

State Emergency Response Plan

Part 3: Emergency Management Manual Victoria

Note:

- This document was approved by the State Crisis and Resilience Council on 24 March 2016.
- It will take effect on **1 August 2016**.

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Definitions

The State Emergency Response plan must be read with consideration to the following definitions as they are not repeated in the text.

TERM	DEFINITION
agency	<p>Means a government or a non-government agency. (<i>Emergency Management Act 1986</i> section 4)</p> <p>For the purposes of this State Emergency Response Plan and unless otherwise stated, agencies include government and non-government organisations, government departments, local government and volunteer organisations with a role in emergency management as listed in the Emergency Management Manual Victoria Part 7 – Emergency Management Agency Roles.</p>
Chief Officer	<p>(a) means the following—</p> <ul style="list-style-type: none"> (i) the Chief Officer of the Metropolitan Fire and Emergency Services Board; (ii) the Chief Officer of the Country Fire Authority; (iii) the Chief Fire Officer, Department of Environment, Land, Water and Planning; (iv) the Chief Officer, Operations of the Victoria State Emergency Service Authority; and <p>(b) includes any person nominated by a person referred to in paragraph (a) to exercise the powers of that person under the <i>Emergency Management Act 2013</i> section 38.</p> <p>(<i>Emergency Management Act 2013</i> section 3)</p>
Class 1 emergency	<p>(a) a major fire; or</p> <p>(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.</p> <p>(<i>Emergency Management Act 2013</i> section 3)</p>
Class 2 emergency	<p>A major emergency which is not—</p> <ul style="list-style-type: none"> (a) a Class 1 emergency; or (b) 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 (c) a hi-jack, siege or riot. <p>(<i>Emergency Management Act 2013</i> section 3)</p>
Class 2 state controller	<p>A person appointed as a Class 2 controller at the state tier under the <i>Emergency Management Act 2013</i> section 39.</p> <p>(<i>Emergency Management Act 2013</i> section 39)</p>

Class 3 emergency ¹	<p>For the purpose of this State Emergency Response Plan, 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 hi-jack, siege or riot.</p> <p>Class 3 emergencies may also be referred to as security emergencies.</p>
consequence management	<p>Consequence management means the coordination of agencies, including agencies who engage the skills and services of non-government organisations, which are responsible for managing or regulating services or infrastructure which is, or may be, affected by a major emergency.</p> <p>The objective of consequence management is to minimise the adverse consequences to users of services or infrastructure caused by the interruption to the services or infrastructure as a consequence of the major emergency while having regard to the need to ensure that—</p> <ul style="list-style-type: none"> (a) safety considerations are paramount; and (b) if the major emergency is due to— <ul style="list-style-type: none"> (i) a hi-jack, siege or riot; or (ii) a warlike act or an act of terrorism— <p style="margin-left: 40px;">the exercise of police powers is not to be interfered with.</p> <p><i>(Emergency Management Act 2013 section 45)</i></p>
control agency	<p>The control agency is the agency with the primary responsibility for responding to a specific form of emergency. The EMMV Part 7 – Emergency Management Agency Roles lists control agencies for specific emergencies.</p> <p><i>(Emergency Management Act 2013 section 54)</i></p>
coordination	<p>Coordination is the bringing together of agencies and resources to support the response to and recovery from emergencies.</p>
department	<p>For the purpose of this State Emergency Response Plan, departments are Victorian Government departments, including those with portfolio responsibility for agencies with a role in emergency response.</p>
effective control	<p>Effective control is where the following conditions are met:</p> <ul style="list-style-type: none"> • A control hierarchy, appropriate to the emergency, is in place. • Controllers are working in accordance with their relevant role statement (refer Appendix A). • The State emergency management priorities (refer section 2.4) guide all decisions made in the emergency response

¹ Although the term ‘Class 3 emergency’ is not recognised in legislation, Victoria Police has agreed for the term to be used to improve the readability and useability of this plan.

<p>emergency</p>	<p>The actual or imminent occurrence of an event which in any way endangers or threatens to endanger the safety or health of any person in Victoria or which destroys or damages, or threatens to destroy or damage, any property in Victoria or endangers or threatens to endanger the environment or an element of the environment in Victoria including, without limiting the generality of the foregoing—</p> <ul style="list-style-type: none"> (a) an earthquake, flood, wind-storm or other natural event; and (b) a fire; and (c) an explosion; and (d) a road accident or any other accident; and (e) a plague or an epidemic or contamination; and (f) 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; and (g) a hi-jack, siege or riot; and (h) a disruption to an essential service. <p>(source: <i>Emergency Management Act 2013</i> Part 1 section 3)</p>
<p>emergency management sector</p>	<p>The sector comprising all agencies, bodies, departments and other persons who have a responsibility, function or other role in emergency management.</p> <p>(<i>Emergency Management Act 2013</i> section 3)</p>
<p>fire services agency</p>	<p>Any of the following—</p> <ul style="list-style-type: none"> (a) the Metropolitan Fire and Emergency Services Board; (b) the Country Fire Authority; (c) the Department of Environment, Land, Water and Planning. <p>(<i>Emergency Management Act 2013</i> section 3)</p>
<p>incident</p>	<p>For the purposes of this State Emergency Response Plan, an incident is an event, occurrence or set of circumstances that:</p> <ul style="list-style-type: none"> • has a definite duration • calls for human intervention • has a set of concluding conditions that can be defined • is or will be under the control of an individual who has the authority to make decisions about the means by which it will be brought to a resolution.
<p>major emergency</p>	<p>A major emergency is:</p> <ul style="list-style-type: none"> (a) a large or complex emergency (however caused) which— <ul style="list-style-type: none"> (i) has the potential to cause or is causing loss of life and extensive damage to property, infrastructure or the environment; or (ii) has the potential to have or is having significant adverse consequences for the Victorian community or a part of the Victorian community; or (iii) requires the involvement of 2 or more agencies to respond to the emergency; or (b) a Class 1 emergency; or (c) a Class 2 emergency. <p>(<i>Emergency Management Act 2013</i> section 3)</p>

major fire	<p>A major fire is a large or complex fire (however caused) which—</p> <ul style="list-style-type: none"> (a) has the potential to cause or is causing loss of life and extensive damage to property, infrastructure or the environment; or (b) has the potential to have or is having significant adverse consequences for the Victorian community or a part of the Victorian community; or (c) requires the involvement of 2 or more fire services agencies to suppress the fire; or (d) will, if not suppressed, burn for more than one day. <p>(<i>Emergency Management Act 2013</i> section 3)</p>
recovery	<p>The assisting of persons and communities affected by emergencies to achieve a proper and effective level of functioning.</p> <p>(<i>Emergency Management Act 2013</i> section 3)</p>
region	<p>A region is one of the Victorian Government Regions, as defined in the Emergency Management Manual Part 8 Appendix 8.</p>
relief	<p>The provision of life support and essential needs to persons affected by an emergency.</p>
resources	<p>The people, equipment or services an agency requires to perform its emergency response role and responsibilities.</p>
responder agency	<ul style="list-style-type: none"> (a) the Metropolitan Fire and Emergency Services Board; (b) the Country Fire Authority; (c) the Victoria State Emergency Service Authority; (d) the Secretary to the Department of Environment, Land, Water and Planning; (e) any other agency prescribed to be a responder agency. <p>(<i>Emergency Management Act 2013</i> section 3)</p>
response	<p>The combating of emergencies and the provision of rescue services.</p> <p>(<i>Emergency Management Act 2013</i> section 3)</p> <p>For the purpose of this State Emergency Response Plan, emergency response is the action taken immediately before, during and in the first period after an emergency to reduce the effect and consequences of emergencies on people, their livelihoods and wellbeing, property and the environment and to meet basic human needs.</p>
response agency	<p>Any agency with a role or responsibility during an emergency response. Response agencies are either the control agency or a support agency.</p>
state emergency response plan	<p>The state emergency response plan prepared under the <i>Emergency Management Act 2013</i> section 53.</p>
State Response Controller	<p>A person appointed as a State Response Controller under the <i>Emergency Management Act 2013</i> section 37.</p> <p>(<i>Emergency Management Act 2013</i> section 3)</p>

support agency	<p>A support agency is an agency that provides services, personnel or material to support the control agency.</p> <p>The EMMV Part 7 – Emergency Management Agency Roles lists the support agencies for specific Class 1 emergencies and support agencies that provide specific services during all emergencies.</p> <p>For the purpose of this State Emergency Response Plan, all agencies listed in EMMV Part 7 – Emergency Management Agency Roles are support agencies for major emergencies. This may relate to a specific response, relief or recovery function, or to ensuring the agency continues to deliver its normal services during an emergency, as part of consequence management.</p>
whole of government	<p>For the purpose of the State Emergency Response Plan, the whole of government is a collective term for all agencies with a role or responsibility in emergency management in Victoria, as listed in EMMV Part 7 – Emergency Management Agency Roles.</p>

Abbreviations

IEMT	Incident Emergency Management Team
IERC	Incident Emergency Response Coordinator
EM Act 1986	<i>Emergency Management Act 1986</i>
EM Act 2013	<i>Emergency Management Act 2013</i>
EMV	Emergency Management Victoria
EMJPIC	Emergency Management Joint Public Information Committee
EMLO	Emergency Management Liaison Officer
EMMV	Emergency Management Manual Victoria
IMT	Incident Management Team
MEMP	Municipal Emergency Management Plan
MERC	Municipal Emergency Response Coordinator
RCT	Regional Control Team
REMT	Regional Emergency Management Team
RERC	Regional Emergency Response Coordinator
SCOT	State Coordination Team
SCRC	State Crisis and Resilience Council
SCT	State Control Team
SEMC	Security and Emergency Management Committee (sub-committee of Cabinet)
SEMT	State Emergency Management Team
SERG	State Emergency Relief Group
SERP	State Emergency Response Plan
SPLO	Senior Police Liaison Officer
SRRT	State Relief and Recovery Team

Alignment with the *Emergency Management Act 2013*

Under section 54 of the EM Act 2013, the state emergency response plan must contain the following provisions:

Act ref	Requirement	Location
(a)	Identifying, in relation to each form of emergency specified, the agency primarily responsible for responding to the emergency (the control agency)	The EMMV Part 7 – Emergency Management Agency Roles
(b)	Relating to the coordination of the activities of other agencies in support of a responsible agency in the event of an emergency	Chapters 3 and 4.
(c)	Specifying the roles of agencies in the event of an emergency	The EMMV Part 7 – Emergency Management Agency Roles
(d)	With respect to any act, matter or thing relating to consequence management	Chapter 3 and 4
(e)	Specifying the roles and responsibilities of coordinators appointed under section 56	Appendix A
(ea)	Specifying the process by which the State Response Controller is appointed and controllers in relation to Class 1 emergencies are appointed and deployed under section 37	Appendix B
(eb)	Specifying the process by which controllers in relation to Class 2 emergencies are appointed under section 39	Appendix B and chapter 3.3.2
(ec)	Specifying the roles and responsibilities of the State Response Controller and controllers who are appointed or deployed under section 37 or 39 as the case may be	Appendix A
(ed)	Enabling the determination of the priority of response roles of agencies having roles or responsibilities under the state emergency response plan	Chapter 2.4 - State emergency management priorities
(f)	Defining region for the purpose of section 56	EMMV Part 8 - Appendices and Glossary, Appendix 8

1 Document context

This chapter outlines the legal and planning context of this document.

1.1 Purpose

The State Emergency Response Plan (SERP) outlines the Victorian arrangements for the coordinated response to emergencies by all agencies with a role or responsibility in relation to emergency response, as listed in the Emergency Management Manual Victoria² (EMMV) Part 7 – Agency Emergency Management Roles.

1.2 Scope

1.2.1 Documents comprising the SERP

The SERP comprises this document, which is published as the EMMV Part 3, and the following documents:

- the roles of individual agencies in emergency response, which are listed and published in the EMMV Part 7 – Emergency Management Agency Roles
- the definition of regions, which is published in the EMMV Part 8 - Appendixes and Glossary, Appendix 8.

