewing) to identify learnings.
- Focusing on systems of work, rather than the performance of individuals.
- Focusing on identifying trends, rather than actioning issues.
- Recognising that identifying and implementing sustainable solutions takes time, resources and opportunity.

For the Hepburn Shire MEMPC, lessons management takes the form of the following arrangements:

- After Action Reviews.
- Debriefs of officers, teams and agencies.
- Reviews of systems of work, rather than the performance of individuals.
- Reviews of the effectiveness of the coordination, control, consequence management and communications functions.
- Public forums including representatives from the relevant community, business and industry groups.

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8 Appendices

8.1 Plan Amendment History

In 2020, the *Emergency Management Legislation Amendment Act 2018 (EMLA)* amended the *Emergency Management Act (2013)* and resulted in reformed emergency management arrangements. As a result of these changes, the new multi-agency MEMPC commenced a comprehensive review and re-development of Hepburn's Municipal Emergency Management Plan (MEMPC). The below table summarises the drafting process and will be updated to reflect future amendments.

Version	Date	Summary
DRAFT 1.0	16 December 2021	First draft version of the new MEMPC prepared by Hepburn Shire Council and distributed/workshopped at MEMPC quarterly meeting.
DRAFT 2.0	31 October 2022	Second draft version of the MEMPC prepared by Hepburn Shire Council based on feedback received from MEMPC members.
DRAFT 2.0	5 December 2022	Final draft version prepared following MEMPC review by the MEMPC and emailed to all members.
1.0	15 December 2022	Endorsement of final draft and adoption of v1.0 by the MEMPC.
FINAL Controlled Version 1.0	15 February 2023	Inclusion of REMPC submission and approval dates and plan amendment history update.
FINAL Public Version 1.0	15 February 2023	Redaction of sensitive information from the Controlled Version, for public release.

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8.2 Glossary of Terms and Acronyms

This list of terms and acronyms have a legislated, restricted or technical meaning in the context of emergency management and are used throughout this plan. A full list of emergency management terms and acronyms can be found at [Australian Disaster Resilience Glossary \(aidr.org.au\)](https://aidr.org.au)

For further Victorian specific terms and acronyms visit [Acronyms | Emergency Management Victoria \(emv.vic.gov.au\)](https://emv.vic.gov.au)

Acronym	Term
AFDRS	Australian Fire Danger Ratings System
AIIMS	Australasian Interagency Incident Management System
ARC	Australian Red Cross
AV	Ambulance Victoria
CA	Control Agency
CALD	Culturally and Linguistically Diverse
CERA	Community Emergency Risk Assessment
CFA	Country Fire Authority
CRC	Community Recovery Committee
DELWP	Dept of Environment, Land, Water and Planning
DFFH	Dept of Families, Fairness and Housing
DH	Dept of Health
DJPR	Department of Jobs, Precincts and Regions
DRFA	Disaster Recovery Funding Agreement
EHO	Environmental Health Officer
EMC	Emergency Management Commissioner
EMCOP	Emergency Management Common Operating Picture
EMLO	Emergency Management Liaison Officer
EMV	Emergency Management Victoria
ERC	Emergency Relief Centre
ERV	Emergency Recovery Victoria
FFMVIC	Forest Fire Management Victoria
FRV	Fire Rescue Victoria
IC	Incident Controller
IIA	Initial Impact Assessment

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Acronym	Term
IMT	Incident Management Team
MAV	Municipal Association of Victoria
MBS	Municipal Building Surveyor
MEMEG	Municipal Emergency Management Enhancement Group
MEMO	Municipal Emergency Management Officer
MEMP	Municipal Emergency Management Plan
MEMPC	Municipal Emergency Management Planning Committee
MERC	Municipal Emergency Response Coordinator
MFMP	Municipal Fire Management Plan
MFMPC	Municipal Fire Management Planning Committee
MFSEP	Municipal Flood and Storm Emergency Plan
MFSEPC	Municipal Flood and Storm Emergency Planning Committee
MHF	Major Hazard Facility
MOC	Municipal Operations Centre
MRM	Municipal Recovery Manager
PENA	Post Emergency Needs Assessment
PFA	Psychological First Aid
PHAP	Personal Hardship Assistance Payment
RC	Regional Controller
RCC	Regional Control Centre
REMP	Regional Emergency Management Plan
REMPC	Regional Emergency Management Planning Committee
REMT	Regional Emergency Management Team
RERC	Regional Emergency Response Coordinator
RSFMPC	Regional Strategic Fire Management Planning Committee
SEMP	State Emergency Management Plan
SIA	Secondary Impact Assessment
VCCEM	Victorian Council of Churches Emergencies Ministry
VicPol	Victoria Police
VicSES	Victoria State Emergency Service
VFR	Vulnerable Facilities Register
VPR	Vulnerable Persons Register