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# Emergency Management Manual Victoria

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The Emergency Management Manual Victoria is issued by Emergency Management Victoria. The Manual complies with the requirements of the *Emergency Management Act 1986* (1986 Act) and *Emergency Management Act 2013* (2013 Act) as follows:

| Act and Section | Requirement | Location in the Manual |
|---|---|---|
| 1986 Act | | |
| 21(5) | Guidelines for municipal emergency management planning | Parts 6, 6A |
| 2013 Act | | |
| 53(1) | State Emergency Response Plan | Part 3 |
| 54(a) | Agencies primarily responsible for responding to specified emergencies (control agency) | Part 7 |
| 54(b) | The coordination of agencies' activities in support of control agencies | Parts 3, 4, 7 |
| 54(c) | Specify the roles of agencies in the event of an emergency response | Parts 3, 4, 7 |
| 54(d) | Provisions (acts, matters or things) relating to consequence management | Part 3 |
| 54(e) | Specifying roles and responsibilities of response coordinators | Part 3 |
| 54(f) | Define response regions | Part 8, Appendix 8 |
| 59(1) | State Emergency Relief and Recovery Plan | Part 4 |
| 60(a) | Specify the roles of agencies in emergency recovery | Parts 4, 7, 8 |
| 60(b) | Specify the Department or agency responsible for coordinating particular aspects of recovery, including recovery at the regional level | Part 4 |
| 60(c) | Provisions relating to coordination of recovery activities of agencies | Part 4 |
| 60(d) | Define recovery regions | Part 8, Appendix 8 |

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# About the Manual

Emergency management is one of the essential activities of any community. At its most comprehensive, emergency management involves implementation of protective safety strategies, acting during emergencies to reduce personal injury and losses of life, property and the environment, and the assisting of people to recover and continue with their lives. These tasks require the combined expertise and resources of the emergency services, other government and private organisations, municipal councils and the people of the whole community.

Victorians can be justifiably proud of their emergency management arrangements, which have been developed after some major and destructive emergencies, involving massive losses to the State and its people. The arrangements have since proven effective in many large and small emergencies, and justify the effort that goes into maintaining them.

Comprehensive emergency management requires participation by many organisations and individuals who understand their particular roles and responsibilities.

This manual integrates into a single multi-part book the principal policy and planning documents for emergency management in Victoria. While primarily intended for an audience of emergency management practitioners, the manual is designed also to be of interest and use to those who simply need to understand more about the arrangements and how they operate.

It is designed to provide information and guidance on what the emergency management arrangements are, the role of the various organisations within them, and the planning and management arrangements that bring all the different elements together.

The manual provides essential information for people who have a direct involvement in emergency management, whether in a full-time capacity, an occasional component of their normal duties, or perhaps as an emergency service volunteer. For those with specific planning responsibilities, the manual provides policy guidance on emergency management planning in the municipal and regional situations.

Part 1 is intended for all users as an introduction to the manual and to the emergency management arrangements. Part 2 is about mitigation while Parts 3 and 4 set out the principles and practice for operational management, covering response and recovery. Parts 5, 6 and 6A focus specifically on planning at state and regional, and municipal levels respectively.

Part 7 sets out agencies' emergency management roles, both individually and in the specific contexts of the response and recovery arrangements. Part 8 contains specific explanatory information in appendices and a glossary. Part 9 contains the *Emergency Management Act 1986* and *Emergency Management Act 2013* as essential reference material.

Part 10 is a contact directory for emergency management agencies. It is only available to emergency management agencies.

The manual is continually revised and updated, not only to account for changes in agency contact information, but also to describe and define improvements and changes in the management of emergencies and the inter-organisational arrangements.

Updates are available from the website www.emv.vic.gov.au/policies/emmv You can register to be advised when they are available. Alternatively users can purchase a print subscription from Anstat. Users of the manual are also invited to suggest improvements and amendments. Please send them to the address shown for inquiries about content.

This manual is produced by Emergency Management Victoria. Ensuring the information it contains is accurate and current would not be possible without the contributions and assistance of many people covering all the organisations identified within its pages.

# Consolidated Contents

**Part 1 Emergency Management in Victoria**

1.1 Introduction ....1–1
1.2 Emergency Management in Victoria — A Brief History....1–1
1.3 Concepts and Objectives ....1–4
1.4 Victoria's Emergency Management Framework ....1–10
1.5 Components of Emergency Management ....1–15
1.6 Terrorism: Issue Based Violence ....1–18
1.7 Special Provisions of the Emergency Management Act 1986 ....1–19

**Part 2 Emergency Risk Management and Mitigation in Victoria**

2.1 Introduction ....2–1
2.2 Mitigation and Risk....2–1
2.3 Mitigation at a National Level....2–5
2.4 Mitigation at a State Level....2–6
2.5 Mitigation at the Municipal Level....2–8

**Part 3 State Emergency Response Plan**

3.1 Document context....3–1
3.2 Emergency response context ....3–2
3.3 Operational roles and responsibilities ....3–6
3.4 Collaboration....3–15
3.5 Community....3–23
3.6 Capability ....3–29
Appendix A – Role statements....3–31
Appendix B – The process for appointing and deploying controllers ....3–39

**Part 4 State Emergency Relief and Recovery Plan**

4.1 Introduction ....4–1
4.2 Emergency management context ....4–2
4.3 Relief and recovery are community focused....4–6
4.4 Operational governance....4–7
4.5 Relief and recovery planning ....4–13
4.6 Relief assistance....4–19
4.7 Recovery assistance....4–23
4.8 Plan administration ....4–51

**Part 5 State and Regional Emergency Management Committees**

5.1 Introduction ....5–1
5.2 Committees in Emergency Management....5–1
5.3 State Crisis and Resilience Council (SCRC)....5–2
5.4 SCRC Sub-Committees ....5–3
5.5 Committees / Working Groups Supporting SCRC Sub-Committees....5–4
5.6 State Level Advisory Committees ....5–5
5.7 Regional Emergency Management Planning....5–6

**Part 6 Municipal Emergency Management Planning Arrangements – Guidelines for Committees**

6.1 Introduction and Overview ....6–1
6.2 Emergency Management Planning at the Municipal Level ....6–3
6.3 The Municipal Emergency Management Plan ....6–7
6.4 The Municipal Emergency Management Planning Committee ....6–11
6.5 Risk Management....6–13
6.6 Plan for Emergency Activities ....6–16
6.7 Other Information....6–20
Appendix 1 – Suggested Structure and Content of a Municipal Emergency Management Plan ....6–22
Appendix 2 – Audit Questions....6–24
Appendix 3 – Key Municipal Emergency Management Roles ....6–26

**Part 6A Guidelines for Municipal Fire Management Planning**

6A.1 Decision to establish a Municipal Fire Management Planning Committee ..... 6A–1
6A.2 Municipal Fire Management Planning Committee: Suggested Terms of Reference ..... 6A–2
6A.3 Municipal Fire Management Planning ..... 6A–3
6A.4 Plan Endorsement and Adoption ..... 6A–3
6A.5 Audit ..... 6A–3
6A.6 Contents of the Municipal Fire Management Plan ..... 6A–5

**Part 7 Emergency Management Agency Roles**

7.1 Control and Support Agencies for Response ..... 7–1
7.2 Support Services for Response ..... 7–5
7.3 Assistance and Agencies for Relief and Recovery ..... 7–6
7.4 Agency Role Statements ..... 7–19

**Part 8 Appendixes and Glossary**

Appendix 1 Financial Arrangements (Mitigation and Preparedness, Response and Recovery) ..... 8–1
Appendix 2 Best Practice Principles for Community Education, Awareness and Engagement (EAE) Programs 8–9
Appendix 3 Special Response Arrangements (USAR, DVI, Marine EMT) ..... 8–12
Appendix 4 Emergency Support From The Commonwealth Government and Other States ..... 8–15
Appendix 5 Model Arrangements for Leadership During Emergencies of National Consequence ..... 8–23
Appendix 6 States Of Emergency Under Victorian Law ..... 8–25
Appendix 7 Legal Protection for Emergency Volunteer Workers ..... 8–27
Appendix 8 Response and Recovery Regions ..... 8–29
Appendix 9 Evacuation Guidelines ..... 8-32
Appendix 10 Multi Agency Plans, Policies and Practice Notes ..... 8-42
Appendix 11 Emergency Resource Providers Support Scheme (EmRePSS) ..... 8-55
Appendix 12 Public Information via Media During Emergencies: The Role of EMJPIC ..... 8-57
(withdrawn pending review)
Appendix 13 Blank ..... 8-58
Appendix 14 The Standard Emergency Warning Signal and Guidelines for its use in Victoria ..... 8-59
Acronyms and Abbreviations ..... 8–63
Glossary (withdrawn pending review)…… ..... 8–66

**Part 9 Emergency Management Act 1986 & Emergency Management Act 2013**

**Part 10 Emergency Management Contact Directory** (withdrawn pending review)

# Emergency Management in Victoria

## Part 1: Emergency Management Manual Victoria

# Contents

1.1 Introduction ..... 1–1
1.2 Emergency Management in Victoria — A Brief History ..... 1–1
1985 Review of Disaster Management ..... 1–1
Key Developments Since 1986 ..... 1–2
Central Policy Office ..... 1–4
1.3 Concepts and Objectives ..... 1–4
Emergency ..... 1–4
Management ..... 1–6
Prevention, Response and Recovery ..... 1–7
Objectives of the Arrangements ..... 1–7
Resilience ..... 1–9
1.4 Victoria's Emergency Management Framework ..... 1–10
Emergency Management Act 1986 ..... 1–10
Emergency Management Act 2013 ..... 1–10
Victoria's Top-level Structures ..... 1–13
Response and Recovery Plans ..... 1–15
Minister's Delegations ..... 1–15
1.5 Components of Emergency Management ..... 1–15
Prevention/Mitigation ..... 1–15
Emergency Risk Management ..... 1–16
Response ..... 1–16
Recovery ..... 1–17
1.6 Terrorism: Issue-Based Violence ..... 1–18
1.7 Special Provisions of the Emergency Management Act 1986 ..... 1–19
Emergency Area ..... 1–19
State of Disaster ..... 1–19
Offence of Obstruction, and Legal Immunity for Volunteers ..... 1–20
Volunteer Compensation Arrangements ..... 1–20

## 1.1 Introduction

Victoria has a long history of emergencies, some of them highly destructive, and has developed a capability for dealing with such events. Many organisations in the community, including the emergency services, play a part. The activities of these organisations, both voluntary and permanently staffed, need to be coordinated to avoid conflict, wastage and gaps.

The emergency management arrangements cater for dealing with emergencies of all sizes, from small to very large. In particular, they deal with emergencies where more than one organisation is involved.

Emergency management involves the plans, structures and arrangements which are established to bring together the endeavours of government, voluntary and private organisations and communities in a comprehensive and coordinated way to deal with the whole spectrum of emergency needs, including prevention, response and recovery.

This part of the manual explains the background to Victoria's current emergency management arrangements to enable the reader to gain an overview before reading the more specific and detailed sections.

## 1.2 Emergency Management in Victoria — A Brief History

The original Victoria State Disaster Plan (known as DISPLAN) was prepared in the 1960s, with a new edition issued in March 1982 and a revised edition in September 1987.

Apart from DISPLAN (which did not have the backing of legislation), the main standing emergency management arrangements prior to 1986 involved the fire services and the then Forests Commission of Victoria. In addition to this, a number of government departments and statutory authorities had specific disaster-related responsibilities which they discharged more or less independently.

Following the Ash Wednesday fires of February 1983, there were a number of reviews of Victoria's disaster management arrangements. In November 1983, Cabinet agreed to a provisional set of disaster management arrangements which were embodied in the *State Disasters Act 1983* (since repealed).

### 1985 Review of Disaster Management

In June 1985, the Minister for Police and Emergency Services established a working party to report on Victoria's disaster management arrangements. The working party reported to the Minister in October 1985. Its main conclusions included:

(1) Many aspects of the existing arrangements, particularly in the area of response, had been demonstrated to be effective, and that, rather than replacement, they were in need of rationalisation, in order to maximise their strengths and minimise their weaknesses.

(2) The allocation of responsibility at government level should be given to a single minister, who should be the Minister for Police and Emergency Services.

(3) A policy of comprehensive and integrated emergency management should be adopted, as well as the establishment of arrangements to embody the policy.

Three major functional areas were recognised as necessary components of a comprehensive approach: **prevention**, **response** and **recovery**. These functional areas are organised within a structure that includes:

**Planning:** the analysis of requirements and the development of strategies for resource utilisation.

**Preparedness:** the establishment of structures, development of systems and testing and evaluation by organisations to perform their roles[1].