1.2.2 SERP sub-plans

SERP subordinate plans (SERP sub-plans) outline the arrangements for managing specific emergencies where the arrangements for managing these emergencies require greater detail, such as where complex arrangements apply.

SERP sub-plans are approved through the same approvals process that applies to this SERP. SERP sub-plans should be written in accordance with the SERP Sub-plan Guidelines³. Approved (SERP sub-plans) are published on the Emergency Management Victoria website⁴.

1.3 Audience

The SERP has been written for the Victorian State Government and all agencies with a role or responsibility in relation to emergency response, as listed in the EMMV Part 7 – Agency Emergency Management Roles.

1.4 Authority

1.4.1 Australian law

Under Australian constitutional arrangements, state and territory governments have responsibility for emergency management within their jurisdictions. Where their capacity is insufficient, state and territory governments can seek Australian Government support through a number of mechanisms. Refer to chapter 6 for more information.

1.4.2 Victorian law

The *Emergency Management Act 1986* (EM Act 1986) and the *Emergency Management Act 2013* (EM Act 2013) provide the legislative basis for the management of emergencies in Victoria and for the preparation and approval of the SERP. The SERP needs to be read in conjunction with this legislation.

Other Victorian legislation relates to the management of specific hazards. A number of departments and agencies administer this legislation, however this should be within the context of the arrangements in this plan.

² The EMMV is found at: www.emv.vic.gov.au/policies/emmv/

³ The SERP Sub-plan Guidelines are found at: www.emv.vic.gov.au/plans

⁴ Approved SERP sub-plans are found at: www.emv.vic.gov.au/plans/serp-sub-plan-guidelines/

1.4.3 Approval

The Emergency Management Commissioner is responsible for preparing the SERP and updating it as required. In practice, Emergency Management Victoria (EMV) undertakes the work required to prepare or update the SERP on behalf of the Emergency Management Commissioner in consultation with agencies from across government.

Section 53 of the EM Act 2013 requires the Emergency Management Commissioner to submit the updated SERP to the State Crisis and Resilience Council (SCRC) for approval. The Emergency Management Commissioner submitted this version of the SERP to SCRC and it was approved on 24 March 2016.

This version of the SERP will take effect on 1 August 2016, replacing the previous version.

1.4.4 Urgent updates

Section 53A of the EM Act 2013 permits the Emergency Management Commissioner to make urgent updates to the SERP if there is a significant risk to life or property if the SERP is not updated and obtaining the approval of the SCRC for an amendment is not practicable in the circumstances.

Urgent updates come into force when the Emergency Management Commissioner publishes the updated SERP and then remain in force for three months, to allow the SCRC sufficient time to approve or revoke the urgent update under section 53 of the EM Act 2013.

1.4.5 Compliance

A new section 55A will be introduced into the EM Act 2013 on 1 August 2015.

Under section 55A of the EM Act 2013, agencies with a role or responsibility under the SERP are required to act in accordance with the SERP.

If there is a conflict between an agency's responsibilities under the SERP and an agency's existing powers, functions or duties, the agency is taken to have complied with the SERP if it performs the existing power, function or duty. This includes an agency's power, function or duty under:

- any Act or regulation, including interstate and Commonwealth legislation
- the common law
- a licence issued under any Act or regulation
- an intergovernmental agreement, arrangement or plan that is specified in the SERP and relates to the emergency response to a Class 1 or Class 2 emergency or
- an agreement that concerns the emergency response to a Class 1 or Class 2 emergency.

For a Class 1 or 2 emergency, if an agency intends to perform an existing function, duty or power instead of a conflicting requirement in the SERP, the agency should immediately advise the Emergency Management Commissioner about its intended actions.

If the Emergency Management Commissioner considers that an agency has failed to comply with the SERP and the failure is likely to have significant consequences, the Emergency Management Commissioner may direct the agency in writing to comply with the SERP. If requested by the Emergency Management Commissioner, the agency must provide reasons in writing for its failure to act in accordance with the SERP. This provides the agency with a formal opportunity to explain its actions.

1.5 Planning context

The SERP fits within a broader set of State planning arrangements for agencies to prepare for, respond to and assist the community to recover from emergencies. The SERP currently links to the EMMV Part 2 - State Mitigation Arrangements, Part 4 – State Emergency Relief and Recovery Plan, Part 6 - Municipal Emergency Management Planning Arrangements, Part 7 – Emergency Management Agency Roles and Part 8 – Appendices and Glossary.

2 Emergency response context

This chapter outlines the context for the response to emergencies in Victoria.

2.1 Emergency response

Emergency response is the action taken immediately before, during and in the first period after an emergency to reduce the effect and consequences of emergencies on people, their livelihoods and wellbeing, property and the environment and to meet basic human needs.

Emergency relief and recovery activities should be integrated with emergency response activities and commence as soon as the effect and consequences of the emergency are anticipated.

2.2 Major emergencies

The definition of ‘emergency’ encompasses a broad range of events from the very smallest to the most major.

A major emergency is a large or complex emergency that has the potential to cause or is causing loss of life and extensive damage to property, infrastructure or the environment, or that has the potential to have or is having significant adverse consequences for the Victorian community or a part of the Victorian community or that requires a multi-agency response. Additionally, a large or complex fire that burns for more than one day is considered a major fire.

As well as the direct effect of the emergency on communities, property and the environment, major emergencies can also have indirect consequences on the wellbeing of the wider community and response personnel, the economy, the delivery of services and the health and beauty of the natural environment.

2.3 Whole of government responsibility

The response to a major emergency involves many agencies from across government performing specific response, relief or recovery functions or working to ensure the continuity of their normal services as part of consequence management.

During a large-scale emergency, the Victorian Government’s Security and Emergency Management Committee of Cabinet (SEMC) provides whole of government ministerial oversight. The SCRC provides SEMC with assurance that the broad social, economic, built and natural environmental consequences of the emergency are being addressed at a whole of government level. Neither SEMC nor the SCRC have an operational response role.

During a major emergency, the State Crisis Centre in the Department of Premier and Cabinet may be activated to support SEMC, SCRC and the Premier more broadly.

2.4 State emergency management priorities

The State has endorsed a set of emergency management priorities to underpin and guide all decisions made during emergencies in Victoria. The priorities focus on the primacy of life and the issuing of community warnings and information, in order to assist people to make informed decisions about their safety.

The priorities are

- Protection and preservation of life 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.

The State emergency management priorities provide a framework for emergency managers to identify the priority roles and actions of agencies in an emergency response, especially where there are concurrent risks or competing priorities.

2.5 A systems approach to emergency response operations

The State uses a scalable systems approach to manage emergency response operations.

2.5.1 Operational tiers

Emergency response operations is managed through the following three operational tiers:

- state tier
- regional tier
- incident tier.

Not all tiers will be active for every emergency. In general the state and regional tiers are active only for major emergencies or where major emergencies are anticipated to occur. Non-major emergencies are managed only at the incident tier.

The people and agencies with roles and responsibilities for responding to emergencies work together in teams at each tier to ensure a collaborative and coordinated whole of government approach.

There may be exceptional circumstances where an alternative structure is considered necessary to manage a major emergency, such as declaration of an area of operations in addition to the regional tier. However, this may affect other parts of the system, such as resources coordination or relief and recovery coordination. Therefore, prior to establishing an alternative management structure for Class 1 and 2 emergencies, unless defined under an approved SERP sub-plan, agencies should first seek the approval of the Emergency Management Commissioner.

2.5.2 System principles

The emergency response operations system is based on the following principles, which are applied at each tier as required and which provide the system with the scalability to manage the response to all emergencies:

- flexibility
- management by objectives
- functional management
- unity of effort
- span of control.

2.6 Continuous improvement

The emergency management sector works to continually improve the emergency response system and performance through:

- sharing information
- learning from assurance activities and contemporary good practice
- improving the processes agencies use to deliver their obligations
- exercising the capabilities of systems, agencies and personnel.

The sector regularly conducts the following assurance activities:

- real time monitoring, conducted during an emergency response

- reviews and debriefs, following an emergency response
- review of systems, undertaken by Emergency Management Victoria, the Inspector General for Emergency Management or other appointed independent monitors
- Independent assurance activities, undertaken by the Victorian Government and the Victorian Auditor-General’s Office or other appointed independent monitors.

The sector analyses the information collected through the assurance activities, identifies trends and initiates actions to improve systems and subsequently sector performance.

3 Operational roles and responsibilities

This chapter identifies the roles and functions responsible for managing emergency response operations in Victoria.

3.1 Agency roles

Victorian emergency response operational arrangements are underpinned by individual agencies performing specific tasks in response to emergencies according to their legislated role, obligations and administrative arrangements.

3.1.1 Control agencies

The EMMV Part 7 – Agency Emergency Management Roles nominates a control agency for the response to each form of emergency. The control agency is the agency primarily responsible for responding to the specific form of emergency. The responsibilities of a control agency are listed in Appendix A.

3.1.2 Support agencies

The EMMV Part 7 – Agency Emergency Management Roles nominates key support agencies for the response to each emergency.

However, all agencies may be support agencies during major emergencies. This may be in relation to the agency performing a specific response, relief or recovery function, or to ensuring the continuity of its normal services during a major emergency, as part of consequence management (refer to 3.2.5). The responsibilities of support agencies are listed in Appendix A.

3.2 Functions

3.2.1 Overview

Emergency response management is based on the functions of coordination, control, command, consequence management and communications. Broadly:

- Coordination is the bringing together of agencies and resources to ensure effective response to and recovery from emergencies.
- Control is the overall direction of response activities in an emergency, operating horizontally across agencies.
- Command is the internal direction of personnel and resources, operating vertically within an agency.

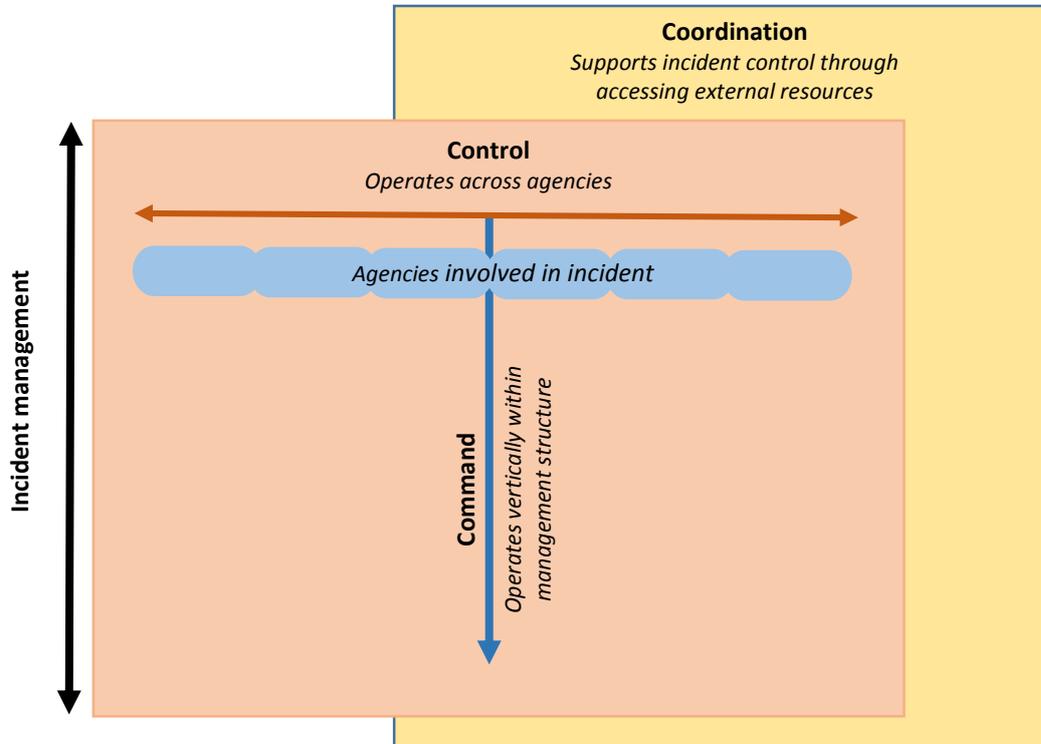
Additionally, in order to meet the objectives of emergency management in Victoria, those performing the control, command and coordination functions need to ensure:

- the consequences of the emergency are managed and
- there is communication that meets the information needs of communities, stakeholders and government.