**Coordination:** the bringing together of organisations and resources to ensure effective emergency management.

The working party's findings led to the development and commencement of the *Emergency Management Act 1986* (1986 Act).

## Key Developments Since 1986

1987 The Recovery Plan formalised, for the first time, the arrangements for planning and management of recovery.

1994 The 1986 Act was amended, recognising the Recovery Plan and replacing the word 'disaster' with the word 'emergency' in most usages. More recently, the term 'emergency response' has replaced the term DISPLAN in official usage. The State Disasters Council was replaced by the Victoria Emergency Management Council (VEMC).

1998 The Central Government Response Committee (CGRC) was established in response to the Longford Gas Crisis and until 2013 it had been an ongoing feature of Victoria's emergency management arrangements.

1999 The definition of 'emergency' was clarified, by the inclusion in the list of examples of emergencies, of 'disruption to an essential service'.

2000 Amendments to the 1986 Act created the position and functions of the Emergency Services Commissioner to advise and report to the Minister (Coordinator in Chief) on any issues relating to emergency management, establish standards for emergency management and monitor and assess performance against such standards.

2001 The terrorist attacks in New York and Washington on 11 September 2001 led to an emphasis on security matters. The Security and Emergencies Unit was established within the Department of Premier and Cabinet, and Victoria became involved in national developments such as the National Counter-Terrorism Plan and the Review of Protection of Critical Infrastructure.

[1] Unlike the view taken in some other jurisdictions, preparedness was not considered a functional area of emergency management in its own right

2003 Following the bushfires of 2002-03, the Victorian Bushfire Inquiry recommended greater joint response coordination and the integration of municipal fire and emergency plans. This recommendation was implemented through the Integrated Fire Management Planning (IFMP) framework.

2004 The Council of Australian Governments (COAG) Natural Disasters in Australia Report, released in 2004, and the funding programs initiated by the Australian Government as a result have used the word 'mitigation' in preference to 'prevention'. This usage is adopted in the name of the State Emergency Mitigation Committee formed in the same year.

2009 The February 2009 'Black Saturday' bushfires, and the subsequent Victorian Bushfires Royal Commission, provided the impetus for reform of Victoria's emergency management arrangements. This reform included:

- development and commencement of the *Fire Services Commissioner Act 2010* to establish the Fire Services Commissioner with responsibility for developing and implementing the Fire Services Reform Action Plan and controlling the response to 'major fires', and
- amendments to the 1986 Act to clarify the role of the Minister for Police and Emergency Services as being non-operational and discontinuing the title 'Coordinator in Chief' and the term 'DISPLAN'.

2011 The 2010-11 Victorian floods and the Review of the 2010-11 Flood Warnings and Response (Flood Review) was the driver for further emergency management reform. The recommendations of the Flood Review supported a major reform program, which commenced with the release of the government's green paper *Towards a More Disaster Resilient and Safer Victoria.*

2012 The Victorian Emergency Management Reform White Paper was released in December 2012. The White Paper built on the recent reforms to further improve Victoria's emergency management arrangements, including a new governance structure.

2013 The State Crisis and Resilience Council (SCRC) was established administratively and began operating in April 2013 as Victoria's peak emergency management advisory body. Among other things, the SCRC took over the functions of VEMC and CGRC.

2014 The commencement of the *Emergency Management Act 2013* (2013 Act) in July 2014 implemented many of the reforms from the White Paper, repealing the *Fire Services Commissioner Act 2010* and several parts of the 1986 Act. The reforms in the 2013 Act include:

- formally establishing the SCRC and abolishing the VEMC

2014*Cont.*

- establishing Emergency Management Victoria (EMV) as the responsible agency for the coordination and development of whole of government policy for emergency management in Victoria
- establishing the Emergency Management Commissioner (EMC), as the successor to the Fire Services Commissioner, but also to have an overarching management role for major emergencies
- establishing the Inspector General for Emergency Management (IGEM) to provide assurance to the Government and the community regarding Victoria's emergency management arrangements, discontinuing the position of Emergency Services Commissioner.

### Central Policy Office

The Fire Disaster Control Unit which was established in the Department of the Premier and Cabinet in 1983 after the Ash Wednesday fires, and subsequently transferred to the Ministry for Police and Emergency Services, was replaced by an Office of the Coordinator in Chief of Disaster Control. That office later became the Fire and Emergency Services Division of the Department of Justice.

Following the creation of the position of Emergency Services Commissioner, the Office of the Emergency Services Commissioner assumed the role of central policy office for emergency management, to support the statutory duties of the Commissioner, the Minister as Coordinator in Chief of Emergency Management and the VEMC.

Following the Black Saturday bushfires, the Department of Justice formed the Police and Emergency Management Division. This Division included the Office of the Emergency Services Commissioner and other business units responsible for managing/coordinating emergency management related policy, legislation, programs and projects.

The implementation of emergency management reforms in July 2014 established EMV as the central policy office for emergency management. EMV consists of the EMC and a Chief Executive, supported by staff from the Department of Justice and Regulation[2] (DJR). The office of the IGEM was established as a separate business unit within DJR.

## 1.3 Concepts and Objectives

### Emergency

The term *emergency management* is used in preference to the more traditional term *disaster management* for a number of reasons. One of these is the fact that there is no widely accepted definition of the term *disaster*. For the purposes of emergency management in Victoria, the word *emergency* also includes the concept of *disaster*.

[2] On 1 January 2015, the Victorian Government established new government departments, including the Department of Justice and Regulation

Emergencies are characterised by some or all of the following:

- They are disruptive to individuals and communities
- They are not part of day-to-day experience and are outside normal life expectations
- They are somewhat unpredictable in occurrence and effects
- They require a response for which normal local resources may be inadequate
- They have a wide range of effects and impacts on the human, built and natural environments
- There are complex needs in dealing with them
- They can be of sudden onset
- They are destructive of human, animal and/or plant life, health, property and/or the environment
- They can overwhelm normal prudent protective measures.

As major emergencies are infrequent events, in their initial stages they may be difficult to differentiate from lesser-order events. Given the normal experience and expectations of those involved, there may be difficulty in realising that an emerging situation calls for a response of a greater order.

In Victoria, the EMC takes a lead role in managing the response to major emergencies and recovery from all emergencies. The recovery role has been delegated to the Secretary, Department of Health and Human Services (DHHS). There are no legal formalities or declarations required to initiate or escalate response or recovery activities. The arrangements (particularly in response and recovery) are intended to permit the situation to be assessed, and to provide for the graduated marshalling and utilisation of the resources required to deal with it, under systems set up under the relevant overall plan and the participating agencies' own plans.

The 2013 Act provides the following definitions (s. 3):

**"emergency"** means an emergency due to 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–

(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.

**"major emergency"** means–

(a) a large or complex emergency (however caused) which–

(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 part of the Victorian community; or

(iii) requires the involvement of two or more agencies to respond to the emergency; or

(b) a Class 1 emergency; or

(c) a Class 2 emergency.

**"Class 1 emergency"** means–

(a) a major fire; or

(b) any other major emergency for which the Metropolitan Fire and Emergency Services Board, the Country Fire Authority or the Victoria State Emergency Service Authority is the control agency under the state emergency response plan.

**"Class 2 emergency"** means a major emergency which is not–

(a) a Class 1 emergency; or

(b) a warlike act or act of terrorism, whether directed at Victoria or a part of Victoria or any other state or territory of the Commonwealth; or

(c) a hi-jack, siege or riot.

**"major fire"** means a large or complex fire (however caused) which–

(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 part of the Victorian community; or

(c) require the involvement of two or more agencies to suppress the fire; or

(d) will, if not suppressed, burn for more than one day.

Note: The definitions for *major emergency, Class 1 emergency, Class 2 emergency and major fire* support state tier control arrangements for major emergencies.

## Management

There is not and could not be a single organisation solely and totally responsible for dealing with all aspects of emergencies. Emergencies touch people's life experience in many different ways. Emergency management in Victoria embraces the whole of government and whole of the community.

The management task is to bring together in an integrated organisational network the resources of the many agencies and individuals who can take appropriate and timely action to prevent or mitigate, respond to and support recovery from emergencies.

## Prevention, Response and Recovery

The objectives of the 1986 Act (s. 4A) are to ensure that the following components of emergency management are organised to facilitate planning, preparedness, operational coordination and community participation:

**Prevention**: the elimination or reduction of the incidence or severity of emergencies and the **mitigation** of their effects.

**Response**: the combating of emergencies and the provision of rescue and immediate relief services.

**Recovery**: the assisting of people and communities affected by emergencies to achieve a proper and effective level of functioning.

## Objectives of the Arrangements

Victoria's emergency management arrangements are designed to:

### Deal with all hazards

While most attention is given to the obvious emergencies such as fire, flood and transport accidents, a wide range of hazards are dealt with using the emergency management arrangements and resources. This includes emergencies for which there has been little or no experience in Victoria, such as emergency animal disease, terrorist incidents, earthquakes or environmental emergencies.

### Be integrated, (involve all people and relevant agencies)

The management of emergencies is a shared responsibility involving many people and organisations in the community. It is not something done by one sector of the community to or for the rest of society, although some organisations have specialist roles.

In addition to the emergency services, all government departments have some role to play. The emergency response role may be a minor part of their responsibilities. However, many departments have an essential prevention responsibility. Examples include land use planning, occupational health and safety, clean water, public health and building regulations. These are part of the prevention component.

Municipal councils have essential roles in emergency management, including the preparation and maintenance of municipal emergency management plans, provision of relief and recovery services and supporting emergency response operations.

Voluntary organisations such as Red Cross, St John Ambulance, WICEN and search and rescue organisations play well-defined roles in emergency management.

Private sector organisations are often involved when their services and resources are needed for prevention, response or recovery activities, or where emergencies affect their buildings, equipment, personnel, suppliers or customers. In particular, essential service providers (for example,

producers and distributors of electricity or gas) are expected to ensure that they can maintain continuity of supply.

Members of the community are also responsible for taking preventative, protective and restorative actions in their own and the community's best interests.

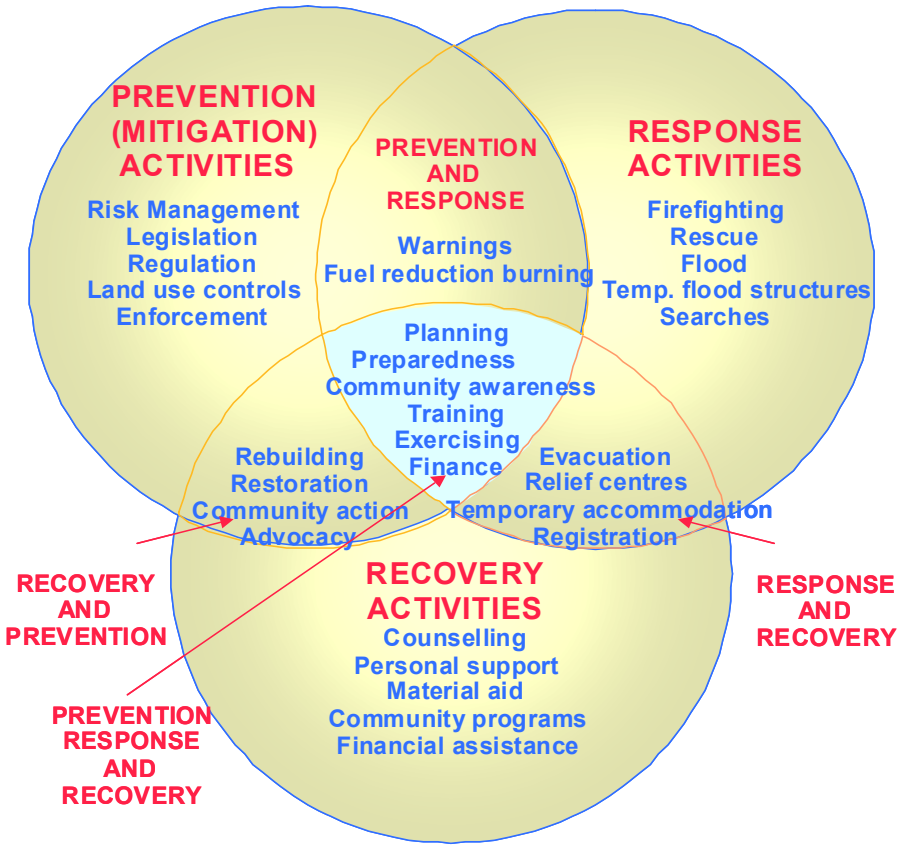


**Figure 1-1: Examples of Emergency Management Activities Clustered into Groups**

## Be comprehensive, (cover prevention, response and recovery)

Prevention (or mitigation see Part 2), response and recovery are all important aspects of emergency management and each should be explicitly addressed in the arrangements.

The model of emergency management shown in Figure 1-2 makes clear that there is not a strict sequence, nor a hierarchy of relationships. All activities are important, and in a comprehensive model, have a place in the overall scheme.

Emergency management activities do not take place in any particular sequence or cycle. Prevention, response and recovery do not follow each other in order.

They can all operate at the same time, as demonstrated by **Figure 1-2** which demonstrates the same activity clusters in a time-sequence model.

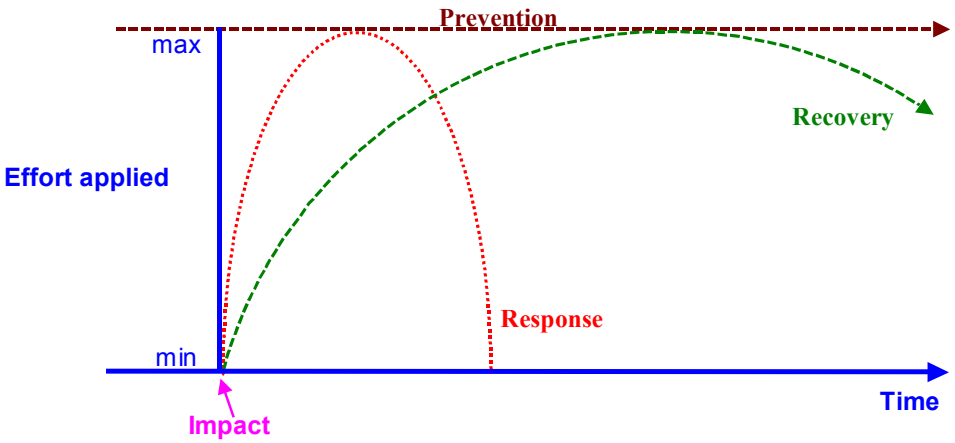


**Figure 1-2: Emergency Management Activities in a Time Sequence Model**

The time-sequence model in Figure 1.2 shows that prevention activities are carried out at full effort all the time, regardless of the occurrence of actual emergencies. As Figure 1.1 also shows, prevention strategies can be incorporated into recovery activities, (e.g. rebuilding bushfire destroyed houses in a fire-safe manner).

Response activities commence as soon as possible after the time of impact, peak to full effort quickly, and often cease promptly when the hazard has been dealt with, and/or affected people have been rescued or evacuated.

Recovery activities commence at or soon after the time of impact, and peak to full effort more gradually and often later than response activities. Recovery activities may continue for a considerable period of time, gradually tapering off and merging into normal community activities weeks, months or years after impact.

**Prevention, response and recovery are *not phases* or *stages* of emergency management. The model sees them as *clusters of activities.* They take place as needed, and *do not necessarily follow one another in a sequential order.***

## Resilience

COAG endorsed the National Strategy for Disaster Resilience (the Strategy) in February 2011. While the concept of resilience is not new, the endorsement of the Strategy marked a significant shift in Australian emergency management policy. The Strategy does not define the term 'resilience', rather it focuses on the common characteristics of 'disaster resilient' communities, individuals and organisations[3]. The principle that emergency management is not solely the domain of emergency management agencies is emphasised – it is a shared responsibility between governments, business, communities and individuals.

The Strategy also describes why change is needed, what a disaster resilient community looks like and what action can be taken to improve disaster resilience. Where possible, emergency management planning/projects should promote and support disaster resilience and align with the Strategy.

[3] National Strategy for Disaster Resilience, p. 4

# 1.4 Victoria's Emergency Management Framework

There is a multi agency framework for emergency management, which enables the exercise of roles and responsibilities, and the capacity to adapt to new or changed circumstances, within a systematic framework. Some elements of the structure are legislated, others have been established by agreement.

## Emergency Management Act 1986

The 1986 Act has been substantially amended by the 2013 Act. The 1986 Act will be repealed upon future amendments to the 2013 Act. Currently, the 1986 Act and 2013 Act are to be read and construed as one Act.

### Objectives of the 1986 Act

The Act describes its objective as being: 'to ensure that [prevention, response and recovery] are organised within a structure which facilitates planning, preparedness, operational coordination and community participation'. (s. 4A)

### Role of the Minister

The Minister to whom the Act is allocated is the Minister for Emergency Services. The role of the Minister is to ensure that satisfactory emergency management arrangements are in place to facilitate the prevention of, response to and recovery from emergencies.

The Minister is not responsible for operational matters in relation to emergency management. (s. 5)

## Emergency Management Act 2013

The 2013 Act defines most of Victoria's emergency management structure, assigns significant roles and responsibilities, and provides for special needs concerned with the management of emergencies. The operational roles of most of the organisations that participate in emergency management are detailed elsewhere in specific legislation or charter.

### State Crisis and Resilience Council

The State Crisis and Resilience Council (SCRC) advises the Minister for Emergency Services in relation to whole of government policy and strategy for emergency management in Victoria and the implementation of that policy and strategy. (s. 6) (Refer to p. 1-13 below)

### Strategic Action Plan

The SCRC must develop a three-year rolling strategic action plan (approved by the Minister), which includes a work program for:

- Metropolitan Fire and Emergency Services Board (MFB)
- Country Fire Authority (CFA)
- Victoria State Emergency Service (VICSES)
- Secretary to the Department of Environment, Land, Water and Planning (DELWP)
- Emergency Services Telecommunications Authority (ESTA).

An agency work program must include things to be done, projects to be undertaken or measures to be met by the agency:

- to enhance the agency's operational capacity and capability including, where relevant, encouraging, strengthening and maintaining the capacity and capability of volunteers and the community
- to improve the agency's capacity to operate together with other agencies in planning and preparing for the response to, and responding to, major emergencies. (s. 12)

## Emergency Management Victoria

Emergency Management Victoria (EMV) is a central body for emergency management in Victoria. EMV consists of a Chief Executive and the Emergency Management Commissioner (EMC), supported by staff from the Department of Justice and Regulation.

EMV has the following functions under section 17(2):

(a) act as the agency responsible for the coordination of the development of the whole of government policy for emergency management in Victoria

(b) provide policy advice to the Minister in relation to emergency management

(c) implement the emergency management reform initiatives given to EMV by the Minister

(d) liaise with the Commonwealth Government on emergency management

(e) provide support to the EMC to enable the EMC to perform the functions conferred under the 2013 Act.

In performing its functions, EMV must:

(a) have regard for decisions made by SCRC

(b) collaborate and consult with the emergency management sector

(c) have regard for the fundamental importance of the role that volunteers play in the performance of emergency management functions in Victoria.

## Emergency Management Commissioner

The EMC provides leadership for emergency management in Victoria, including driving improvements, particularly for operational capability and interoperability. During a major emergency, the EMC has an over-arching management role to ensure that the response is systematic and coordinated.

The EMC has the following functions under section 32(1):

(a) coordinate the activities of agencies having roles or responsibilities relating to the response to Class 1 emergencies and Class 2 emergencies

(b) ensure that control arrangements are in place during a Class 1 emergency and Class 2 emergency

(c) appoint a State Response Controller in relation to a Class 1 emergency

(d) manage the State's primary control centre on behalf of, and in collaboration with, all agencies that may use it for emergencies

(e) ensure that the Minister is provided with timely and up to date information in relation to:
    (i) the actual or imminent occurrence of events that may lead to major emergencies, and
    (ii) the response to major emergencies
(f) responsible for consequence management for major emergencies
(g) responsible for coordinating recovery[4]
(h) lead and promote the implementation of the Strategic Action Plan to the extent that it relates to the improvement of the operational capability of responder agencies[5]
(i) where relevant, oversee the continuation of the operational reforms provided for in the fire services reform action plan
(j) develop and maintain operational standards for the performance of emergency management functions by responder agencies
(k) develop and maintain incident management operating procedures for responder agencies
(l) coordinate data collection and impact assessment processes
(m) provide advice to the Minister on any matter relating to the functions of the EMC
(n) perform any other function conferred on the EMC by the 2013 Act or any other Act.

In performing the functions specified, the EMC must have regard for the fundamental importance of the role that volunteers play in the performance of emergency management functions in Victoria.

## Inspector-General for Emergency Management

The Inspector-General of Emergency Management (IGEM) provides assurance to the Government and the community in relation to Victoria's emergency management arrangements and fosters continuous improvement of emergency management.

The IGEM has the following functions under section 64(1):

(a) develop and maintain a monitoring and assurance framework for emergency management, including outcome measures, against which the capacity, capability and performance of the emergency management sector is assessed
(b) undertake system-wide reviews, including reviewing the emergency management functions of responder agencies and departments in relation to the monitoring and assurance framework
(c) at the request of the Minister, provide advice to, or prepare a report for, the Minister on any matter relating to the functions of the IGEM
(d) evaluate state-wide training and exercising arrangements to maintain and strengthen emergency management capability

[4] Responsibility for recovery coordination at the regional level is delegated to the Secretary, DHHS

[5] Responder agencies include: MFB, CFA, VICSES and DELWP

(e) monitor and report to the Minister on the implementation of the Strategic Action Plan by-
   (i) responder agencies
   (ii) departments
   (iii) ESTA
   (iv) EMV

(f) monitor and investigate the performance (in non-financial matters) of ESTA regarding the provision of its services to emergency services and related organisations

(g) make recommendations to the Minister regarding matters arising from monitoring or investigating ESTA

(h) perform any other function conferred on the IGEM by the 2013 Act or any other Act.

In performing the functions specified, in making recommendations the IGEM must have regard to the resources that agencies have to implement such recommendations.

## Victoria's Top-level Structures

The Security and Emergency Management Committee of Cabinet (SEMC) is the Victorian Government's Ministerial decision making body during a large-scale emergency, and is advised by the State Crisis and Resilience Council (SCRC).

### Security and Emergency Management Committee of Cabinet

SEMC is chaired by the Premier and comprises Ministers with security and emergency management responsibilities. It provides direction and oversees the implementation of policies, strategies and programs affecting security, critical infrastructure resilience and emergency management. It also oversees prevention preparedness, response and recovery for major emergencies requiring whole of government coordination.

The Chief Commissioner of Police and the Emergency Management Commissioner attend SEMC in an advisory capacity.

### State Crisis and Resilience Council

SCRC is the peak crisis and emergency management body to the Victorian Government. It is responsible for the development and implementation of whole of government emergency management policy and strategy. It does not make operational or tactical decisions. SCRC is chaired by the Secretary of the Department of Premier and Cabinet, and consists of the following members:

- Secretary of each Government Department
- Chief Commissioner of Police
- Chief Executive of EMV
- EMC
- IGEM (as an observer)
- Chief Executive of the Municipal Association of Victoria (as a representative of local government).

The functions of SCRC include:

- In the event of a complex or large-scale emergency, ensure that the broad social, economic, built and natural environmental consequences are addressed at a whole of government level, including identifying and accessing government resources as required and oversight of public information strategies
- Leading the reform agenda for emergency management, including measures to increase community resilience
- Advising the Minister for Emergency Services, other relevant Ministers and SEMC on whole of government emergency management strategy and emerging or complex emergency management issues, including the resilience of critical infrastructure.

## SCRC Sub-Committees

To enable it to perform its functions, SCRC has established the following three standing sub-committees:

- Risk and Resilience
- Capability and Response
- Recovery.