The functions of coordination, control, command, consequence management and communications are discussed further in this chapter.

The following diagram conceptually depicts the relationship between the control, command and coordination functions during an emergency response at the incident tier. The concepts apply equally to the regional and state tiers.

Figure 1 – Conceptual depiction of the relationship between control, command and coordination in emergency response (shown at the incident tier)⁵



3.2.2 Coordination

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

Response coordination

Emergency response coordinators bring together agencies and resources to support the response to emergencies. Broadly, their functions are to ensure:

- effective control arrangements have been established and are maintained to manage the response to emergencies
- effective information sharing
- the necessary resources are accessed to support the response to emergencies.

Recovery coordination

Emergency recovery coordinators/managers bring together agencies and resources to support the provision of relief and recovery from emergencies.

3.2.3 Control

Control is the overall direction of response activities in an emergency, operating horizontally across agencies. In Victoria, authority for control is established in this SERP, with the details listed in the EMMV

⁵ Source: The Australasian Inter-service Incident Management System, Australasian Fire and Emergency Service Authorities Council, 4th edition 2013.

Part 7 – Emergency Agency Roles.

Controllers are responsible for leading all agencies responding to the emergency. Specific arrangements apply to the appointment of controllers for Class 1 and Class 2 emergencies and for fires other than for a major fire.

The 'line of control' refers to the line of supervision for those appointed to perform the control function and this relates to the specific class of emergency. Controllers escalate or provide direction on control issues through the line of control.

There may be some complex emergencies which require only the coordination of the consequences of the emergency across a number of agencies with shared accountability and which do not require controllers.

3.2.4 Command

Command is the internal direction of personnel and resources, operating vertically within an agency. Each agency has a 'chain of command', which is the agency's organisational hierarchy that identifies the link between each individual and their supervisor.

Each agency responding to an emergency must identify the commanders responsible for supervising agency personnel and the agency chain of command. Commanders escalate agency issues and provide direction on agency issues through the agency chain of command.

Where there is an agreed inter-agency arrangement, a functional commander may supervise personnel and resources from more than one agency.

3.2.5 Consequence management

The Emergency Management Commissioner is responsible for consequence management⁶ for major emergencies. Consequence management involves the coordination of the activities of agencies with a role in delivering of services to the community, with the aim of minimising the adverse consequences of emergencies on the community.

During a major emergency, all agencies including critical infrastructure providers may need to activate their business continuity arrangements in order to manage the adverse consequences of the emergency on their area of responsibility.

Consequence management should inform and be a precursor to relief and recovery activities.

3.2.6 Communications

Communications relates to communicating to the public, reporting to government and communicating with stakeholder agencies during emergencies.

Information on communicating to the public is detailed in chapter 5.

Information on reporting to government and communicating with stakeholder agencies is detailed in 4.5.3.

⁶ Emergencies can have both 'effects' and 'consequences'. For example, the flames and smoke in a fire can directly affect a community and may damage critical infrastructure such as a water treatment plant. As a result, there may be a number of consequences that flow from the emergency, such as an increase in hospital admissions and the need to provide alternative water supplies to the customers of the water treatment plant, even though they were not directly affected by the fire. The arrangements made to manage the increased hospital admissions and to source alternative water supplies are part of 'consequence management'.

3.3 Responsibilities

3.3.1 Class 1 emergencies

Figure 2 – Roles and responsibilities for Class 1 emergencies

	Response coordination	Control	Command	Consequence management	Communication
State	Emergency Management Commissioner (liaises with RERCs and MERCs through the SPLO)	State Response Controller	Agency chain of command	Emergency Management Commissioner (State Consequence Manager)	Emergency Management Commissioner (supported by the line of control)
Region	RERC	regional controller		all agencies	
Incident	MERC / IERC	incident controller		all agencies	

The Fundamentals of Class 1 Emergencies⁷ outline the management arrangements for Class 1 emergencies or emergencies with the potential to become Class 1 emergencies.

Coordination

The Emergency Management Commissioner is responsible for response coordination for Class 1 and Class 2 emergencies. In practice the Emergency Management Commissioner exercises this responsibility at the state tier.

In accordance with section 56 of the EM Act 2013 and on the request of the Emergency Management Commissioner, the Chief Commissioner of Police has appointed members of the police force as:

- a Regional Emergency Response Coordinator (RERC) for each region
- a Municipal Emergency Response Coordinator (MERC) for each municipal district.

RERCs and MERCs undertake response coordination at the regional and municipal tiers respectively. Appendix A identifies the role and responsibilities of a RERC and of a MERC.

The Chief Commissioner of Police must appoint a police officer to be the Senior Police Liaison Officer (SPLO). The SPLO provides advice to the Emergency Management Commissioner about regional and municipal emergency response coordination and other police matters. RERCs and MERCs liaise with the Emergency Management Commissioner through the SPLO, whose advice the Emergency Management Commissioner must take into account when performing functions relating to the coordination of regional or municipal response. Appendix A includes the role and responsibilities of the SPLO.

The Emergency Management Commissioner is responsible for recovery coordination and is assisted by a State Relief and Recovery Manager (appointed by the Emergency Management Commissioner), regional recovery coordinators and municipal recovery managers. Refer to the EMMV Part 4 - State Emergency Relief and Recovery Plan for more information.

Control

Section 37 of the EM Act 2013 applies to the control of the response to Class 1 emergencies. This applies to all Class 1 emergencies or where a Class 1 emergency is anticipated. The role and responsibilities of controllers for Class 1 emergencies are detailed in Appendix A. The process for appointing and deploying controllers for Class 1 emergencies is detailed in Appendix B.

In summary, the Emergency Management Commissioner is responsible for ensuring control arrangements are in place and for appointing a State Response Controller for a Class 1 emergency. The State Response Controller may appoint regional controllers for Class 1 emergencies. The State Response Controller or

⁷ The Fundamentals of Class 1 Emergencies can be found at www.emv.vic.gov.au/our-work/managing-emergencies

regional controller may appoint and deploy incident controllers for Class 1 emergencies.

Class 1 emergencies are controlled from the State Control Centre, Regional Control Centres and Incident Control Centres, or other locations as agreed with the Emergency Management Commissioner.

Command

Each agency responding to a Class 1 emergency should identify the chain of command and commanders responsible for supervising their agency personnel. The role of an agency or functional commander is listed in Appendix A.

Consequence management

The Emergency Management Commissioner is responsible for consequence management for Class 1 emergencies and is assisted by a State Consequence Manager.

Coordinators, controllers and commanders are responsible for identifying likely consequences of Class 1 emergencies and for initiating management actions.

Agencies and critical infrastructure providers are responsible for managing risks to the continuity of services to the community and for minimising the adverse consequences of service interruption on the community.

Communications

The Emergency Management Commissioner is responsible for public, stakeholder and government communications for Class 1 emergencies and is supported by the line of control. Agency commanders keep their agency chain of command apprised of their situation.

3.3.2 Class 2 emergencies

Figure 3 – Roles and responsibilities for Class 2 emergencies

	Response coordination	Control	Command	Consequence management	Communication
State	Emergency Management Commissioner (liaises with RERCs and MERCs through the SPLO)	Class 2 state controller	Agency chain of command	Emergency Management Commissioner (State Consequence Manager) all agencies	Emergency Management Commissioner (supported by the line of control)
Region	RERC	regional controller (if appointed)		all agencies	
Incident	MERC / IERC	incident controller (if appointed)		all agencies	

Coordination

As for Class 1 emergencies.

Control

Section 39 of the EM Act 2013 applies to the control of the response to Class 2 emergencies or in anticipation of a Class 2 emergency. The Emergency Management Commissioner is responsible for ensuring effective control arrangements are in place for Class 2 emergencies.

The officer-in-charge of the control agency for the Class 2 emergency is responsible for appointing a Class 2 controller who is responsible for managing and leading the operational response to the Class 2 emergency. In practice, the Class 2 controller would be appointed at the state tier and would be known as the Class 2 state controller. The role and responsibilities of a Class 2 state controller are listed in Appendix A.

The officer in charge of the control agency must notify the Emergency Management Commissioner of the appointment of the Class 2 state controller.

Where the Class 2 state controller appoints regional or incident controllers, their role is similar to the role of regional and incident controllers for a Class 1 emergency.

Command

As for Class 1 emergencies.

Consequence management

As for Class 1 emergencies.

Communications

As for Class 1 emergencies.

3.3.3 Class 3 emergencies

Figure 4 – Roles and responsibilities for Class 3 emergencies

	Response coordination	Control	Command	Consequence management	Communication
State	Chief Commissioner of Police	Victoria Police chain of command	Agency chain of command	Emergency Management Commissioner (State Consequence Manager)	Chief Commissioner of Police
Region	RERC			all agencies	
Incident	MERC / IERC			all agencies	

Coordination

The Chief Commissioner of Police is responsible for the response coordination for Class 3 emergencies.

Recovery coordination is as for Class 1 emergencies.

Control

Class 3 emergencies are controlled by Victoria Police.

Command

As for Class 1 emergencies.

Consequence management

As for Class 1 emergencies, with the exception that Emergency Management Commissioner is not to interfere with the exercise of police powers.

Communications

The Chief Commissioner of Police is responsible for public, stakeholder and government communications for Class 3 emergencies. This includes all warnings and public information. Agency commanders keep their agency chain of command apprised of their situation.

3.3.4 Non-major emergencies

Many small events that meet the definition of ‘emergency’ are managed by community members or through the normal or business continuity arrangements of industry, agencies or government and the

roles and responsibilities listed below are not applied.

The following roles and responsibilities apply where an agency formally responds to an emergency and the arrangements for managing a major emergency are not yet in place or are not required, such as where the emergency can be resolved using local resources and significant consequences to the community are not anticipated.

Figure 5 – Roles and responsibilities for non-major emergencies (formal response)

	Response coordination	Control	Command	Consequence management	Communication
State	Emergency Management Commissioner (liaises with RERCs and MERCs through the SPLO)	-	Agency chain of command	-	-
Region	RERC	-		-	-
Incident	MERC / IERC	incident controller		all agencies	Incident controller

Where an emergency has the potential to develop into a major emergency or is a major emergency, the control agency, controller or coordinator should notify the State Response Controller or Emergency Management Commissioner (Class 1 emergencies), Emergency Management Commissioner (Class 2 emergencies) or the Chief Commissioner of Police (Class 3 emergencies), who may put in place the arrangements for managing a major emergency.

Coordination

The most senior member of Victoria Police at the first response to a non-major emergency is the incident emergency response coordinator (IERC). For a minor incident or in the absence of the MERC the IERC performs the co-ordination role of the MERC. The IERC is assisted by the MERC if required. Appendix A includes the responsibilities of the IERC.

Municipal recovery managers are responsible for recovery coordination for non-major emergencies. They are assisted by regional recovery coordinators as required.

Control

Control agencies should respond to emergencies according to their legislation and the arrangements in this SERP. The control agency normally appoints an incident controller. The role of the incident controller is detailed in Appendix A.

If effective control is not established, or there is uncertainty identifying the control agency, the IERC, MERC or RERC may determine the control agency in accordance with agency roles and functions as defined in the EMMV Part 7 – Emergency Management Agency Roles.

Where the response to a non-major fire involves several of the fire services agencies, section 38 of the EM Act 2013 describes the process for appointing the incident controller. This involves the Chief Officers of the fire services agencies agreeing to appoint an officer of any of the fire services agencies to take overall control of the response to the fire. In the absence of agreement, the Emergency Management Commissioner may direct a Chief Officer to appoint one or more controllers or to transfer the control of the fire.