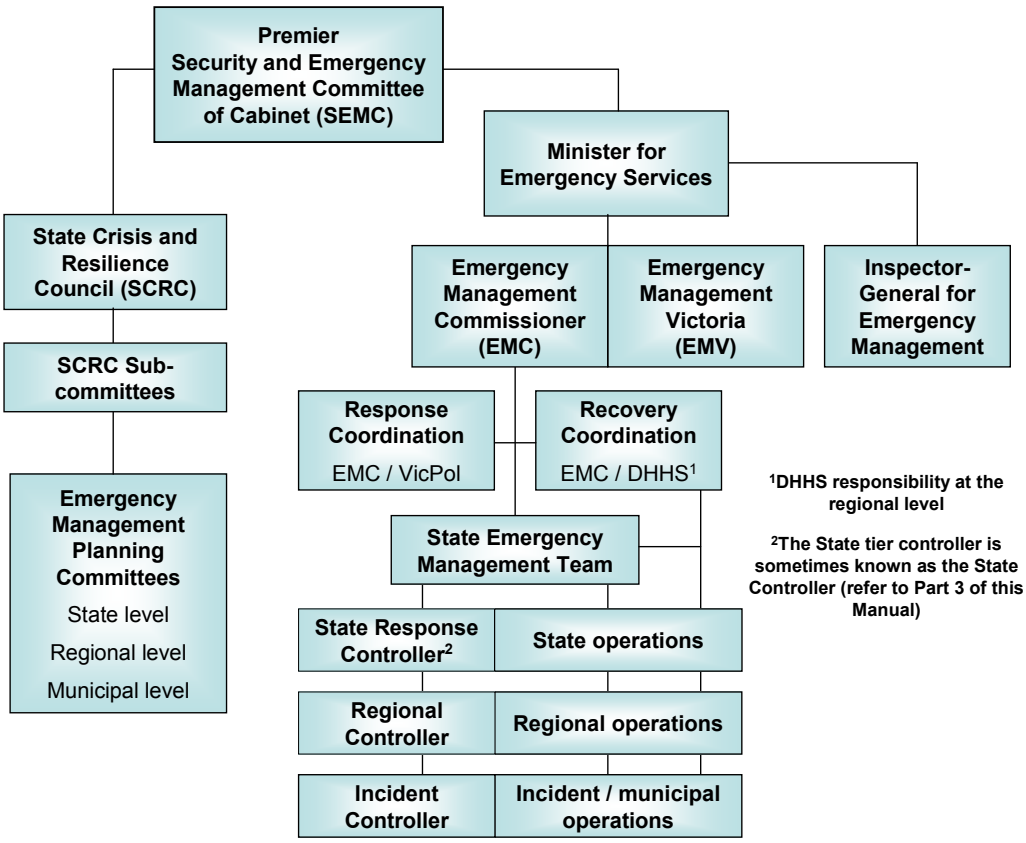


**Figure 1-3: Victoria's Emergency Management Planning and Operational Structure**

### Response and Recovery Plans

The 2013 Act requires (s. 53) that the EMC arrange for the preparation, and updating as required, of a state emergency response plan for the coordinated response to emergencies by all agencies having roles or responsibilities in relation to the response to emergencies.

After the state emergency response plan is prepared or updated, the EMC must submit the plan the SCRC for approval.

The State Emergency Response Plan (see Part 3 of this Manual) is the document which fulfils this requirement.

The 2013 Act requires (s. 59) that the Minister for Emergency Services arrange for the preparation and review from time to time of a state emergency recovery plan (see Part 4 of this Manual) for the coordinated planning and management of emergency recovery.

This function has been delegated to the EMC.

Municipal emergency management planning is carried out by municipal emergency management planning committees, as required by the 1986 Act. See Guidelines for Municipal Emergency Management Planning (Part 6 of this Manual).

### Minister's Delegations

The Minister for Emergency Services has delegated the following responsibilities under the 2013 Act:

- The responsibility for preparing and reviewing the state emergency recovery plan has been delegated to the EMC under s. 59(3).

The Minister for Emergency Services has made the following delegation under the 1986 Act:

- The Chief Commissioner of Police has been delegated powers under s. 24(2)(c), (d) and (e) exercisable in a state of disaster.

## 1.5 Components of Emergency Management

This section summarises the core functional areas for emergency management, prevention, response and recovery. Further details on prevention and mitigation are set out in Part 2 of this Manual. Response and recovery elements are detailed in the State Emergency Response Plan (Part 3) and State Emergency Relief and Recovery Plan (Part 4).

### Prevention/Mitigation

Prevention is described in the 1986 Act as 'the elimination or reduction of the incidence or severity of emergencies and the mitigation of their effects'. Clearly, not all emergencies can be prevented, so the concept has a much broader meaning, encompassing those strategies which can be adopted to minimise or mitigate the impact of emergencies. Mitigation is the term now widely used, in line with Australian Government usage as embodied in the COAG Natural Disasters in Australia Report (2002) and funding programs.

## Emergency Risk Management

Emergency Risk Management is described in some detail in Part 6 of this manual. The emergency risk management approach assumes that even though major emergencies occur infrequently and unpredictably, the risk of loss or damage caused by an emergency is always present to some extent.

Safety can be promoted by strengthening and preparing exposed assets and communities to reduce the likelihood of certain consequences of an emergency. This is known as risk reduction or risk treatment.

In Victoria, risk management is the principal methodology utilised for mitigation. The *Australian/New Zealand Standard AS/NZS ISO 31000:2009 Risk Management-Principles and guidelines* has been contextualised for emergency management purposes in the *National Emergency Risk Assessment Guidelines* (NERAG). Victoria State Emergency Service facilitates a Community Emergency Risk Assessment (CERA) process at municipal level.

Emergency-related risks cannot usually be eliminated altogether. There is a need to plan and prepare for response and recovery for the remaining or residual risk (after risk treatment).

## Response

Response involves the combating of emergencies and the provision of rescue services to those affected.

### Response Plans

The State Emergency Response Plan (Part 3 of this Manual) establishes the response arrangements, and Part 7 of this Manual sets out the roles and responsibilities of the key agencies involved in emergency response.

A large number of public and private organisations, or sections of organisations, have response roles. In addition, many other organisations (including municipal councils) can be called upon to assist control agencies in the response to specific incidents.

In addition to the State Emergency Response Plan, response plans also exist at the regional level. Regional response plans set out the roles and responsibilities of response organisations within the region, document coordination arrangements, and list contact details for all agencies and the resources they can provide. It also provides for the coordination of support from within and outside the region in support of municipal response operations.

### Response Management

Emergency response is based on a set of arrangements which are in effect at all times. Accordingly, there is no need for *activation* of response. *Agencies* or *strategies* may be activated when a need is evident. Emergency response arrangements operate in respect of any emergency, no matter how small, in which more than one organisation is involved in emergency response.

Under response arrangements, incident control is vested in control agencies which are primarily responsible for responding to specific emergencies. Support agencies provide services, personnel or material to support or assist control agencies or affected persons.

Response agencies can perform the role of either control or support agencies depending upon the particular emergency. Refer to Part 7 of this Manual for lists of control and support agencies.

## Recovery

Recovery is defined in the 2013 Act as 'the assisting of persons and communities affected by emergencies to achieve a proper and effective level of functioning'. Recovery operations involve cooperation between all levels of government, non-government organisations, community agencies, the private sector, the affected community and emergent organisations in consideration of the:

- **people, social, community and health environment** - the emotional, social, spiritual, financial and physical wellbeing of individuals and communities
- **economic environment** - the revitalisation of the economy of the community
- **built environment** - the restoration of essential and community infrastructure
- **natural environment** - the rehabilitation of the environment, and
- **agricultural environment** – the restoration of affected agricultural activities.

Recovery from emergencies is a developmental process of assisting individuals, families, neighbourhoods and communities to manage the re-establishment of those elements of society necessary for their wellbeing.

### Emergency Relief

Emergency Relief is defined as 'the provision of essential needs to individuals, families and communities during and in the immediate aftermath of an emergency'. Relief planning and operations are now included as part of recovery planning.

The Department of Health and Human Services is responsible for coordinating emergency relief at the regional level and municipal councils are responsible for coordinating emergency relief at the local level.

### Relief and Recovery Plans

The State Emergency Relief and Recovery Plan (Part 4 of this Manual) provides information for the coordination of agencies involved in relief and recovery, describes the management principles for relief and recovery planning, outlines the services which may be required in relief and recovery situations, and provides information on the considerations involved in operational recovery. It also establishes a framework within which recovery agencies, regions and municipal councils can prepare their own relief and recovery plans.

Regional relief and recovery plans set out agency responsibilities and coordination arrangements applicable to each region, with specific resource listings and contact details. In addition, they describe arrangements for establishment and support of community recovery committees. The specific roles of relief and recovery agencies are set out in Part 7 of this Manual.

### Relief and Recovery Management

The EMC is responsible for the coordination of the activities of organisations, including agencies, having roles or responsibilities under the State Emergency Relief and Recovery Plan. The EMC has delegated this coordination function to the Secretary of DHHS at the regional level. DHHS supports councils in local management of recovery.

Relief and recovery is managed at the level closest to that of the affected community, which may or may not be located within one municipal district. Relief and recovery activities are commenced as soon as possible after the impact of an event, and operate concurrently with response activities.

Relief and recovery activities are normally managed by the municipal council at the local level, possibly with involvement of one or more community recovery committees. The work of the government and non-government agencies is integrated, taking account of the needs of the community during the recovery process. These committees are usually chaired by council personnel.

## 1.6 Terrorism: Issue-Based Violence

The *Terrorism (Community Protection) Act 2003* describes a 'terrorist act' as an act done or threat made 'with the intention of advancing a political, religious or ideological cause' by 'coercing or influencing by intimidation' an Australian or foreign government or 'intimidating' the public or a section of the public. The definition is aligned to that in Part 5.3 of the *Criminal Code* (Commonwealth).

*The National Counter-Terrorism Plan* (2012) outlines responsibilities, authorities and the mechanisms to prevent, or if they occur manage, acts of terrorism and their consequences within Australia. In Victoria, linkages between national security agencies and the State are managed through the Department of Premier and Cabinet.

State responsibilities and initiatives in respect of counter-terrorism include:

- the maintenance of crisis and consequence management capabilities to respond to terrorist incidents. These capabilities, consistent with the all hazards approach, are capabilities relevant to responding to any emergency
- the identification of critical infrastructure and the development of plans to manage the risks to it, and
- the maintenance of policies, legislation and plans relevant to counter-terrorism.

There is need to ensure that crisis management and consequence management are effectively coordinated with each other. In a threat environment which includes issue-motivated violence, emergency services and other non-military teams such as health workers will usually be at a scene before specialist military and security personnel, and both groups must work together effectively. For this reason, the role of the SEMC/SCRC covers all types of major incidents or crises.

## 1.7 Special Provisions of the Emergency Management Act 1986

The 1986 Act provides specific emergency powers which can be applied when the circumstances require. Special declarations are not required for standard emergency operations to occur. The Act also has some special provisions to increase the effectiveness of emergency response activities.

### Emergency Area

In some emergency situations police may need to restrain people from participating in typical day-to-day activities or to exclude them from an area or restrict entry to it if their presence is dangerous or not desirable. A chemical spill or gas leak, for example, may involve a hazard not evident to the untrained person. For further information, see Part 3-37 to 3-39 of this Manual, or sections 36A, 36B and 36C of the 1986 Act.

### State of Disaster

Section 23 of the 1986 Act provides a power for the Premier to declare a state of disaster, in the whole or any part or parts of Victoria, for an emergency that presents a 'significant and widespread danger to life or property'. Before declaring a state of disaster, the Premier must consider the advice of the Minister for Emergency Services and the EMC.

It is a fundamental principle underlying Victoria's emergency management arrangements, that normal emergency actions take place when the need is evident, and do not require special administrative decision or declaration. The declaration of a state of disaster creates a legal condition applying to a specified area only in extreme circumstances.

The provisions for a state of disaster have never been used and are only likely to be invoked in extreme circumstances in which there is a breakdown of the normal systems of government and emergency management, and it is necessary to override normal civil rights to deal with an emergency.

Upon the Premier's declaration of a state of disaster, the Minister for Emergency Services has powers to:

- direct 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 latter three powers are delegated to the Chief Commissioner of Police.

The 1986 Act provides for compensation to be paid to any person whose property is taken or used in a state of disaster.

## Offence of Obstruction, and Legal Immunity for Volunteers

The 1986 Act creates the offence of obstructing an emergency worker (s. 36), and also gives volunteer emergency workers (the same group entitled to the compensation provisions) legal immunity in cases of loss or injury sustained by others, except in cases of their wilful default or negligence (s. 37). For further information on legal protection for volunteers, see Part 8, Appendix 7 of this Manual.

## Volunteer Compensation Arrangements

Part 6 of the 1986 Act makes provision for compensation for volunteer emergency workers who suffer personal injury, death and/or loss or damage to property while engaged in an emergency activity. Emergency activity includes, training for, standing by to perform, or travelling to or from, duties performed by agencies under the response plan or the relief and recovery plan.

Volunteers covered are those who are members of voluntary organisations that do not have statutory compensation schemes, and cover also applies to those people who, on a casual basis, assist an agency under the response plan or the recovery plan to deal with an emergency. See also Appendix 7 (Part 8).