Command

As for Class 1 emergencies.

Consequence management

Coordinators, controllers and commanders are responsible for identifying likely consequences and initiating management actions. Agencies and critical infrastructure providers are responsible for

maintaining the continuity of services to the community and for minimising the adverse consequences of service interruption on the community.

Communications

The incident controller is responsible for public, stakeholder and government communications. Agency commanders keep their agency chain of command apprised of their situation.

3.4 Guidance on determining control arrangements

This section provides guidance to agencies and emergency response coordinators on the arrangements for appointing controllers for emergencies where several agencies could potentially be the control agency. The intent is for agencies to prioritise their response roles according to the State Emergency Management Priorities and, by agreement, identify a single line of control for the emergency.

If agencies do not establish effective control arrangements:

- For Class 1 emergencies, the State Response Controller will determine control arrangements.
- For Class 2 emergencies and non-major fires, the Emergency Management Commissioner may determine the control agency and may advise, or if necessary direct, the officer in charge of the control agency to exercise his or her powers to:
 - appoint one or more controllers or assistant controllers for the emergency, or
 - transfer the control of any response activity to one or more other persons.
- Section 56 of the EM Act 2013 provides for emergency response coordinators, within their respective jurisdiction, to provide agencies with directions regarding their response roles in accordance with the requirements of the EMMV Part 7 – Emergency Management Agency Roles.

3.4.1 Control of concurrent Class 2 emergencies

Section 39 of the EM Act 2013 relates to establishing control arrangements for Class 2 emergencies. Where the emergency involves a multiple agency response to concurrent Class 2 emergencies, the officers in charge of the agencies may prioritise their response roles (in accordance with the State Emergency Management Priorities), nominate a control agency and transfer control to a single controller. This includes transferring the powers of the officers in charge of those agencies, in relation to the control of the specific emergency, to the appointed controller. The agencies transferring control will continue to perform their response roles as support agencies to the control agency.

3.4.2 Control of concurrent Class 1 and Class 2 emergencies

There is no provision for the control of a Class 1 emergency to be transferred to the controller of a Class 2 emergency, unless this person is also endorsed as a Class 1 controller and is appointed as the controller for the Class 1 emergency. However, the officer in charge of the control agency for a Class 2 emergency may, by agreement, transfer control and their powers in relation to the control of the specific emergency, to a Class 1 controller.

In practice this means that where multiple agencies respond to an emergency which involves hazards relating to both Class 1 emergencies and Class 2 emergencies, the overall response may be led by the controller for the Class 1 emergency, with the officers in charge of the other agencies transferring their powers to this person by agreement. In these circumstances, the line of control for the Class 1 emergency would apply to the overall emergency. The agencies transferring control to the Class 1 controller would continue to perform their response roles as support agencies to the control agency.

3.4.3 Control of other emergencies concurrently with Class 3 emergencies

Where a Class 3 emergency occurs simultaneously with another Class 1 or 2 emergency, Victoria Police will maintain control of the Class 3 emergency, independently of the control arrangements of the other emergency. If a Class 1 or 2 emergency develop into a Class 3 emergency then Victoria Police will assume control and lead the response.

3.4.4 Control of non-major fires concurrently with other emergencies

Section 38 of the EM Act 2013 permits the control of non-major fires to be transferred to one or more people. The powers of the Chief Officer of the Country Fire Authority under the *Country Fire Authority Act 1958*, in relation to the control of the fire, accompany the transfer.

In practice this means that where a non-major fire occurs concurrently with a Class 1 or a Class 2 emergency or as part of another non-major emergency, the control of the non-major fire may be transferred to the controller leading the overall response to the emergency, with the fire agencies providing support to the control agency. Equally, the control of a non-major emergency may be transferred to the controller of a non-major fire.

4 Collaboration

This chapter outlines how the people and agencies with responsibility for responding to emergencies work together in teams at the state, regional and incident tiers.

4.1 A team approach

The people and agencies with roles and responsibility for responding to emergencies (refer chapter 3) work together in teams at the state, regional and incident tiers to ensure a collaborative and coordinated whole of government approach to the management of emergencies at each tier. Note that not all tiers are active for all emergencies.

4.1.1 Benefits

The team approach helps ensure:

- the community is provided with seamless and integrated services
- coordinated arrangements apply where emergencies are anticipated or are occurring
- control arrangements are in place across all response agencies
- agency roles and activities are prioritised in accordance with the State emergency management priorities
- the community is provided with consolidated information and warnings through agreed mediums
- the effects and consequences of emergencies are identified and managed
- relief and recovery activities are integrated with response activities
- stakeholder engagement is coordinated
- all levels of government and agencies share information about the emergency situation
- where there are multiple emergencies, agency roles and activities are coordinated across these emergencies.

4.1.2 The team structure

The diagram on the following page shows the teams at each tier, the primary function that each team supports and the relationship between teams.

Figure 6 – The team structure

	<i>Primary function supported by the team</i>			
	Control	Response coordination		Relief and recovery coordination
		Communications	Consequence management	
State tier	State Coordination Team			
	State Control Team	Emergency Management Joint Public Information Committee	State Emergency Management Team	State Relief and Recovery Team
Regional tier	Regional Control Team	Regional Emergency Management Team		Regional Recovery Planning Committee or equivalent*
Incident tier	Incident Management Team (major emergencies)	Incident Emergency Management Team (major emergencies)		Municipal Recovery Planning Committee or equivalent*
	Incident Emergency Management Team (non-major emergencies)			

* established as required

4.1.3 Chairpersons and responsibility of individual team members

The chair of each team may depend on the class of emergency or whether there is more than one major emergency occurring (refer to the tables in 4.2, 4.3 and 4.4 for details of the nominated chair in these situations). Note that the nomination of a chairperson does not replace or negate the roles and responsibilities of individual team members.

Formal communication between the teams, both within a tier and between tiers, should occur between team chairpersons. Again this does not negate communication within the line of control for specific emergencies or within the chain of command of individual agencies.

4.1.4 Integration of relief and recovery

Emergency relief and recovery activity should be integrated with emergency response activity and relief and recovery coordinators/managers should be involved in every team at every tier.

Once emergency response activity has ceased, the overall management of the emergency will fully transition from response to recovery. 4.6 explains the transition process.

4.2 State tier teams

State tier teams activate in response to major emergencies, where major emergencies are anticipated or to ensure readiness for major emergencies.

State tier teams support the Emergency Management Commissioner (Class 1 and 2 emergencies) and the Chief Commissioner of Police (Class 3 emergencies) in managing their respective coordination, control, consequence management and communication responsibilities in anticipation of, response to and recovery from major emergencies.

Broadly, State tier teams:

- are concerned with emergencies that
 - are causing or may cause extensive damage to property, infrastructure or the environment
 - are having or may have significant consequences on the community or a section of the community
- provide strategic direction for emergency response to the regional and incident tier teams, where established
- support regional and incident tier teams, where required
- address the broader and longer term risks and consequences of emergencies, such as those affecting the nation, state or a region.

The team structure applies regardless of the number and class of emergencies being managed, although the chair and membership of each team may vary.

Figure 7 – State tier teams

Team	Primary function supported by the team	Members
State Coordination Team (SCOT)	<p>State coordination</p> <ul style="list-style-type: none"> To support the coordination functions of the Emergency Management Commissioner (Class 1 and 2 emergencies) and the Chief Commissioner of Police (Class 3 emergencies) as necessary. To set the strategic context of the readiness for, response to and recovery from major emergencies. 	<p>Chair: Emergency Management Commissioner (Class 1 and 2 emergencies) or the Chief Commissioner of Police (Class 3 emergencies).</p> <p>Members: State tier managers responsible for the coordination, control, consequence management, communications and recovery functions for major emergencies that are anticipated to occur or are occurring.</p>
State Control Team (SCT)	<p>Control</p> <ul style="list-style-type: none"> To support the control functions and responsibilities on behalf of the Emergency Management Commissioner (Class 1 and 2 emergencies) and the Chief Commissioner of Police (Class 3 emergencies). To implement the strategic context of the readiness for, response to and the integration of relief and recovery for major emergencies. 	<p>Chair: State Response Controller (Class 1 emergencies), Class 2 state controller or Chief Commissioner of Police (Class 3 emergencies).</p> <p>Members:</p> <ul style="list-style-type: none"> State tier managers responsible for the control functions for major emergencies that are anticipated to occur or occurring Commanders of the key support agencies State Recovery Manager Others as appropriate.
State Emergency Management Team (SEMT)	<p>Consequence management</p> <ul style="list-style-type: none"> To raise awareness of the emergency situation across the whole of government To identify and manage strategic risks and consequences To develop a state strategic plan outlining high level actions of all agencies. <p>More information can be found at www.emv.vic.gov.au/procedures/incident-management/</p>	<p>Chair: Emergency Management Commissioner (Class 1 and 2 emergencies) or the Chief Commissioner of Police (Class 3 emergencies)</p> <p>Members:</p> <ul style="list-style-type: none"> State tier managers responsible for the coordination, control, consequence management, communications and recovery functions for major emergencies that are anticipated to occur or are occurring. State tier functional representatives of agencies that deliver services to the public Individual agencies or representatives of business/industry/community groups, as appropriate, for specific emergencies <p>Note – some agencies/communities/businesses may be not able to provide a representative at each tier.</p>
State Relief and Recovery Team (SRRT)	<p>Relief and recovery coordination</p> <ul style="list-style-type: none"> To oversee the State relief and recovery coordination functions on behalf of the Emergency Management Commissioner To implement a State relief and recovery strategy that meets the needs of the community and ensures the coordinated delivery of relief and recovery coordination. 	<p>Chair: State Relief and Recovery Manager</p> <p>Members: State representative of agencies responsible for the management and coordination of relief and recovery functional areas</p>
State Emergency Relief Group (SERG)	<p>Relief expert advice</p> <ul style="list-style-type: none"> To provide relief expert advice to the SRRT. To monitor and contribute to emergency relief situational awareness and operations. 	<p>Co-Chairs: State Relief and Recovery Manager and State Manager Emergency Services Red Cross</p> <p>Members: Relief agencies with state wide responsibilities.</p>
EMJPIC Executive	<p>Public communications</p> <ul style="list-style-type: none"> To set the operational and tactical communications context for major emergencies To set priorities for EMJPIC in communications and engagement. 	<p>Chair: Person appointed by the Emergency Management Commissioner (Class 1 and 2 emergencies)/Assistant Commissioner of Police (Class 3 emergencies).</p> <p>Members: Communications directors from control and key support agencies.</p>
Emergency Management Joint Public Information Committee (EMJPIC)	<p>Public communications</p> <ul style="list-style-type: none"> To assist the Emergency Management Commissioner (Class 1 and 2 emergencies) and the Chief Commissioner of Police (Class 3 emergencies) coordinate public communication and engagement To ensure the messages of all agencies are included in public communications for major emergencies. <p>The functions of EMJPIC are detailed in the EMMV Part 8 – Appendices and Glossary, Appendix 12.</p>	<p>Chair: EMV Director Relief and Recovery (Class 1 and 2 emergencies)</p> <p>Members: Senior communications officers from all agencies.</p>

4.3 Regional tier teams

Regional tier teams activate in response to a major emergency, where one is anticipated or to ensure readiness for major emergencies.

Regional tier teams support the RERC and regional controllers in managing their regional coordination, control, consequence management and communication responsibilities during the readiness for and response to major emergencies.

In general, regional tier teams:

- are concerned with emergencies of any scale that
 - are causing or may cause extensive damage to property, infrastructure or the environment
 - are having or may have significant consequences on the community or a section of the community
- work to the state strategic direction and set the regional strategic direction accordingly
- provide operational direction for emergency response at the incident tier, where established
- support incident tier teams, where required
- address the broader and longer term risks and consequences of the emergency on the region.

The team structure applies regardless of the number and class of emergencies being managed, although the chair and membership of each team may vary. A regional recovery committee will be formed as required.

Not all emergencies involve a regional tier in the response – some emergencies are managed solely from the state and/or incident tiers. Not all agencies will have regional representation and some may attend through teleconference.