Detailed guidelines on compensation for volunteer emergency workers is available from:

Director Corporate Support Services
Emergency Management Victoria
GPO Box 123
Melbourne Vic 3001

# Emergency Risk Management and Mitigation in Victoria

## Part 2: Emergency Management Manual Victoria

# Contents


2.1 Introduction ..... 2-1
2.2 Mitigation and Risk ..... 2-1
'Mitigation', 'Risk Reduction' and 'Prevention' ..... 2-2
Principles of Mitigation ..... 2-4
Cost and benefits of mitigation ..... 2-4
2.2 Mitigation at a national level ..... 2-5
2.3 Mitigation at a State level ..... 2-6
State Emergency Mitigation Committee ..... 2-7
2.4 Mitigation at the municipal level ..... 2-8

## 2.1 Introduction

Prevention of emergencies, or the lessening of their severity is a key concern in emergency management, along with response and recovery. Emergency Risk Management, a specialised application of risk management, is the major tool for working towards this objective.

## 2.2 Mitigation and Risk

The adoption of Emergency Risk Management, and its underlying concept of risk, has helped communities and emergency managers move beyond the narrower concept of 'hazard' to 'risk'. Risk deals with the interaction of the exposure to hazard and the specific vulnerability of the area. It exists within a specific context.

Having identified a risk and decided that it cannot be eliminated, there are two ways of increasing safety or reducing risk: lessen the likelihood of an incident or reduce its consequences. These methods of increasing safety are described both as mitigation and prevention.

The term mitigation has come into increased use both in Australia and internationally. Within Australia, the term received prominence in the report to the Council of Australian Governments *Natural Disasters in Australia* subtitled *Reforming mitigation, relief and recovery arrangements* (the COAG Natural Disasters Report). The definition of mitigation in the COAG Natural Disasters Report is: *mitigation consists of measures taken in advance of, or after, an emergency aimed at decreasing or eliminating its impact on society and the environment.*

Internationally, mitigation is an area of active work and effort with the United Nations focusing on an International Strategy for Disaster Risk Reduction.

A distinction needs to be made between mitigation and response or recovery. While some mitigative activities may happen after an emergency, as the above definition indicates, they will be ones taken to lessen the impact or likelihood of the next. For example, houses destroyed by fire may be rebuilt incorporating greater fire protection.

## 'Mitigation', 'Risk Reduction' and 'Prevention'

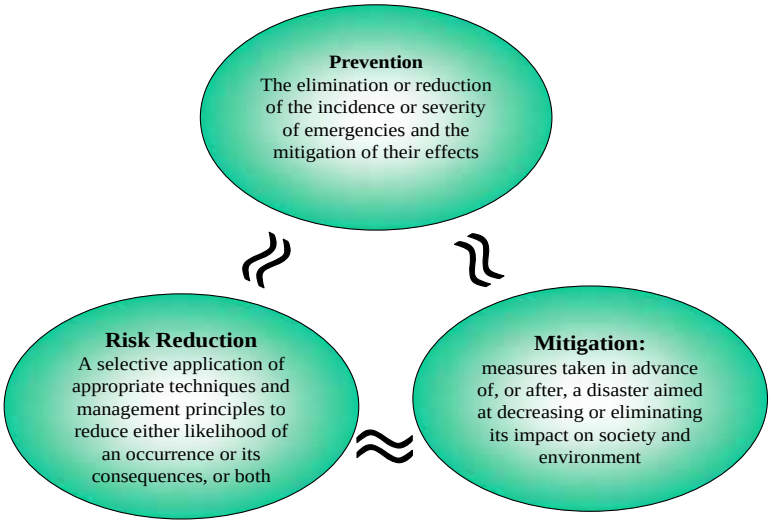


**Fig 2–1: The close relationship between the terms prevention, risk reduction and mitigation**

There is a high degree of equivalence between the terms mitigation, prevention and risk reduction, as illustrated above.

In the Emergency Risk Management approach, mitigation operates through the stages of

- assessment of the degree to which the risk can be eliminated,
- assessment of the degree to which the risk can be treated through the reduction of likelihood or the reduction of potential consequences, and
- the implementation of those risk treatments.

It does not include the acknowledgement of the residual risk nor planning and preparation for response and recovery. In particular, activities which are specifically preparation for response or recovery, such as equipping, training and exercising, are not mitigation but are part of response or recovery.

As the residual risk reduces through mitigation, less effort need be invested in preparedness.

The shaded section in Fig 2-2 clarifies those parts of the emergency risk management approach that are mitigative.

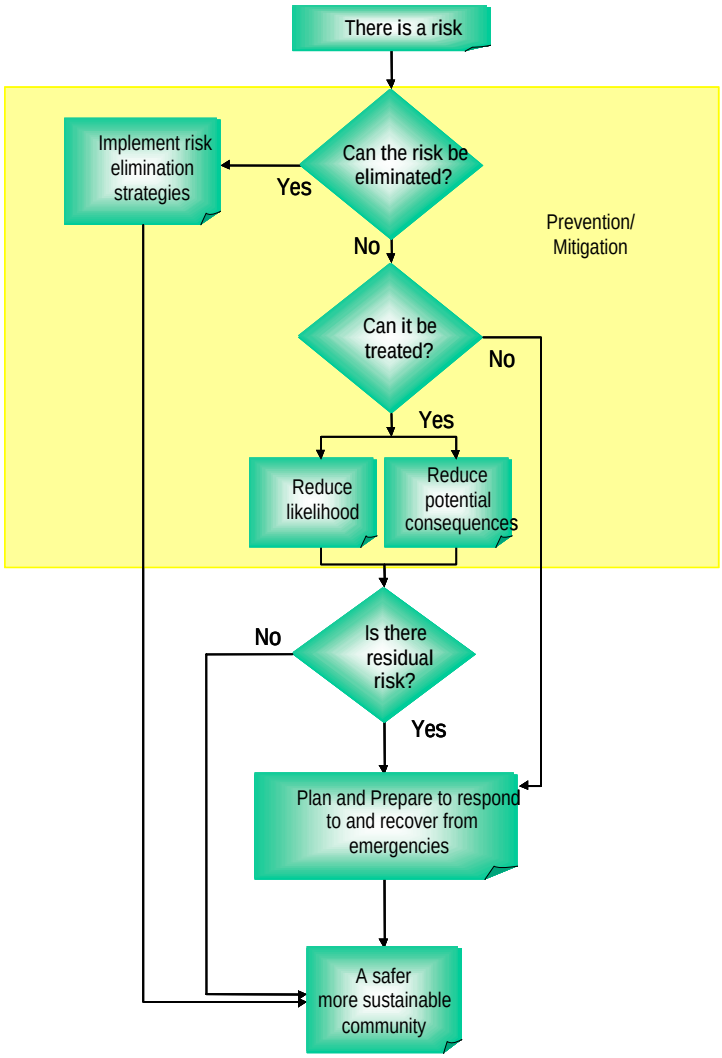


**Fig 2–2: Risk Management Articulated into Emergency Management**

**Communicable diseases: a case study in mitigation**

In past centuries, diseases such as plague and smallpox could suddenly appear to threaten the very survival of some civilisations. During the twentieth century though, life expectancy in Australia increased by almost 30 years, largely because of declining infectious disease mortality. The reduction in the risk of death from communicable disease has involved steps both to reduce the likelihood of serious outbreaks of communicable diseases—vaccination, good hygiene, sewerage systems, safe-sex practices, and the supply of clean water—and to reduce the consequences of outbreaks, such as the development of antibiotics, quarantine and border control.

Information taken from *Protecting Australia from Communicable Diseases: Everybody's Business* A Special Report from the Commonwealth Chief Medical Officer, January 2004.

## Principles of Mitigation

The principles of mitigation include:

- mitigation activities take account of vulnerability and seek to build resilience, that is they focus on risk rather than hazard;
- primary responsibility rests with the relevant community or government agencies, although emergency services also contribute greatly to mitigative activities especially in the areas of community awareness and preparedness;
- ownership of the risk should not be transferred (for example, to future generations or response agencies), but stays with the relevant community or agency which is taking responsibility for mitigative action;
- sustainability is a central concern of mitigation, in that a key effect of involvement in mitigation is to build community, regional, and State capability to prevent, survive and recover from emergencies and to continue to exist and prosper;
- mitigation is specific to a particular context. Effective mitigation builds on a risk assessment that is customised to the hazards, the vulnerabilities and the resilience of the relevant community or area.

## Cost and benefits of mitigation

The benefits of mitigation include:

- reduction of loss of life and damage to property, an important consideration given that the costs of emergencies are increasing due to factors such as the level of personal property of people in the affected area, density of population, aging infrastructure or climate change;
- speedier recovery by communities after emergencies;
- building of community preparedness, resilience and skills;
- reduction of the cost of emergencies to the national economy, communities, regions and businesses.

However, to give substance to its benefits, an essential part of an effective mitigation strategy is information on the cost of the mitigative strategies, and an estimation of the damage avoided either potentially or actually, as well as information on the cost of the emergency. With this information investment in mitigation can be better targeted. This is not simple. The benefits of mitigation can be difficult to compute with precision since they take the form of an absence or an avoidance of worse consequences, depending on the nature of the emergency. Furthermore the mitigation strategies can be costly, and the costs are easier to estimate than the potential benefits. The difficulty of cost-benefit analysis varies from risk to risk. It is harder to estimate the benefits of mitigation for fire than for flood because flood is more predictable as to extent, frequency and damage.

Decisions about mitigation can involve trade-offs and are often a political process since the costs of mitigation fall on a specific group of people while the potential benefits go to the community as a whole. For example, profits foregone by land development restrictions are borne by land owners and developers whereas the benefits are to a nebulous group

of people who did not go to live on the development and were not flooded.

At a national and State level, some information on the cost of natural disasters is available. The following table, from the *Economic Costs of Natural Disasters, Report 103, Bureau of Transport Economics, January 2001,* gives clear indication of the high cost of natural disasters. This table which is based on estimates to a large degree only took disasters costing more than $10 million into account.

**Natural Disaster Statistics (1967-1999)**
Average Annual Cost ($million)

| State | Flood | Severe storms | Cyclones | Earthquakes | Bushfires | Landslide | Total |
|---|---|---|---|---|---|---|---|
| NSW | 128.4 | 195.8 | 0.5 | 141.2 | 16.8 | 1.2 | 484.1 |
| QLD | 111.7 | 37.3 | 89.8 | 0.0 | 0.4 | 0.0 | 239.2 |
| NT | 8.1 | 0.0 | 134.2 | 0.3 | 0.0 | 0.0 | 142.6 |
| **VIC** | **38.5** | **22.8** | **0.0** | **0.0** | **32.4** | **0.0** | **93.6** |
| WA | 2.6 | 11.1 | 41.5 | 3.0 | 4.5 | 0.0 | 62.7 |
| SA | 18.1 | 16.2 | 0.0 | 0.0 | 11.9 | 0.0 | 46.2 |
| TAS | 6.7 | 1.1 | 0.0 | 0.0 | 11.2 | 0.0 | 18.9 |
| ACT | 0.0 | 0.1 | 0.0 | 0.0 | 0.0 | 0.0 | 0.2 |
| **Totals** | **314.0** | **284.4** | **266.2** | **144.5** | **77.2** | **1.2** | **1087.5** |

Cost-benefit analysis of a range of flood mitigation strategies has been explored in *Benefits of Flood Mitigation in Australia, Report 106, Bureau of Transport Economics, 2002.* Although there were limitations in the data available, the report concluded that 'case studies, consultations and literature surveyed demonstrate evidence of the benefits of various types of mitigation…in each of the case studies there is evidence that the estimated benefits of the various flood mitigation measures in terms of tangible savings are substantial'. In addition there are the unquantifiable intangible savings which include lives not lost.

The COAG Natural Disasters Report says 'additional investment in natural disaster mitigation by all three levels of government is conservatively estimated to provide a return of 15 per cent.' The Report also estimates, using the report mentioned above, that every dollar invested in flood mitigation saved more than $2.10.

## 2.3 Mitigation at a national level

There is a wide range of mitigation strategies undertaken at the national level including:

- a national approach to building controls through the Australian Building Codes Board, with the resulting codes being expressed in State, Territory and local government legislation and regulation;
- quarantine and border control;
- weather forecasting and warnings;
- aircraft safety; and
- national public health strategies.

Within the emergency management context of all levels of government accepting responsibility for mitigation within their respective jurisdictions, the Australian Government is committed to developing a national mitigation strategy. In addition it administers the Disaster Mitigation Australia Package (DMAP) which includes a new Natural Disaster Mitigation Programme (NDMP) to fund for five years projects relating to the reform commitments in the COAG Report. These reform commitments relate to, for example, nationally consistent data and research, disaster risk assessments, disaster mitigation strategies, disaster mitigation measures, disaster-resilient infrastructure, and community awareness and warnings.

The programme funds a wide variety of risk assessment and mitigation measures including:

- disaster resilient infrastructure investments
- emergency warning systems
- community awareness and readiness measures
- local risk analyses
- development of nationally consistent data collection and analysis
- development of nationally consistent post-emergency evaluations
- flood data analyses and mapping for mitigation purposes,
- flood control structures, and
- land and building purchase schemes in high risk areas.

The current Regional Flood Mitigation Programme will be incorporated into the NDMP.

Outside DMAP, there are other Australian government emergency mitigation programmes such as Working Together to Manage Emergencies. (See Appendix 1 in Part 8.)

## 2.4 Mitigation at a State level

Many mitigative actions and strategies are undertaken at a state level. For example, strategies for protection related to flood, bushfire, landslip and hazardous industry are built into the State's land use planning system which consists of the Victorian Planning Provisions and the municipal planning schemes (see next section). Legislative provisions also ensure that considerations of safety are taken into account when planning decisions come before courts. Building controls also contribute to mitigation by, for example, setting standards for structural integrity, for performance of materials in a fire or by setting standards for the maintenance of air conditioning cooling towers. Building standards are set nationally, but enforced by the State. Other mitigation strategies include:

- dangerous goods regulations
- food safety regulations
- gas and electricity safety codes
- flood control structures
- immunisation programs
- requirements for vehicles to be roadworthy
- measures to lower the road toll
- measures to ensure the quality of the water supply

- warning systems
- business continuity planning, and
- community education and awareness programs.

Another significant mitigation activity, with both state and national inputs, is the Critical Infrastructure Protection project. Following experiences such as the Longford gas disaster, Victoria has emphasised the importance of protecting the continuity of supply of essential services, particularly within the energy and transport sectors, which are privately owned in Victoria.

As part of the Victorian Government's infrastructure strategy, Victoria Police provides assistance to the owners and operators of critical infrastructure within Victoria in assessing the exposure of key assets to terrorist attack. Departments and agencies need to include as key business drivers consideration of any potential impacts on the resilience and sustainability of critical infrastructure within their portfolios' area of interest in administering their functions. Departmental business management planning should have regard to measures to mitigate risks to significant infrastructure within the portfolios area of interest.

Under Part 6 of the *Terrorism (Community Protection) Act* 2003, nominated owners or operators of declared essential service facilities are required by relevant Ministers to develop a risk management plan that takes into account the threat from terrorism, undertake an annual audit of their plans and participate in exercises. These arrangements should be considered part of and consistent with existing business continuity and risk management planning in essential service sectors.

## State Emergency Mitigation Committee

Responsibility for oversight, but not implementation, of mitigation activities at a State level has been assigned to the State Emergency Mitigation Committee. It has been established to provide a State-wide focus on mitigation, to promote a culture of mitigation and to encourage more demonstrably cost-effective investment in mitigation.

It will develop a State mitigation strategy which will fulfil Commitment 2 of the COAG Natural Disasters Report.

The primary reporting line for the Chair of the Committee is to the Minister as Coordinator in Chief of Emergency Management. Executive and other support is provided by the Office of the Emergency Services Commissioner. The Committee has an initial time frame of 3-5 years to address its Terms of Reference. (See Part 5 of the Manual).

## 2.5 Mitigation at the municipal level

Local government's role in mitigation is central. Mitigation strategies based on a detailed knowledge of the local community, its characteristics, strengths and vulnerabilities, as well as a detailed appreciation of the risks faced by that community are particularly effective. Local government is in the best position to develop such mitigation strategies. Catchment Management Authorities are in a similar position in respect of flood management.

The avenue for developing the strategies is through the Municipal Emergency Management Plans (MEMPlans) described in detail in Part 6 of this Manual, especially Step 3a – Undertake Emergency Risk Management. The development of these plans can be assisted by the adoption of CERM process, as facilitated by Victoria State Emergency Service.

Important mitigation activity undertaken by municipal councils is via their Planning Schemes developed under the Victorian Planning Provisions. Planning Schemes contribute to mitigation through the creation of

- zones, such as the Urban Floodway Zone
- overlays, for example erosion overlay, land subject to inundation overlay or the wildfire management overlay
- guidelines which prescribe the consideration of the degree of hazard, and
- referral of planning applications to agencies expert in mitigation, for example, the CFA.

Municipal application of building codes operate to activate special requirements for buildings in areas where overlays operate. For example, in areas where the overlay of land subject to inundation operates, minimum floor heights may be required so that the effect of flood will be mitigated or in areas subject to the bushfire overlay, there may be water supply requirements so that fires can be more effectively controlled and limited. The controls are designed to balance the interests of emergency mitigation and development.

There are many other examples of municipal involvement in mitigation, but not all municipalities will undertake all these forms of mitigation:

- traffic/road management
- health inspections and surveillance
- immunisation programs
- warning systems for particular emergencies
- involvement with Major Hazard Industries
- community development activities
- crime and injury prevention programs and strategies
- flood and drainage management systems
- community awareness programs for specific risks
- maintenance of fire refuges, or fire access roads
- identification of, and planning for, individuals with special needs during emergencies.

# 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**.

# CONTENTS

**Definitions** ..... **3-iii**

**Abbreviations** ..... **3-viii**

**Alignment with the *Emergency Management Act 2013*** ..... **3-ix**

**1 Document context** ..... **3-1**

1.1 Purpose ..... 3-1

1.2 Scope ..... 3-1

1.2.1 Documents comprising the SERP ..... 3-1

1.2.2 SERP sub-plans ..... 3-1

1.3 Audience ..... 3-1

1.4 Authority ..... 3-1

1.4.1 Australian law ..... 3-1

1.4.2 Victorian law ..... 3-1

1.4.3 Approval ..... 3-2

1.4.4 Urgent updates ..... 3-2

1.4.5 Compliance ..... 3-2

1.5 Planning context ..... 3-2

**2 Emergency response context** ..... **3-3**

2.1 Emergency response ..... 3-3

2.2 Major emergencies ..... 3-3

2.3 Whole of government responsibility ..... 3-3

2.4 State emergency management priorities ..... 3-3

2.5 A systems approach to emergency response operations ..... 3-4

2.5.1 Operational tiers ..... 3-4

2.5.2 System principles ..... 3-4

2.6 Continuous improvement ..... 3-4

**3 Operational roles and responsibilities** ..... **3-6**

3.1 Agency roles ..... 3-6

3.1.1 Control agencies ..... 3-6

3.1.2 Support agencies ..... 3-6

3.2 Functions ..... 3-6

3.2.1 Overview ..... 3-6

3.2.2 Coordination ..... 3-7

3.2.3 Control ..... 3-7

3.2.4 Command ..... 3-8

3.2.5 Consequence management ..... 3-8

3.2.6 Communications ..... 3-8

3.3 Responsibilities ..... 3-9

3.3.1 Class 1 emergencies ..... 3-9

3.3.2 Class 2 emergencies ..... 3-10

3.3.3 Class 3 emergencies ..... 3-11

3.3.4 Non-major emergencies ..... 3-11

3.4 Guidance on determining control arrangements ..... 3-13

3.4.1 Control of concurrent Class 2 emergencies ..... 3-13

3.4.2 Control of concurrent Class 1 and Class 2 emergencies ..... 3-13

3.4.3 Control of other emergencies concurrently with Class 3 emergencies ..... 3-13

3.4.4 Control of non-major fires concurrently with other emergencies ..... 3-14

**4 Collaboration** ..... **3-15**

4.1 A team approach ..... 3-15

4.1.1 Benefits ..... 3-15

4.1.2 The team structure ..... 3-15

4.1.3 Chairpersons and responsibility of individual team members ..... 3-16

4.1.4 Integration of relief and recovery ..... 3-16

4.2 State tier teams ..... 3-16

4.3 Regional tier teams ..... 3-18
4.4 Incident tier teams ..... 3-19
4.4.1 Major emergencies ..... 3-19
4.4.2 Non-major emergencies ..... 3-20
4.5 Shared support ..... 3-20
4.5.1 Facilities ..... 3-20
4.5.2 Information ..... 3-21
4.5.3 Reports ..... 3-21
4.6 Transition from response to recovery ..... 3-21
4.7 Shared review ..... 3-22
**5 Community ..... 3-23**
5.1 Before emergencies ..... 3-23
5.1.1 Responsibility ..... 3-23
5.1.2 Preparing for self-reliance ..... 3-23
5.1.3 Information about a community ..... 3-23
5.2 During emergencies ..... 3-24
5.2.1 The management of mass injuries and fatalities ..... 3-24
5.2.2 Warnings and information ..... 3-25
5.2.3 Relocation and evacuation ..... 3-26
5.2.4 Restricting public movement ..... 3-26
5.2.5 Impact assessment ..... 3-27
5.2.6 Provision of relief ..... 3-27
5.3 After emergencies ..... 3-28
5.3.1 Recovery ..... 3-28
**6 Capability ..... 3-29**
6.1 State capability ..... 3-29
6.2 Agency responsibility for maintaining capability ..... 3-29
6.3 Support arrangements for Class 1 and 2 emergencies ..... 3-29
6.3.1 Concept of operations ..... 3-29
6.3.2 Sourcing resources ..... 3-29
**Appendix A - Role statements ..... 3-31**
Statutory appointments ..... 3-31
Emergency Management Commissioner ..... 3-31
Chief Commissioner of Police ..... 3-31
Senior Police Liaison Officer (SPLO) ..... 3-31
Regional Emergency Response Coordinator (RERC) ..... 3-32
Municipal Emergency Response Coordinator (MERC) ..... 3-32
Incident Emergency Response Coordinator (IERC) ..... 3-33
Controllers ..... 3-34
State Response Controller ..... 3-34
Class 2 state controller ..... 3-35
Regional controller ..... 3-35
Incident controller ..... 3-36
Agencies ..... 3-37
Control agency ..... 3-37
Support agency ..... 3-38
Agency or functional commander ..... 3-38
Emergency management liaison officer ..... 3-38
**Appendix B - The process for appointing and deploying controllers ..... 3-39**
Class 1 emergencies ..... 3-39
State Response Controller ..... 3-39
Regional and incident controllers ..... 3-39
The powers of controllers for Class 1 emergencies ..... 3-40
Class 2 emergencies ..... 3-40

# 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 | Means a government or a non-government agency.<br>(*Emergency Management Act 1986* section 4)<br><br>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. |
| Chief Officer | (a) means the following—<br>(i) the Chief Officer of the Metropolitan Fire and Emergency Services Board;<br>(ii) the Chief Officer of the Country Fire Authority;<br>(iii) the Chief Fire Officer, Department of Environment, Land, Water and Planning;<br>(iv) the Chief Officer, Operations of the Victoria State Emergency Service Authority; and<br>(b) includes any person nominated by a person referred to in paragraph (a) to exercise the powers of that person under the *Emergency Management Act 2013* section 38.<br><br>(*Emergency Management Act 2013* section 3) |
| Class 1 emergency | (a) a major fire; or<br>(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.<br><br>(*Emergency Management Act 2013* section 3) |
| Class 2 emergency | A major emergency which is not—<br>(a) a Class 1 emergency; or<br>(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<br>(c) a hi-jack, siege or riot.<br><br>(*Emergency Management Act 2013* section 3) |
| Class 2 state controller | A person appointed as a Class 2 controller at the state tier under the *Emergency Management Act 2013* section 39.<br><br>(*Emergency Management Act 2013* section 39) |

| | |
|---|---|
| Class 3 emergency[1] | 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.<br><br>Class 3 emergencies may also be referred to as security emergencies. |
| consequence management | 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.<br><br>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—<br><br>(a) safety considerations are paramount; and<br><br>(b) if the major emergency is due to—<br><br>(i) a hi-jack, siege or riot; or<br><br>(ii) a warlike act or an act of terrorism—<br><br>the exercise of police powers is not to be interfered with.<br><br>(*Emergency Management Act 2013* section 45) |
| control agency | 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.<br><br>(*Emergency Management Act 2013* section 54) |
| coordination | Coordination is the bringing together of agencies and resources to support the response to and recovery from emergencies. |
| department | 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. |
| effective control | Effective control is where the following conditions are met:<br>• A control hierarchy, appropriate to the emergency, is in place.<br>• Controllers are working in accordance with their relevant role statement (refer Appendix A).<br>• 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.