Figure 8 – Regional tier teams

Team	Primary function supported by the team	Members
Regional Control Team (RCT)	Control To support regional controllers perform the regional control function.	Chair: <ul style="list-style-type: none"> • Regional controller, where only one is appointed. • A regional controller or the RERC where more than one regional controller is appointed. Members: <ul style="list-style-type: none"> • Regional controllers • RERC • Regional Recovery Coordinator • The commanders of the key support agencies
Regional Emergency Management Team (REMT)	Coordination To support the RERC and regional controllers (where appointed) to: <ul style="list-style-type: none"> • raise awareness of the emergency across the whole of government • identify and manage strategic risks and consequences • develop a regional strategic plan outlining high level actions of all agencies. More information can be found at www.emv.vic.gov.au/procedures/incident-management/	Chair: <ul style="list-style-type: none"> • Regional controller, where only one is appointed • A regional controller or the RERC where more than one regional controller is appointed • The RERC where no regional controller is appointed Members: <ul style="list-style-type: none"> • The people at the regional tier responsible for performing the coordination, control, consequence management, recovery and communication functions for major emergencies that are anticipated or occurring. • Regional tier functional representatives of a wide range of agencies responsible for delivering public services • Representation for the municipal council(s) affected by the emergency • Individual agencies or representatives of business/industry/community groups, as appropriate, for specific emergencies. Note – some agencies/communities/businesses may not be able to provide a representative at each tier.

4.4 Incident tier teams

The incident controller will activate incident tier teams as required in anticipation of or in response to a specific incident. Incident tier arrangements apply for both non-major and major emergencies, although enhanced arrangements apply to the management of major emergencies.

Note that not all Class 2 emergencies will involve an incident tier. Similarly, not all agencies will be able to provide a representative for incident tier teams.

4.4.1 Major emergencies

In anticipation of a major emergency or in response to a major emergency, the incident controller will normally operate from an incident control centre or other suitable facility, with active support and direction provided by the state and regional tier teams.

For a major emergency, an Incident Management Team (IMT) and an Incident Emergency Management Team (IEMT) support the incident controller. The IEMT for a major emergency has a wider membership and a broader focus on consequence management than an IEMT established for a non-major emergency.

Figure 9 – Incident tier teams (major emergencies)

Team	Primary function supported by the team	Members
Incident Management Team (IMT)	<p>Control</p> <p>To support an incident controller to perform their control function.</p> <p>The incident controller will establish an IMT where they require assistance to perform their control function. The IMT is usually part of an overall incident management system adopted by the agency for the specific class of emergency and which should be based on</p> <ul style="list-style-type: none"> • flexibility • management by objectives • functional management • unity of effort • span of control. 	<p>The Chair and membership will vary according to the Class and specific form of emergency</p> <p>Chair: Incident controller</p> <p>Members:</p> <p>Members of the control and support agencies providing the incident controller with support in functions that could include:</p> <ul style="list-style-type: none"> • planning • intelligence • public information • operations • investigation • logistics • finance.
Incident Emergency Management Team (IEMT)	<p>Coordination</p> <p>The IEMT supports the incident controller. Their focus is on managing the effect and consequences of the emergency.</p> <p>An IEMT for a major emergency will meet formally and should locate in an incident control centre. Some representatives may need to attend by teleconference.</p> <p>More information on the roles and responsibilities of the IEMT is contained in the Emergency Management Team Arrangements, which are found at www.emv.vic.gov.au/procedures/incident-management/</p>	<p>Chair:</p> <ul style="list-style-type: none"> • Incident controller, where only one is appointed • MERC or IERC, where there are several classes of emergency, with several incident controllers appointed, or where there is no incident controller appointed. <p>Members:</p> <ul style="list-style-type: none"> • Incident controllers • MERC or IERC • Agency commanders • Health commander (functional commander of supporting health agencies) • Municipal (or regional) recovery manager • Representation for the municipal council(s) affected by the emergency • Agency/community/business representatives as appropriate for specific emergencies. <p>Note – some agencies/communities/businesses may not be able to provide a representative at each tier.</p>

4.4.2 Non-major emergencies

Many non-major emergencies are managed through the normal or business continuity arrangements of industry, agencies or government and more formal arrangements are not necessary.

Where a formal response to a non-major emergency is required, the incident controller manages the incident in accordance with agency practice and the following arrangements.

Where several agencies respond to the incident, the incident controller, IERC and support agency commanders should form an IEMT.

For non-major emergencies, the State and regional tier teams are not active although could be activated if necessary. The incident controller undertakes all the functions required to manage the incident (such as planning, logistics and operations) and may enlist support in specific incident management functions but does not normally require the support of an established IMT.

Figure 10 – Incident tier teams (non-major emergencies)

Team	Primary function supported by the team	Members
Incident Emergency Management Team (IEMT)	<p>Control and coordination</p> <p>To plan and coordinate the actions of the agencies responding to the emergency.</p> <p>For non-major emergencies, the IEMT will usually locate near the incident scene.</p> <p>More information on the roles and responsibilities of the IEMT is contained in the Emergency Management Team Arrangements, which are found at www.emv.vic.gov.au/procedures/incident-management/</p>	<p>The Chair and membership will vary according to the Class and specific form of emergency</p> <p>Chair:</p> <ul style="list-style-type: none"> • Incident Controller • The IERC, where there is no incident controller appointed. <p>Members:</p> <ul style="list-style-type: none"> • Incident Controller • IERC • agency commanders.

4.5 Shared support

4.5.1 Facilities

The State Control Centre is a facility managed by the Emergency Management Commissioner. The State Control Centre has staff and systems to support the Emergency Management Commissioner, State Response Controller, Class 2 state controllers if required, responder agency commanders and state tier teams.

During an emergency response, the State Response Controller or Class 2 state controller is responsible for overseeing the operational functioning of the State Control Centre for their respective emergency.

The State Control Centre provides:

- the capacity to activate at any time
- stakeholder engagement and support
- the collection, analysis and dissemination of information about major emergencies
- assistance with the allocation of state and specialist resources
- monitoring of state readiness
- monitoring of response arrangements for current emergencies
- specialist support to the regional and incident tiers.

The State Control Centre is part of a network of regional and incident control centres used to manage

Class 1 emergencies and which can also be used to manage Class 2 emergencies.

4.5.2 Information

Emergency Management Victoria hosts an emergency management portal to store shared emergency response information and documentation for all agencies with a role or responsibility in emergency response. The portal can be accessed here <http://portal.em.vic.gov.au/>

Access is available by password to emergency management personnel from all agencies at all tiers.

4.5.3 Reports

The Emergency Management Commissioner is responsible for providing the Minister for Emergency Services with information about events that may lead to a major emergency or the response to Class 1 and 2 emergencies.

For a Class 2 emergency, the Emergency Management Commissioner will consult with the Class 2 state controller regarding:

- the likelihood, effect and consequences of the emergency
- the effectiveness of the control arrangements
- consequence management planning, implementation and outcomes
- the integration of recovery with the response arrangements.

The Emergency Management Commissioner may request agencies to report on the effect and consequences of the emergency on their area of responsibility and to identify emerging issues. The information received forms the basis of the State Emergency Management Team Situation Report, which the Emergency Management Commissioner uses to brief the Minister for Emergency Services and all agencies can use to brief their ministers.

The Chief Commissioner of Police is responsible for reporting on the Victoria Police operational response to Class 3 emergencies.

4.6 Transition from response to recovery

Relief and recovery activities should be integrated with response activities. During this time, the overall emergency will be managed using the response management arrangements outlined in this SERP.

Once the emergency response activities have concluded and where recovery activities need to continue, the arrangements for managing the emergency will transition from the arrangements in this SERP to the arrangements for managing recovery as outlined in the EMMV Part 4 – State Emergency Relief and Recovery Plan.

The teams at the relevant incident, regional and state tiers should discuss and agree the timing of the transition. The recovery coordinators/managers at the relevant tiers must be ready to assume responsibility and have the appropriate resources assembled prior to the transition. The community must receive continuous services during the transition and a phased transition may be appropriate.

Considerations regarding the timing of the transition should include:

- the extent to which any emergency risks remain
- the extent to which the powers available to response agency personnel (which may be available only during an emergency response) are still required
- the extent to which the effect and consequences of the emergency are known
- the extent to which the affected community continues to require relief services
- the extent to which the recovery resources have assembled and are ready to manage their responsibilities.

Emergency response coordinators are responsible for advising all agencies involved in the emergency of the termination of the emergency response. Response agencies may be required to continue working at the emergency following the transition, but as support resources for recovery managers and coordinators.

A schedule of transition actions is included in the document 'An Agreement for the Transition of Coordination Arrangements from Response to Recovery', which can be obtained from the State or regional recovery coordinators.

4.7 Shared review

Following an emergency response, the emergency management sector reviews the effectiveness of the coordination, control, consequence management and communications functions in order to share aspects that worked well and identify areas for improvement.

For non-major emergencies, the control agency is responsible for debriefing participating agencies. The scale of the debriefing should be in proportion to the complexity of the emergency.

For major emergencies, where many agencies were involved in both the response and in consequence management, debriefing is conducted after a period of activation as follows:

- The Emergency Management Commissioner (Class 1 and 2 emergencies) and the Chief Commissioner of Police (Class 3 emergencies) are responsible for ensuring the debriefing of state tier teams, where necessary, after a period of activation
- RERCs are responsible for ensuring the Regional Control Team and REMT conduct an operational debrief where necessary after a period of activation
- MERCs are responsible for ensuring the control agency has organised an operational debrief with participating agencies and teams as soon as practicable.

Representatives of relevant community, business, or industry groups may be invited to participate in debriefs. The need to conduct a post incident community forum may be considered.

The lessons identified should be communicated to the State Review Team, which is comprised of agency representatives from across the emergency management sector and which identifies trends and initiates actions to improve systems and subsequently sector performance.

5 Community

This chapter outlines the arrangements for protecting people before, during and after an emergency.

5.1 Before emergencies

5.1.1 Responsibility

The responsibility for planning and preparing for emergencies rests with all Victorians.

Individual community members are responsible for learning the potential risks of their environment and for actively planning and preparing to respond to the risks of emergencies. This includes taking action to protect themselves, their families, vulnerable members of the community and their interests. By doing so, individuals and community build and strengthen their own resilience to emergencies.

All Victorians and particularly people who are likely to be highly vulnerable in an emergency are encouraged to develop personal emergency plans with their family and other support networks in order to improve their safety and wellbeing during emergencies.

The State has a responsibility to develop plans and implement programs to manage the potential risks of emergency events. However, the State cannot guarantee the safety of the community during an emergency. The scale of an emergency or other factors, such as safety considerations, may mean the community does not receive the support it expected to be available.

5.1.2 Preparing for self-reliance

Where an emergency is imminent, individuals should:

- take heed of emergency information and warnings
- review relevant emergency management plans, such as individual household plans, local community plans or plans developed for a specific facility, industry or business
- take action to protect themselves, their families, neighbours and their local community, in particular protecting those who may be vulnerable to the effect of the emergency.

Following an emergency of significant scale and size, individuals and communities may need to manage themselves for a period and should plan to be self-reliant for the first 72 hours.

5.1.3 Information about a community

Each locality and community has a specific demographic profile and emergency response managers need to consider the risks of a specific emergency, identify the people within the community vulnerable to its effect and plan a tailored approach for protecting people.

Municipal council engagement

Local government representatives should be included at all tiers of emergency response management as they are a primary source of information about a local community.

Each municipality should have a Municipal Emergency Management Plan (MEMP). A MEMP is a multi-agency plan, coordinated by the local municipal council and which should contain information on the local demography, facilities where vulnerable people are likely to be located, trusted community and business networks, infrastructure and industry in the area and the local processes for coordinating relief and recovery.

Vulnerable people and facilities

Vulnerable people need special consideration during an emergency response. There are many social factors which increase a person's vulnerability in emergencies. These include:

- age (children and youth, or older people without family or social support)
- disability
- lack of familiarity with an area or environment (for example, tourists and seasonal workers)

- language, culture and settlement
- health (physical and mental health)
- social issues such as family violence, financial stress, homelessness or poor quality housing
- Isolation and disconnectedness.

Municipal councils within or partly within the country area of Victoria (as defined by the Country Fire Authority Act 1958) oversee the maintenance of a Vulnerable Persons Register⁸. These registers contain information about vulnerable people who have agreed to be on the register. The registers can be accessed by Victoria Police and other authorised agencies in the planning for and during an emergency.

Additionally, the MEMP should include information about facilities where vulnerable people are likely to be located and which should have emergency management plans. These facilities should include:

- child care centres, schools, hospitals, aged care facilities, residential institutions and similar sites
- places where vulnerable people are likely to meet or reside, such as senior citizen centres, retirement villages, rooming houses and caravan parks.

Local community plans

Some communities have developed local community plans and these should form a primary source of information on local contacts and networks, agreed community values, local vulnerabilities and other local information.

Local emergency agencies and municipal councils should have a copy of these plans, where they have been developed.

Trusted community networks

Victorian communities reflect a diversity of gender, ethnicity, religion, disability and socio-economic status. Often people in these groups link through formal and informal networks with trusted leaders. Examples of these networks include schools, churches and sporting groups.

Incident controllers can engage community networks and leaders as an additional means for sourcing information or communicating with community members, within the respective network, who may not be engaged or be receiving information in any other way.

Contact information for community networks and their leaders may potentially be obtained from a number of sources including municipal councils, neighbourhood houses, community organisations and local agency personnel. Contact information should also be included in community plans, where these have been developed.

5.2 During emergencies

5.2.1 The management of mass injuries and fatalities

Major emergencies may involve mass casualties, fatalities and patients with complex trauma.

The State Health Emergency Response Plan (SHERP) outlines the arrangements for managing the pre-hospital and hospital response to emergencies that go beyond day-to-day business arrangements, ensuring that health and medical emergency responses are coordinated and appropriate. The SHERP also focuses on the needs of children in emergencies and on psychological support to prevent long-term health effects.

The SHERP is a sub-plan of the SERP and can be found at: www.health.vic.gov.au/sherp/

⁸ Refer to the Vulnerable People in Emergencies Policy, which can be found at: www.dhs.vic.gov.au/facs/bdb/fmu/service-agreement/4.departmental-policies-procedures-and-initiatives/4.18-vulnerable-people-in-emergencies

5.2.2 Warnings and information

Warnings and information

Emergency warnings and information assist the community to make informed decisions about their safety.

Emergency warnings should comply with the Victorian Warning Protocol, which can be found at www.emv.vic.gov.au/our-work/victorias-warning-system/victorian-warning-protocol/

Sections 42 and 43 of the EM Act 2013 provide for the issuing of warnings and information in relation to fires in Victoria. Specifically, the provision of warnings and information in relation to fires must be consistent with any guidelines, procedures and protocols developed by the Emergency Management Commissioner.

In practice, the incident controller is responsible for issuing warnings and community information. The regional controller (where appointed) or State Response Controller or Class 2 state controller should assist, if required.

Public information officers, if appointed, can manage the provision of public information and warnings on behalf of the controller and all responding agencies, but this must be authorised by the controller at the specific tier.

Where the timeframe is short and an extreme and an imminent threat to life exists, any response agency personnel can issue warnings to a community likely to be affected, providing they notify the relevant controller as soon as possible following the issuing of the warning.

Warnings for actual or potential major emergencies should be issued using several mediums, which could include but are not limited to:

- VicEmergency website www.emergency.vic.gov.au
- VicEmergency or relevant agency social media feeds
- the FireReady smartphone application
- voice and SMS phone messaging through the use of the Emergency Alert tool
- relevant emergency information phone lines
- emergency broadcasters, using the standard emergency warning signal [SEWS] where relevant
- community alert sirens
- face to face contacts such as door knocks, community meetings.

The EMMV Part 8 - Appendixes and Glossary provides guidelines on the use of several of these warning mediums.

The community is encouraged to access more than one source of information as this will assist to validate the situation and help them to make informed decisions to suit the circumstances.

Declaration of an Emergency of State Significance

The Emergency Management Commissioner may declare in writing an Emergency of State Significance to exist in Victoria.

The purpose of declaring an Emergency of State Significance is to acknowledge a major emergency is occurring and to emphasise the gravity of the situation. The declaration is intended to raise community awareness of the ongoing emergency and reinforce the need for whole of government and community planning. There are no additional powers associated with this declaration.

The Emergency Management Commissioner is responsible for informing the Minister for Emergency Services and the Premier of such a declaration. The declaration remains in force for a defined period as nominated on the declaration document.

5.2.3 Relocation and evacuation

Relocation

On the basis of warnings or other information received, members of the public may voluntarily choose to remove themselves from the potential area of the emergency and to relocate to a safer area.

Evacuation

In order to protect people from the risks of an emergency, the incident controller may recommend the evacuation of people from a specific locality such as an institution (educational or hospital), a town or an area of the state.

Evacuations should be conducted in accordance with the Evacuation Guidelines, which can be found in the EMMV, Part 8 – Appendixes and Glossary, Appendix 9. These guidelines include considerations for evacuating persons on Vulnerable Persons Registers and in vulnerable facilities and who may need tailored advice of a recommendation to evacuate.

In Victoria, evacuation is largely voluntary and individuals can choose how they respond to the recommendation to evacuate. In some circumstances, legislation provides some agency personnel with authority to remove people from areas or prohibit their entry. Refer to 5.2.4 for details.

5.2.4 Restricting public movement

Traffic management

Public movement in and around an emergency scene may need restricting to either protect the public or the emergency scene.

The incident controller is responsible for developing, implementing and monitoring a traffic management plan, which may include establishing traffic management points to restrict access. Victoria Police coordinates the implementation of the plan.

The arrangements for managing traffic management points during Class 1 emergencies are detailed in 'Guidelines for the Operation of Traffic Management Points during Class 1 Emergencies', which can be sourced through the details listed in the EMMV, Part 8 – Appendixes and Glossary, Appendix 10.

Declaration of emergency area

Section 36 of the EM Act 1986 gives senior Victoria Police officers the powers to declare an emergency area if public movement needs to be restricted due to the size, nature or location of an emergency and when the powers available under a declared state of disaster are not needed or would take too long to activate. The declaration of an emergency area associated with bushfire is done at the request of or with the approval of the incident controller

The declaration of an emergency area must be in writing, with a sign posted at or near the emergency area. The declaration must be revoked when the circumstances cease to apply or after 24 hours.

The Emergency Management Commissioner may extend the declaration of an emergency area for a further 24 hours through publication of the extension in the Government Gazette.

State of Disaster

The EM Act 1986 Part 5 provides for the Premier, on the advice of the Minister for Emergency Services and in consultation with the Emergency Management Commissioner, to declare a State of Disaster in situations that present a 'significant and widespread danger to life or property' in part or all of Victoria. The Emergency Management Commissioner will consult with the Chief Commissioner of Police regarding the advice to be provided to the Premier.

A State of Disaster creates a legal condition applying to a specified area and gives the Minister for Emergency Services the power to:

- direct and coordinate the activities of government agencies
- suspend Acts or regulations
- commandeer any property*

- control movement into and within, and departure from the disaster area*
- compel evacuations from the disaster area (except where a person claims pecuniary interest in the land, buildings, goods or valuables therein) *.

*The last three powers are delegated to the Chief Commissioner of Police.

Other emergency powers

Some Ministers have emergency power for specific issues, for example relating to the disruption to some essential services.

The Chief Health Officer has functions and powers under the *Public Health and Wellbeing Act 2008*, including powers to direct authorised officers for the purposes of investigating, eliminating or reducing a serious risk to public health.

Other declarations

In some circumstances, legislation provides some agency personnel with authority to remove people from areas or prohibit their entry. The EMMV Part 8 – Appendixes and Glossary Appendix 6 details the various states of emergency that can be declared under Victorian law.

Additionally, the *Coroners Act 2008* provides the Coroner or the Chief Commissioner of Police with powers to restrict public access to areas, if required, in order to investigate deaths or fires.

5.2.5 Impact assessment

The Emergency Management Commissioner is responsible for collecting and reporting information on the impact of emergencies in order to inform priorities in consequence management and the provision of relief and recovery services.

There are three stages of impact assessment:

- Initial impact assessment is a high level assessment conducted as soon as possible after the impact of the emergency and is managed by controllers during the emergency response.
- Secondary impact assessment is the subsequent assessment of the impact of the emergency on the natural, built, social, economic and agricultural environments and is managed by relief and recovery coordinators/managers.
- Post emergency needs assessment is a longer term, more thorough estimate of the effects and consequences of the emergency on the health and wellbeing of the community, property, the economy and the environment. This is managed by relief and recovery coordinators/managers.

Impact Assessment Guidelines can be obtained from the Emergency Management Portal (login required) at: <http://portal.em.vic.gov.au>

5.2.6 Provision of relief

Controllers are responsible for initiating relief services to affected persons and should commence this process as soon as the need is identified. Municipal councils are responsible for establishing and managing relief centres, with support from regional recovery coordinators as required.

State and regional recovery coordinators and municipal recovery managers should be included in emergency management teams (refer chapter 4) at each tier to ensure the provision of relief is fully integrated with response activities.

State relief arrangements are outlined in the EMMV Part 4 – State Emergency Relief and Recovery Plan. The EMMV Part 7 – Emergency Management Agency Roles lists the agencies responsible for providing relief services.

5.3 After emergencies

5.3.1 Recovery

Information on the provision of recovery is outlined in the EMMV Part 4 – State Emergency Relief and Recovery Plan. The EMMV Part 7 – Emergency Management Agency Roles lists the agencies responsible for providing recovery services.

6 Capability

This chapter outlines the arrangements for all agencies to assist during major emergencies and for sourcing national and international support where necessary.

6.1 State capability

Emergency response capability comprises the collective ability of people, other resources, governance arrangements, systems and processes to limit the effect and consequences of emergencies.

State capability is based on individual agency capability and the arrangements for supplementing this capability through business, interstate and international arrangements.

The Emergency Management Commissioner is responsible for coordinating the activities of agencies to ensure the State maintains the capability to respond to Class 1 and 2 emergencies.

6.2 Agency responsibility for maintaining capability

Each agency is expected to maintain the capability to fulfil its emergency response role and responsibilities and must notify the Emergency Management Commissioner of situations that may affect its capability to respond to Class 1 or 2 emergencies, for example:

- the potential shortage of emergency response resources, especially of specialist resources
- a request for the agency to deploy emergency response resources to other states, territories or countries
- the need to source supplementary emergency response resources from other states, territories or countries.

Agencies do not need to notify the Emergency Management Commissioner where they need to activate existing cross-border arrangements for first response.

6.3 Support arrangements for Class 1 and 2 emergencies

6.3.1 Concept of operations

The State has arrangements for all agencies to provide support during major emergencies and for business, interstate and international support to be sourced where necessary. Support resources are generally sought in the following sequence:

- agency and local resources
- support resources:
 - within municipalities / local area
 - within regions
 - within the state
- interstate or commonwealth resources
- international resources.

Some variation to this sequence may apply for sourcing specialist resources, such as those which are shared nationally or internationally.

6.3.2 Sourcing resources

Sourcing resources from within Victoria

Control and support agencies respond to emergencies according to the plans and arrangements for managing the specific emergency. These plans may include a SERP sub-plan for the specific form of emergency. Where additional resources are required, the incident controller should:

- seek response agency resources directly through the response agency commanders or as

explained in the relevant SERP sub-plan

- seek supplementary resources, other than those of the responding agencies, through the IERC or MERC, or as explained in the relevant SERP sub-plan
- seek relief or recovery resources through the Municipal Recovery Manager, ensuring the IERC or MERC is aware of the request.