| | |
|---|---|
| emergency | 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—<br>(a) an earthquake, flood, wind-storm or other natural event; and<br>(b) a fire; and<br>(c) an explosion; and<br>(d) a road accident or any other accident; and<br>(e) a plague or an epidemic or contamination; and<br>(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<br>(g) a hi-jack, siege or riot; and<br>(h) a disruption to an essential service.<br>(source: *Emergency Management Act 2013* Part 1 section 3) |
| emergency management sector | The sector comprising all agencies, bodies, departments and other persons who have a responsibility, function or other role in emergency management.<br>(*Emergency Management Act 2013* section 3) |
| fire services agency | Any of the following—<br>(a) the Metropolitan Fire and Emergency Services Board;<br>(b) the Country Fire Authority;<br>(c) the Department of Environment, Land, Water and Planning.<br>(*Emergency Management Act 2013* section 3) |
| incident | For the purposes of this State Emergency Response Plan, an incident is an event, occurrence or set of circumstances that:<br>• has a definite duration<br>• calls for human intervention<br>• has a set of concluding conditions that can be defined<br>• 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. |
| major emergency | A major emergency is:<br>(a) a large or complex emergency (however caused) which—<br>(i) has the potential to cause or is causing loss of life and extensive damage to property, infrastructure or the environment; or<br>(ii) has the potential to have or is having significant adverse consequences for the Victorian community or a part of the Victorian community; or<br>(iii) requires the involvement of 2 or more agencies to respond to the emergency; or<br>(b) a Class 1 emergency; or<br>(c) a Class 2 emergency.<br>(*Emergency Management Act 2013* section 3) |

| | |
|---|---|
| major fire | A major fire is a large or complex fire (however caused) which—<br>(a) has the potential to cause or is causing loss of life and extensive damage to property, infrastructure or the environment; or<br>(b) has the potential to have or is having significant adverse consequences for the Victorian community or a part of the Victorian community; or<br>(c) requires the involvement of 2 or more fire services agencies to suppress the fire; or<br>(d) will, if not suppressed, burn for more than one day.<br>(*Emergency Management Act 2013* section 3) |
| recovery | The assisting of persons and communities affected by emergencies to achieve a proper and effective level of functioning.<br>(*Emergency Management Act 2013* section 3) |
| region | A region is one of the Victorian Government Regions, as defined in the Emergency Management Manual Part 8 Appendix 8. |
| relief | The provision of life support and essential needs to persons affected by an emergency. |
| resources | The people, equipment or services an agency requires to perform its emergency response role and responsibilities. |
| responder agency | (a) the Metropolitan Fire and Emergency Services Board;<br>(b) the Country Fire Authority;<br>(c) the Victoria State Emergency Service Authority;<br>(d) the Secretary to the Department of Environment, Land, Water and Planning;<br>(e) any other agency prescribed to be a responder agency.<br>(*Emergency Management Act 2013* section 3) |
| response | The combating of emergencies and the provision of rescue services. (*Emergency Management Act 2013* section 3)<br>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. |
| response agency | Any agency with a role or responsibility during an emergency response. Response agencies are either the control agency or a support agency. |
| state emergency response plan | The state emergency response plan prepared under the *Emergency Management Act 2013* section 53. |
| State Response Controller | A person appointed as a State Response Controller under the *Emergency Management Act 2013* section 37.<br>(*Emergency Management Act 2013* section 3) |

| | |
|---|---|
| support agency | A support agency is an agency that provides services, personnel or material to support the control agency.<br><br>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.<br><br>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. |
| whole of government | 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. |

# Abbreviations

| | |
|---|---|
| IEMT | Incident Emergency Management Team |
| IERC | Incident Emergency Response Coordinator |
| EM Act 1986 | *Emergency Management Act 1986* |
| EM Act 2013 | *Emergency Management Act 2013* |
| 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 Victoria[2] (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 Guidelines[3]. Approved (SERP sub-plans) are published on the Emergency Management Victoria website[4].

## 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.

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[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.

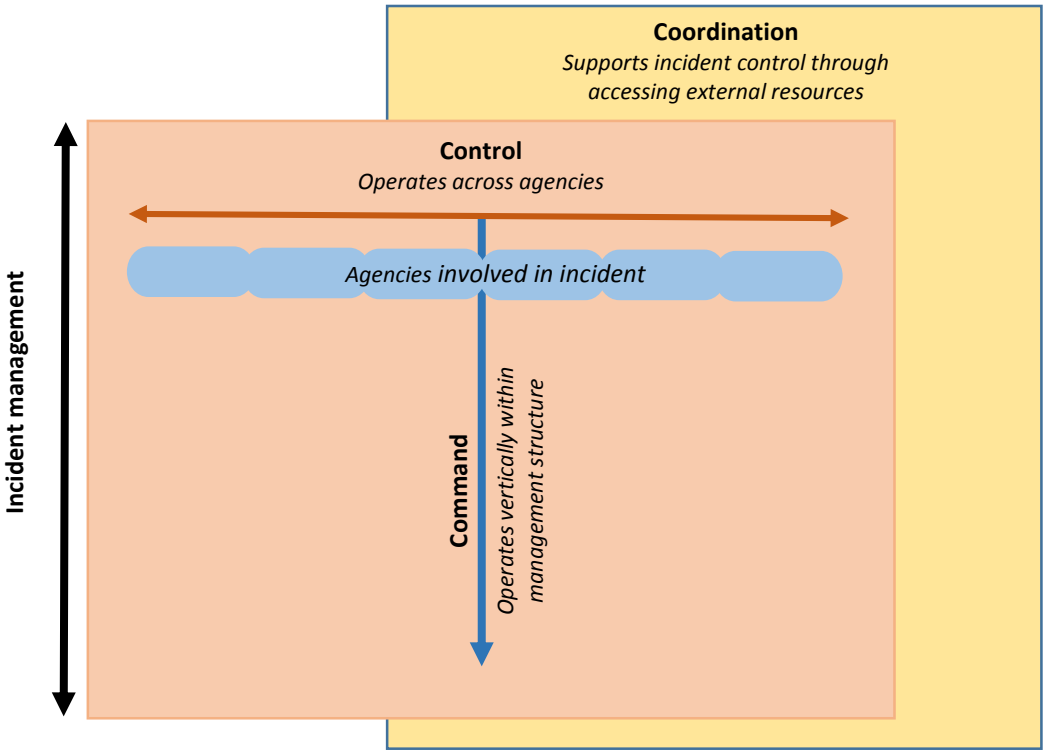
Additionally, in order to meet the objectives of emergency management in Victoria, those performing the control, command and coordination functions need to ensure:

- 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 management[6] 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 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<br><br>(State Consequence Manager)<br><br>all agencies | Emergency Management Commissioner<br><br>(supported by the line of control) |
| **Region** | RERC | regional controller | | all agencies | |
| **Incident** | MERC / IERC | incident controller | | all agencies | |

The Fundamentals of Class 1 Emergencies[7] 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 appraised of their situation.

### 3.3.2 Class 2 emergencies

***Figure 3 – Roles and responsibilities for Class 2 emergencies***

<table>
<tr><th></th><th>Response coordination</th><th>Control</th><th>Command</th><th>Consequence management</th><th>Communication</th></tr>
<tr><td>State</td><td>Emergency Management Commissioner (liaises with RERCs and MERCs through the SPLO)</td><td>Class 2 state controller</td><td rowspan="3">Agency chain of command</td><td>Emergency Management Commissioner<br><br>(State Consequence Manager)<br><br>all agencies</td><td rowspan="3">Emergency Management Commissioner<br><br>(supported by the line of control)</td></tr>
<tr><td>Region</td><td>RERC</td><td>regional controller (if appointed)</td><td>all agencies</td></tr>
<tr><td>Incident</td><td>MERC / IERC</td><td>incident controller (if appointed)</td><td>all agencies</td></tr>
</table>

**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<br><br>(State Consequence Manager)<br><br>all agencies | 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 appraised 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 appraised 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

These 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***

<table>
<tr><td></td><td colspan="4">Primary function supported by the team</td></tr>
<tr><td rowspan="2"></td><td rowspan="2">Control</td><td colspan="2">Response coordination</td><td rowspan="2">Relief and recovery coordination</td></tr>
<tr><td>Communications</td><td>Consequence management</td></tr>
<tr><td rowspan="2">State tier</td><td colspan="4">State Coordination Team</td></tr>
<tr><td>State Control Team</td><td>Emergency Management Joint Public Information Committee</td><td>State Emergency Management Team</td><td>State Relief and Recovery Team</td></tr>
<tr><td>Regional tier</td><td>Regional Control Team</td><td colspan="2">Regional Emergency Management Team</td><td>Regional Recovery Planning Committee or equivalent*</td></tr>
<tr><td rowspan="2">Incident tier</td><td>Incident Management Team (major emergencies</td><td colspan="2">Incident Emergency Management Team (major emergencies)</td><td rowspan="2">Municipal Recovery Planning Committee or equivalent*</td></tr>
<tr><td colspan="3">Incident Emergency Management Team (non-major emergencies)</td></tr>
</table>

* 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)** | **State coordination**<br>• 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.<br>• To set the strategic context of the readiness for, response to and recovery from major emergencies. | **Chair**: Emergency Management Commissioner (Class 1 and 2 emergencies) or the Chief Commissioner of Police (Class 3 emergencies).<br><br>**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. |
| **State Control Team (SCT)** | **Control**<br>• 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).<br>• To implement the strategic context of the readiness for, response to and the integration of relief and recovery for major emergencies. | **Chair**: State Response Controller (Class 1 emergencies), Class 2 state controller or Chief Commissioner of Police (Class 3 emergencies).<br>**Members:**<br>• State tier managers responsible for the control functions for major emergencies that are anticipated to occur or occurring<br>• Commanders of the key support agencies<br>• State Recovery Manager<br>• Others as appropriate. |
| **State Emergency Management Team (SEMT)** | **Consequence management**<br>• To raise awareness of the emergency situation across the whole of government<br>• To identify and manage strategic risks and consequences<br>• To develop a state strategic plan outlining high level actions of all agencies.<br><br>More information can be found at www.emv.vic.gov.au/procedures/incident-management/ | **Chair**: Emergency Management Commissioner (Class 1 and 2 emergencies) or the Chief Commissioner of Police (Class 3 emergencies)<br>**Members:**<br>• 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.<br>• State tier functional representatives of agencies that deliver services to the public<br>• Individual agencies or representatives of business/industry/community groups, as appropriate, for specific emergencies<br>Note – some agencies/communities/businesses may be not able to provide a representative at each tier. |
| **State Relief and Recovery Team (SRRT)** | **Relief and recovery coordination**<br>• To oversee the State relief and recovery coordination functions on behalf of the Emergency Management Commissioner<br>• 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. | **Chair:** State Relief and Recovery Manager<br>**Members:**<br>State representative of agencies responsible for the management and coordination of relief and recovery functional areas |
| **State Emergency Relief Group (SERG)** | **Relief expert advice**<br>• To provide relief expert advice to the SRRT.<br>• To monitor and contribute to emergency relief situational awareness and operations. | **Co-Chairs:** State Relief and Recovery Manager and State Manager Emergency Services Red Cross<br>**Members**: Relief agencies with state wide responsibilities. |
| **EMJPIC Executive** | **Public communications**<br>• To set the operational and tactical communications context for major emergencies<br>• To set priorities for EMJPIC in communications and engagement. | **Chair:** Person appointed by the Emergency Management Commissioner (Class 1 and 2 emergencies/Assistant Commissioner of Police (Class 3 emergencies).<br>**Members:** Communications directors from control and key support agencies. |
| **Emergency Management Joint Public Information Committee (EMJPIC)** | **Public communications**<br>• 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<br>• To ensure the messages of all agencies are included in public communications for major emergencies.<br>The functions of EMJPIC are detailed in the EMMV Part 8 – Appendices and Glossary, Appendix 12. | **Chair:** EMV Director Relief and Recovery (Class 1 and 2 emergencies)<br>**Members:**<br>Senior communications officers from all agencies. |

## 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**<br>To support regional controllers perform the regional control function. | **Chair:**<br>• Regional controller, where only one is appointed.<br>• A regional controller or the RERC where more than one regional controller is appointed.<br>**Members:**<br>• Regional controllers<br>• RERC<br>• Regional Recovery Coordinator<br>• The commanders of the key support agencies |
| **Regional Emergency Management Team (REMT)** | **Coordination**<br><br>To support the RERC and regional controllers (where appointed) to:<br>• raise awareness of the emergency across the whole of government<br>• identify and manage strategic risks and consequences<br>• develop a regional strategic plan outlining high level actions of all agencies.<br><br>More information can be found at www.emv.vic.gov.au/procedures/incident-management/ | **Chair:**<br>• Regional controller, where only one is appointed<br>• A regional controller or the RERC where more than one regional controller is appointed<br>• The RERC where no regional controller is appointed<br>**Members:**<br>• 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.<br>• Regional tier functional representatives of a wide range of agencies responsible for delivering public services<br>• Representation for the municipal council(s) affected by the emergency<br>• Individual agencies or representatives of business/industry/community groups, as appropriate, for specific emergencies.<br>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<br>The Chair and membership will vary according to the Class and specific form of emergency |
|---|---|---|
| **Incident Management Team (IMT)** | **Control**<br>To support an incident controller to perform their control function.<br><br>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<br>• flexibility<br>• management by objectives<br>• functional management<br>• unity of effort<br>• span of control. | **Chair:** Incident controller<br><br>**Members:**<br>Members of the control and support agencies providing the incident controller with support in functions that could include:<br>• planning<br>• intelligence<br>• public information<br>• operations<br>• investigation<br>• logistics<br>• finance. |
| **Incident Emergency Management Team (IEMT)** | **Coordination**<br><br>The IEMT supports the incident controller. Their focus is on managing the effect and consequences of the emergency.<br><br>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.<br><br>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/ | **Chair:**<br>• Incident controller, where only one is appointed<br>• MERC or IERC, where there are several classes of emergency, with several incident controllers appointed, or where there is no incident controller appointed.<br><br>**Members:**<br>• Incident controllers<br>• MERC or IERC<br>• Agency commanders<br>• Health commander (functional commander of supporting health agencies)<br>• Municipal (or regional) recovery manager<br>• Representation for the municipal council(s) affected by the emergency<br>• Agency/community/business representatives as appropriate for specific emergencies.<br>Note – some agencies/communities/businesses may not be able to provide a representative at each tier. |

### 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**<br>The Chair and membership will vary according to the Class and specific form of emergency |
|---|---|---|
| **Incident Emergency Management Team (IEMT)** | **Control and coordination**<br><br>To plan and coordinate the actions of the agencies responding to the emergency.<br>For non-major emergencies, the IEMT will usually locate near the incident scene.<br><br>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/ | **Chair:**<br>• Incident Controller<br>• The IERC, where there is no incident controller appointed.<br><br>**Members:**<br>• Incident Controller<br>• IERC<br>• 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 Register[8]. 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.