Following a request:

- the IERC or MERC will seek resources within the local area and the MERC will escalate unfulfilled resource requests to the RERC
- RERCs will seek resources within their region and escalate unfulfilled resource requests to the Emergency Management Commissioner through the SPLO
- the Emergency Management Commissioner will seek resources from across the state, interstate or internationally, where necessary.

In regard to requests through the RERC or MERC:

- requests should include the name and position of the person requesting the resources and details of the task
- agencies requesting resources are responsible for arranging the delivery of supplementary resources, once sourced
- private resources may be supplied
- financial arrangements for paying for resources are detailed in the EMMV Part 8 Appendix 1.

Sourcing Commonwealth resources

The Commonwealth Disaster Response Plan (COMDISPLAN) details the coordination arrangements for provision of Australian Government assistance in the event of a disaster of emergency in Australia or its offshore territories, regardless of cause.

The EMMV Part 8 Appendix 4 explains the procedure for requesting emergency support from the Commonwealth government. The Emergency Management Commissioner is responsible for sourcing Commonwealth resources for Class 1 and 2 emergencies, with the exception of the following:

- Under certain circumstances, Commonwealth Department of Defence resources are available for allocation at regional level, through a Category 1 request for Defence Aid to the Civil Community (DACC).
- RERCs can make a Category 1 request for DACC where immediate action is necessary to save human life or alleviate suffering, to prevent extensive loss of animal life or widespread loss of or damage to property where local civilian resources are inadequate.
- Based on the need, a local Department of Defence Commander can approve requests for resources where they are required for a short term (not normally to exceed 24 hours) and will determine the resource to be supplied.
- The RERC must notify the Emergency Management Commissioner of such a request, through the SPLO, unless the request relates to a Class 3 emergency.

Sourcing national and international resources

The EMMV Part 8 Appendix 4 explains the procedure for requesting emergency support from other states.

The Emergency Management Commissioner is responsible in Victoria for coordinating interstate or international resource movements for Class 1 and 2 emergencies. This applies to Victorian resources assisting other jurisdictions or to the resources of other jurisdictions assisting Victoria. For a Class 2 emergency, the Emergency Management Commissioner will consult with the Class 2 state controller.

National resource sharing agreements or arrangements have been developed for some specific emergencies and these should be detailed in the relevant SERP sub-plan. Agencies should notify the Emergency Management Commissioner where they need to activate these agreements or arrangements.

Appendix A - Role statements

Statutory appointments

Emergency Management Commissioner

Section 32 of the EM Act 2013 identifies the functions of the Emergency Management Commissioner. These include to:

- be responsible for the coordination of the activities of agencies having roles or responsibilities in relation to the response to Class 1 emergencies or Class 2 emergencies
- ensure that control arrangements are in place during a Class 1 emergency or a Class 2 emergency
- appoint a State Response Controller in relation to a Class 1 emergency
- manage the State's primary control centre on behalf of, and in collaboration with, all agencies that may use the primary control centre for emergencies
- ensure that the Minister for Emergency Services is provided with timely and up to date information in relation to
 - the actual or imminent occurrence of events which may lead to major emergencies
 - the response to major emergencies
- be responsible for consequence management in accordance with section 45
- be responsible for coordinating recovery under Division 5
- coordinate data collection and impact assessment processes.

Chief Commissioner of Police

Section 16 of the *Victorian Police Act 2013* identifies the Chief Commissioner of Police as responsible for:

- the management and control of Victoria Police
- implementing the policing policy and priorities of the Government
- providing advice and information to the Minister on the operations of Victoria Police and policing matters generally
- the general conduct, performance and operations of Victoria Police.

The Chief Commissioner of Police is responsible for the coordination and control of Class 3 emergencies.

Senior Police Liaison Officer (SPLO)

The Chief Commissioner of Police appoints the SPLO under section 57 of the EM Act 2013. The function of the SPLO is to:

- provide advice to the Emergency Management Commissioner
- deal with requests to or from RERCs and MERCs.

The Emergency Management Commissioner must take the advice of the SPLO into account for coordination functions relating to regional or municipal response.

The SPLO will provide advice to the Emergency Management Commissioner by exception or when requested. The following points may constitute advice in regard to regional and municipal coordination:

- the likelihood of situations to escalate into major emergencies
- the effectiveness of control structures
- the provision of community information and warnings
- the management of significant risks and consequences
- the provision of relief services to the affected community

- the cooperation of agencies
- the supply of resources
- the operation of the REMT and IEMT
- the declaration of emergency areas.

The SPLO will liaise with, and provide relevant information to the Emergency Management Commissioner during major emergencies, including Class 2 emergencies where Victoria Police is the control agency and Class 3 emergencies.

Regional Emergency Response Coordinator (RERC)

The member of Victoria Police appointed by the Chief Commissioner of Police as an emergency response coordinator for each Victorian Government region is known as a Regional Emergency Response Coordinator (RERC). The RERC may from time to time appoint deputies.

The RERC is responsible for bringing together agencies and resources within a region to support the response to emergencies.

The RERC communicates with the Emergency Management Commissioner through the SPLO.

The role of the RERC is to:

- coordinate resources or services within the emergency response region, having regard to the provisions of section 56 (2) of the EM Act 2013
- monitor control arrangements for emergencies across the region to ensure they are effective
- in the event of uncertainty, determine which agency is to perform its statutory response role within a region, in accordance with the requirements of the EMMV Part 7 – Emergency Management Agency Roles, where more than one agency is empowered to perform that role
- where necessary, ensure the Regional Controller has formed and is chairing the REMT or, where there are multiple disparate emergencies in the Region, form and chair the REMT
- monitor the provision of information and warnings to affected communities
- source resources and services requested by the MERC and escalate requests unable to be fulfilled by the region to the Emergency Management Commissioner through the SPLO
- ensure the Regional Controller/s develop a regional strategic plan for the management of the emergencies within the region
- ensure the Regional Recovery Coordinator has been notified of the emergency to ensure relief and recovery measures are in place
- monitor the provision of relief across the region, in collaboration with the Regional Recovery Coordinator
- consider registration of persons affected by the emergency
- monitor the need to declare an emergency area
- provide the SPLO with information or advice on issues relating the control, command and coordination of the emergency response, including issues relating to consequence management, the provision of relief and the transition to recovery
- ensure the Regional Control Team and REMT conduct an operational debrief, where necessary, after a period of activation.

Municipal Emergency Response Coordinator (MERC)

The member of Victoria Police appointed as an emergency response coordinator for each municipal district is known as a MERC.

The MERC is responsible for bringing together agencies and resources within a municipal district to support the response to emergencies.

The MERC communicates with the Emergency Management Commissioner through the RERC (and

subsequently the SPLO).

The role of the MERC is to:

- ensure that the appropriate control and support agencies are in attendance - or have been notified by the controller and are responding to an emergency
- in the event of uncertainty, determine which agency is to perform its statutory response role in accordance with the requirements of EMMV Part 7 – Emergency Management Agency Roles, where more than one agency is empowered to perform that role
- ensure the incident controller has formed and is chairing an IEMT or, if the incident controller is unable to attend or there are several disparate emergencies within the municipality, form and chair an IEMT
- ensure timely warnings and information are provided to the community and support agencies by the control agency
- arrange for the provision of response resources requested by control and support agencies and escalate unfulfilled requests to the RERC
- ensure the incident controller has developed and issued an incident action plan (including objectives and strategies for managing the incident)
- ensure the Municipal Recovery Manager has been notified by the incident controller of the emergency, to ensure relief and recovery measures are in place
- consider the provision of relief to affected communities where necessary and advise the Municipal Recovery Manager of requirements
- consider registration of persons affected by the emergency
- ensure the Municipal Emergency Resource Officer is advised of the emergency, is available to provide access to council owned or controlled resources if required and is receiving information as appropriate
- consider the need for declaration of an emergency area
- provide the RERC with information or advice on issues relating the control, command and coordination of the emergency response, including issues relating to consequence management, the provision of relief and the transition to recovery
- ensure the control agency for the emergency has organised an operational debrief with participating agencies as soon as practicable after cessation of response activities.

Incident Emergency Response Coordinator (IERC)

The IERC is usually the senior member of Victoria Police at the initial scene of an emergency or at the place where control is being exercised at incident level.

This role usually relates to the first response to an emergency, and the person fulfilling the role may change in seniority as the emergency escalates or de-escalates.

The role of the IERC is to:

- maintain a presence at the place where control is being exercised and represent the MERC in their absence
- ensure effective control is established and maintained
- ensure that the appropriate control and support agencies are in attendance – or have been notified by the controller and are responding to an emergency
- in the event of uncertainty, determine which agency is to perform its statutory response role in accordance with the requirements of EMMV Part 7 – Emergency Management Agency Roles, where more than one agency is empowered to perform that role
- ensure the incident controller has formed and is chairing an IEMT and is ensuring effective information sharing
- arrange for the provision and allocation of resources requested by control and support agencies

and escalate unfulfilled requests to the MERC or RERC

- ensure timely warnings and information are provided to the community and support agencies by the control agency
- ensure the incident controller has developed and issued an incident action plan (including objectives and strategies for managing the incident)
- consider the need for declaration of an emergency area
- provide the MERC or RERC with information or advice on issues relating to control, command and coordination of the emergency response, including issues relating to consequence management, the provision of relief and the transition to recovery.

Controllers

State Response Controller

The State Response Controller must keep the Emergency Management Commissioner informed about:

- the effectiveness of the control arrangements for the Class 1 emergency
- consequence management planning, implementation and outcomes
- the integration of recovery with the response arrangements.

The State Response Controller must consider and apply the State emergency management priorities (refer 2.4).

The State Response Controller's responsibilities are to:

- lead and manage the response to a Class 1 emergency
- establish a control structure for the emergency as appropriate and monitor to ensure it suits the circumstances
- issue warnings and information to the community in regard to the Class 1 emergency, if the regional or incident tier controllers are unable to do so in a timely manner
- support the Emergency Management Commissioner to identify current and emerging risks, or threats in regard to the Class 1 emergency, and implement proactive response strategies
- support the Emergency Management Commissioner in the development of state strategic plan for managing the Class 1 emergency
- give directions to regional and/or incident controllers if applicable
- work with the Emergency Management Commissioner to lead the SCT (or work with other state tier controllers, if appointed)
- participate in the SEMT
- oversee the operational functioning of the State Control Centre for the Class 1 emergency
- ensure the timely flow of relevant information to the:
 - Emergency Management Commissioner
 - SCOT
 - SCT
 - SEMT
 - other support teams and stakeholder agencies
- apply the Emergency Management Commissioner operational standards and incident management procedures, as appropriate.

Class 2 state controller

The Class 2 state controller must keep the Emergency Management Commissioner informed about:

- the effectiveness of the control arrangements
- consequence management planning, implementation and outcomes
- the integration of recovery with the response arrangements.

The Class 2 state controller must consider and apply the State emergency management priorities (refer 2.4).

The Class 2 state controller's responsibilities are to:

- lead and manage the response to a Class 2 emergency
- establish a control structure for the Class 2 emergency as appropriate and monitor to ensure it suits the circumstances
- issue warnings and information to the community in relation to the Class 2 emergency, if regional or incident tier controllers are unable to do so in a timely manner
- support the Emergency Management Commissioner to identify current and emerging risks, or threats in regard to the Class 2 emergency and implement proactive response strategies
- support the Emergency Management Commissioner in the development of state strategic plan for managing the Class 2 emergency
- give directions to regional and/or incident controllers if applicable
- work with the Emergency Management Commissioner to lead the SCT (or work with the other state tier controllers, if appointed)
- participate in the SEMT
- oversee the operational functioning of the State Control Centre or other facility from where the emergency is being managed, in relation to the Class 2 emergency
- ensure the timely flow of relevant information to the:
 - Emergency Management Commissioner
 - SCOT
 - SCT
 - SEMT
 - other support teams and stakeholder agencies
- apply the Emergency Management Commissioner operational standards and incident management procedures, as appropriate.

Regional controller

Where appointed, there are separate regional controllers for Class 1 and Class 2 emergencies.

Regional controllers work within the line of control for their respective Class 1 or Class 2 emergency.

The regional controller leads and manages the response to the emergencies for which they are responsible within a Victorian government region or defined area.

The regional controller must keep the State Response Controller for Class 1 emergencies or the Class 2 state controller informed of:

- the effectiveness of the control arrangements for managing the emergencies
- progress on developing and implementing consequence management plans
- the integration of relief and recovery activities with the response activities.

A regional controller must consider and apply the State emergency management priorities (refer 2.4).

The regional controller's responsibilities are to:

- carry out the directions of the State Response Controller or the Class 2 state controller for Class 2 emergencies
- take charge and provide leadership for the resolution of the respective Class 1 emergencies or Class 2 emergencies at the regional tier
- give directions to the incident controllers for the respective Class 1 emergency or Class 2 emergency as necessary
- ensure the timely issue of warnings and information to the community if the incident controllers are unable to do so in a timely manner
- lead the RCT (or work in collaboration with regional controllers for other emergencies, where appointed)
- initiate, chair and work with the REMT
- identify current and emerging risks, or threats, and implement proactive response strategies
- develop a regional strategic plan for managing the emergency
- allocate and prioritise resources to manage the emergency, ensuring incident controllers have appropriate resources to achieve their tasks
- oversee the operational functioning of the Regional Control Centre or other facility from where the emergency is being managed, in relation to the specific emergency
- ensure relief and recovery arrangements have been integrated into the emergency response as necessary
- ensure the timely flow of information to the:
 - State Response Controller or the Class 2 state controller
 - RERC
 - RCT
 - REMT
 - Regional Recovery Coordinator
 - stakeholder agencies
- assess response performance against regional control plans and resolve identified issues
- monitor and assess the regional structure for effectiveness throughout the emergency
- apply the Emergency Management Commissioner operational standards and incident management procedures, as appropriate.

Incident controller

An incident controller must consider and apply the State emergency management priorities (refer 2.4).

The incident controller's responsibilities are to:

- carry out the directions of the regional controller, where appointed, or the State Response Controller or Class 2 state controller, where appointed
- take charge and provide leadership for the resolution of the incident, including tasking support agency commanders
- establish a control structure to suit the circumstances and monitor its performance
- ensure the timely issue of warnings and information to the community or refer these to the regional controller, where appointed, or where the regional controller has not been appointed, the State Response Controller or Class 2 state controller
- identify current and emerging risks, or threats in relation to the incident and implement proactive response strategies
- activate relief arrangements through the Municipal Recovery Manager
- lead multi agency planning and develop and implement an incident action plan (including

- objectives and strategies to manage the incident)
- establish and manage the IMT, if required
 - establish the IEMT, if required
 - oversee the operational functioning of the incident control centre, if operating
 - ensure the timely flow of information to the:
 - regional controller (if appointed) or the State Response Controller or Class 2 state controller
 - control and support agencies
 - MERC
 - IEMT
 - Municipal Recovery Manager/Regional Recovery Coordinator
 - other stakeholder agencies
 - continually assess the performance of the emergency response against the incident action plan
 - request appropriate resources for subordinates to achieve tasks, or adapt tasks according to available resources
 - initiate initial impact assessment where necessary
 - apply the Emergency Management Commissioner operational standards and incident management procedures, where appropriate.

Agencies

The roles and responsibilities of specific agencies are listed in the EMMV Part 7 – Emergency Management Agency Roles.

Control agency

A control agency is responsible for:

- Planning to deliver their responsibilities as listed in the EMMV Part 7 – Emergency Management Agency Roles, in accordance with the agency’s legislative and administrative responsibilities and the arrangements in this SERP. This includes:
 - planning to resource these responsibilities through agency resources, support agency resources or contract or supply arrangements with private industry
 - where the arrangements for managing an emergency vary from the arrangements in this SERP, preparing a SERP sub-plan for the emergency in accordance with the SERP Sub-plan Guidelines
- Confirming the arrangements for the appointment of controllers for the specific form of emergency for which the agency is the control agency.
- Responding to the form of emergency for which the agency is the control agency in accordance with the arrangements in this SERP or the relevant SERP Sub-plan.
- Having systems and processes in place for controllers to notify the agency of significant events or the potential for an emergency to become a major emergency.
- Organising an operational debrief with participating agencies as soon as practicable after the cessation of emergency response activities and in proportion to the scale of the emergency.
- Notifying the Emergency Management Commissioner of major emergencies or situations that may affect the capability of the agency to perform its role or responsibilities.
- Paying the costs of the emergency response that are the responsibility of the control agency, as outlined in the EMMV Part 8 Appendix 1, except where other specific cost sharing or cost recovery arrangements are in place.

Support agency

All agencies listed in the EMMV Part 7 – Emergency Management Agency Roles are support agencies. This may relate to a specific response, relief or recovery function, or to ensuring the agency continues to deliver its normal services during an emergency, as part of consequence management.

A support agency is responsible for:

- Planning to deliver their responsibilities in accordance with the agency's legislative and administrative responsibilities, the arrangements in this SERP and in relevant SERP sub-plans.
- Responding to emergencies in accordance with the arrangements in this SERP or the relevant SERP sub-plans.
- Participating in relevant operational debriefs.
- Notifying the Emergency Management Commissioner of situations that may affect the capability of the agency to perform its role or responsibilities.
- Paying the costs of the emergency response that are the responsibility of a support agency, as outlined in the EMMV Part 8 Appendix 1, except where other specific cost sharing or cost recovery arrangements are in place.

Agency or functional commander

Role

The role of an agency or functional commander at each tier of emergency response for a Class 1, 2 or 3 emergency is to:

- support the directions of the controller at that tier
- establish an agency or functional command structure to suit the circumstances
- take charge and provide leadership of agency or functional resources ensuring they are focused on supporting the controller to resolve the incident
- participate in and contribute to team meetings at the respective tier, as required
- ensure the timely flow of information, at the relevant tier, to the:
 - controller
 - emergency response coordinator
 - recovery coordinator / manager
- work within the control structure for the emergency.

Emergency management liaison officer

Support agencies may provide or may be requested by an emergency response coordinator or controller to provide an emergency management liaison officer(s) (EMLO) to the State Control Centre, Regional Control Centre or Incident Control Centre.

An EMLO:

- represents the agency in the relevant control centre
- may represent the agency at the IEMT or REMT, if the relevant agency commander is unable to attend (not the SEMT, where a senior agency representative is required to attend)
- should be empowered to commit, or to arrange to commit, the resources of the agency to respond to an emergency
- provides advice in relation to the role and activities of the agency
- should maintain ongoing communications with the agency.

Where an EMLO cannot be deployed to a particular location, the EMLO may perform the role from a remote location, for example through a teleconference or video conferencing link.

Appendix B - The process for appointing and deploying controllers

Class 1 emergencies

State Response Controller

If the Emergency Management Commissioner considers that a Class 1 emergency is anticipated or occurring, the Emergency Management Commissioner must appoint a State Response Controller with relevant expertise in managing hazards relevant to the Class 1 emergency. The State Response Controller is responsible for managing and leading the operational response to the Class 1 emergency.

To ensure the State is ready in anticipation of a Class 1 emergency:

- The Emergency Management Commissioner will approve a written roster that identifies the person appointed to the State Response Controller role at any point in time. Through approving the roster in writing, the Emergency Management Commissioner gives effect to the appointment of each person to the State Response Controller role.
- The Emergency Management Commissioner may appoint in writing additional State Response Controllers where more than one Class 1 emergency is anticipated or occurring at the same time, to ensure effective management of both emergencies.
- The State Response Controller may appoint in writing one or more Deputy State Response Controllers who have relevant experience in managing hazards relevant to the Class 1 emergency.

If the Emergency Management Commissioner considers control is not being exercised effectively, the Emergency Management Commissioner may direct the State Response Controller regarding specific control activities, or override or exercise specific control activities.

Regional and incident controllers

Preparation of a list of endorsed regional and incident controllers

The Emergency Management Commissioner will annually request the Chief Officer of each of the responder agencies to prepare a list of people with relevant expertise in managing hazards relevant to Class 1 emergencies and who are suitable to undertake the role of controller. The list will specify the people who are suitable to be regional controllers for Class 1 emergencies and the people who are suitable to be incident controllers for Class 1 emergencies.

The Emergency Management Commissioner may endorse persons as regional controllers for Class 1 emergencies and may endorse persons as incident controllers for Class 1 emergencies.

The Emergency Management Commissioner will maintain a list of people who are endorsed as regional controllers for Class 1 emergencies and a list of people who are endorsed as incident controllers for Class 1 emergencies.

Appointment and deployment of regional controllers

The State Response Controller may appoint controllers for Class 1 emergencies to the regional tier. A person appointed as the controller for a Class 1 emergency at the regional tier shall be called a regional controller. A regional controller for a Class 1 emergency must be named in the list of endorsed regional controllers.

A regional controller for a Class 1 emergency is responsible for managing and leading the response to the Class 1 emergency within the specified region.

During extended periods when Class 1 emergencies are likely, the State Response Controller will direct the regional agency commanders of the responder agencies to:

- Prepare a written roster for the regional controller role for each region, comprising people named in the list of endorsed regional controllers, for approval by the State Response Controller.

- The approved roster will include a direction from the State Response Controller for regional controllers, once appointed, to deploy incident controllers.

Through approving this roster in writing, the State Response Controller gives effect to:

- the appointment of each person to the regional controller role for the period specified on the roster
- the direction to an appointed regional controller to appoint and deploy incident controllers in accordance with the arrangements below.

Where a Class 1 emergency is anticipated to occur or is occurring and there is no regional controller roster activated in the relevant region, the State Response Controller will:

- deploy a regional controller from the list of endorsed regional controllers
- will direct this regional controller to appoint and deploy incident controllers in accordance with the arrangements below
- record the deployment of the regional controller and the direction to appoint and deploy incident controllers, in writing within 24 hours of the deployment.

Appointment and deployment of incident controllers

Where directed by the State Response Controller, a regional controller for Class 1 emergencies may appoint and / or deploy controllers for Class 1 emergencies to the incident tier. A person deployed as the controller for a Class 1 emergency at the incident tier shall be called an incident controller. An incident controller for a Class 1 emergency must be named in the list of endorsed incident controllers.

An incident controller for a Class 1 emergency is responsible for managing and leading the response to a specified incident or incidents.

When Class 1 emergencies are anticipated to occur, the regional controller will deploy incident controllers from the list of endorsed incident controllers and will locate them in incident control centres ready to manage Class 1 emergencies or situations with the potential to become Class 1 emergencies. When deciding the number of incident controllers to be deployed and their location, the regional controller will take into account the state and regional risk profile and the need for sustainable deployment of available resources. The regional controller will record these deployments in writing, within the system designated for this purpose, within 24 hours of the deployment.

Where a Class 1 emergency is occurring and additional incident controllers to those placed in readiness are required, the relevant regional controller will deploy incident controllers from the list of endorsed incident controllers. The regional controller will record these deployments in writing, within the system designated for this purpose, within 24 hours of the deployment.

Where a Class 1 emergency is occurring and no incident controllers have been placed in readiness, the regional controller or State Response Controller, if the regional controller is not appointed, will deploy incident controllers from the list of endorsed incident controllers and will record these deployments in writing, within the system designated for this purpose, within 24 hours of the deployment.

The powers of controllers for Class 1 emergencies

Controllers appointed or deployed for Class 1 emergencies have all the powers of the Chief Officer of the agency that is the control agency for the specific form of emergency.

Class 2 emergencies

The process for the appointment of a Class 2 state controller is outlined in 3.3.2.

The officer in charge of a control agency for a Class 2 emergency should ensure there is a Class 2 state controller identified at all times and provide the Emergency Management Commissioner with details of this person/persons.

A Class 2 state controller should be activated where a Class 2 emergency is anticipated or where one is occurring. A Class 2 state controller may appoint regional or incident controllers as required and, if so, their role is similar to regional or incident controllers for Class 1 emergencies.