# State Emergency Relief and Recovery Plan

## Part 4: Emergency Management Manual Victoria

**APPROVED**

**Craig Lapsley PSM** **Date** 31 July 2018

**Emergency Management Commissioner**

This plan is effective from 31 July 2018.

# Contents

1. Introduction ..... 4-1
   1.1 Purpose ..... 4-1
   1.2 Scope ..... 4-1
   1.3 Definitions ..... 4-1
   1.4 Target groups ..... 4-2
2. Emergency management context ..... 4-2
   2.1 Response, relief and recovery in parallel ..... 4-3
   2.2 Relief and recovery are consequence-driven ..... 4-4
   2.3 Financial arrangements ..... 4-5
3. Relief and recovery are community-focused ..... 4-6
   3.1 Relief and recovery are a shared responsibility ..... 4-6
   3.2 Community development ..... 4-7
   3.3 Understanding the needs of communities ..... 4-7
4. Operational governance ..... 4-7
   4.1 Operational governance relationships ..... 4-8
   4.2 Relief and Recovery Operational Governance ..... 4-8
   4.3 State relief and recovery coordination roles and responsibilities ..... 4-9
   4.4 Emergency Management Commissioner ..... 4-10
   4.5 Regional relief and recovery coordination roles and responsibilities ..... 4-11
   4.6 Local relief and recovery coordination roles and responsibilities ..... 4-13
5. Relief and recovery planning ..... 4-13
   5.1 Municipal, regional and state relief and recovery planning requirements ..... 4-13
   5.2 Understanding relief and recovery capability ..... 4-14
   5.3 Interactions between levels of coordination ..... 4-15
6. Relief assistance ..... 4-19
   6.1 Relief principles ..... 4-19
   6.2 Activation and deactivation of relief assistance ..... 4-19
   6.3 Organisation of relief assistance ..... 4-19
   6.4 Distribution of relief assistance ..... 4-23
7. Recovery assistance ..... 4-23
   7.1 Recovery principles ..... 4-24
   7.2 Activation of recovery activities and transition to mainstream services ..... 4-24
   7.3 Organisation of recovery assistance ..... 4-24
   7.4 Social recovery environment ..... 4-26
   7.5 Economic recovery environment ..... 4-34
   7.6 Built recovery environment ..... 4-40
   7.7 Natural recovery environment ..... 4-48
8. Plan administration ..... 4-51
   8.1 Authority ..... 4-51
   8.2 Plan review ..... 4-51
   8.3 Plan resources ..... 4-52

# 1. Introduction

## 1.1 Purpose

The *State Emergency Relief and Recovery Plan* (the Plan) specifies the arrangements for the coordinated planning and management of emergency relief and recovery in Victoria.

The purpose of the Plan is to outline the strategy and arrangements in place to ensure safe, effective and coordinated emergency relief and recovery activities in Victoria.

The aim of relief and recovery is to support communities to successfully deal with the impacts of an emergency on the social, built, economic and natural environments. By doing so, communities help build cohesion and resilience to future emergencies.

## 1.2 Scope

The Plan:

- describes the principles for relief and recovery from any emergency in Victoria
- clarifies who is accountable and responsible for relief and recovery coordination
- describes the functions of relief and recovery
- specifies the roles and responsibilities of agencies in relief and recovery
- outlines the arrangements for escalating relief and recovery coordination
- describes how available relief and recovery resources are organised.

The Plan does not describe the processes, procedures or available capability used in emergency relief and recovery operations.

- at the state level, these are described in State emergency relief and recovery operational plans.
- at the regional level, these are described in each region's Emergency Relief and Recovery Plan.
- at the local level, these are described in municipalities' Municipal Emergency Management Plan.

Agencies involved in relief and recovery operations should document their capability and capacity to meet its roles and responsibilities.

## 1.3 Definitions

**Emergency** is defined in the *Emergency Management Act 2013* as '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 –

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.

**Relief** is defined in this Plan as the provision of assistance to meet the essential needs of individuals, families and communities during and in the immediate aftermath of an emergency.

**Recovery** is defined in the *Emergency Management Act 2013* as 'the assisting of persons and communities affected by emergencies to achieve an effective level of functioning'.

Both relief and recovery begin when an emergency occurs and many response, relief and recovery activities are undertaken concurrently. Typically, relief is provided during and in the immediate aftermath of an emergency. Recovery is generally a longer term process for affected individuals and communities.

**Agencies** are defined in the *Emergency Management Act 1986* as 'a government agency or a non-government agency'. For the purpose of this Plan, agencies are those listed in Part 7 of the Emergency Management Manual Victoria and have either broad or state-wide presence, are government organisations, or private corporations with specific roles.

## 1.4 Target groups

Relief and recovery are responsibilities that require collaboration and coordination shared between individuals and communities, non-government organisations, businesses, all levels of government and other partners. This plan is intended to support and guide the work of that broad relief and recovery sector and those agencies.

# 2. Emergency management context

Emergencies of various scales frequently occur in Victoria. These emergencies vary greatly in terms of the size of the event, the geographic area affected, the nature of the hazard that causes the emergency and the consequences on the community. An 'all communities, all emergencies' approach underpins emergency management in Victoria.

Each agency has an obligation to contribute to improving the preparedness, capability and resilience of all communities to prepare for, respond to and recover from emergencies before, during and after.

Before an emergency:

This includes the preparation, planning, engagement and knowledge required to understand the risk environment. The people, resources, governance, systems and processes are put in place to build connection through trusted networks and reduce the risk of emergencies.
During an emergency:

The people, resources, governance, systems and processes are in place for services and assistance during or directly after an emergency to save lives, buildings and infrastructure, to ensure public safety and to cater for people's immediate survival needs and lifelines (including information, shelter, food and water).

After an emergency:

The people, resources, governance, systems and processes are in place for services that reduce the consequences after an emergency and reconnect, redesign, rebuild and renew lives, buildings and community connection.

This Plan is developed in accordance with the *Emergency Management Act 1986* (EM Act 1986) and *the Emergency Management Act 2013* (EM Act 2013), which provide the legislative basis for the management of emergencies in Victoria.

This Plan is part of a broader set of arrangements for managing emergencies in Victoria and is published as Part 4 of the Emergency Management Manual Victoria (EMMV). This Plan should be read in conjunction with the entire EMMV. In particular, the EMMV Part 7 – Agency Emergency Management Roles lists the roles and responsibilities of agencies in emergency management, including the roles and responsibilities of agencies in the provision of relief and recovery.

The EMMV Part 3 – the State Emergency Response Plan outlines the Victorian arrangements for the coordinated response to emergencies by all agencies with a role or responsibility in relation to emergency response. The State Emergency Response Plan has a number of sub-plans for specific types of emergencies where the arrangements are more complex or vary from the standard State arrangements.

The EMMV Part 6 – Municipal Emergency Management Planning Arrangements Guidelines for Committees encourages and support a consistent approach to emergency management planning at the municipal level. The guidelines assist municipal emergency management planning committees prepare and maintain a Municipal Emergency Management Plan (MEMP). These guidelines reinforce the multi-agency nature of the planning process and assist the organisational representatives who contribute to the MEMP.

The EMMV Part 7 – Emergency Management Agency Roles lists control and support agencies for the responses to emergencies. It does not list all agencies that may be involved in any particular emergency. Nor does it list all emergencies that may be encountered.

The control agency is responsible for establishing the management arrangements for the collaborative response to an emergency. The control agency will generally be the agency with a role or responsibility that is most closely aligned to the emergency.

## 2.1 Response, relief and recovery in parallel

The *Emergency Management Act 2013*, fosters a sustainable and efficient emergency management system that minimises the likelihood, effect and consequences of emergencies. It recognises the importance of an "all communities, all emergencies" approach to emergency management based on networked arrangements and greater interoperability. To achieve this, relief and recovery planning occurs before, during and after emergencies.

The response to, and recovery from, a major emergency involves many agencies from across government. The people and agencies with roles and

responsibilities for responding to emergencies work together in emergency management teams at the state, regional and local tiers to ensure a collaborative and coordinated whole of government approach. Emergency relief and recovery activities integrate with emergency response activities and commence as soon as the effect and consequences of the emergency are anticipated. Relief and recovery coordinators/managers should be involved at all tiers and in all teams established to manage the emergency response.

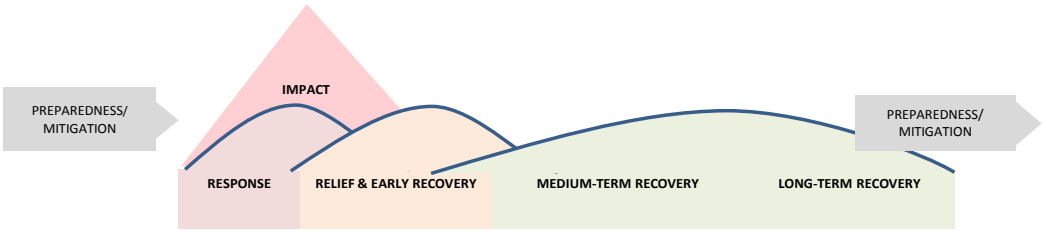



**Figure 1: Emergency relief and recovery activities over time**

Once emergency response activity has ceased, the management of the emergency will fully transition from response to recovery. The EMMV Part 3 - State Emergency Response Plan explains the transition process. This Plan outlines the arrangements for the delivery of emergency relief and recovery services, including where these integrate with emergency response activities and once the management of the emergency has transitioned from response to recovery.

## 2.2 Relief and recovery are consequence-driven

Consequence management drives the levelled approach to emergency relief and recovery coordination, with unmanaged risks /consequences escalated to the next level. Consequence management-starts in response and is then managed through recovery. To make appropriate decisions about relief and recovery activities, decision-makers at the local, regional and state level rely on clear, relevant, timely and accurate information about the needs of affected individuals, families and communities. To identify these needs, all tiers of decision-makers must look beyond the immediate impacts of an emergency and consider the consequences of these impacts on individuals, families and communities.

Government and agencies must also assess and manage the effects of their relief and recovery activities on affected communities.

- **initial impact assessment** (24-48 hours after access to the area): Response agencies undertake initial impact assessments which can help inform relief activities.
- **secondary impact assessment** (within four weeks): Impact assessment for relief and recovery requires an additional layer beyond the initial impact assessment, which includes a comparison with base-line information. Those responsible for recovery coordination at each tier are responsible for coordinating the secondary impact assessment, which is a subsequent progressive and more holistic assessment of the impact of the event on the community. It takes into account built and natural environments, social and economic impacts and resulting community needs.

- **post-emergency needs assessment** (can take up to twelve months or more depending on the scale of the event): Those responsible for recovery coordination at each tier are also responsible for coordinating the post-emergency needs assessment. This assessment estimates the longer term psychosocial impacts on a community, displacement of people, the cost of destroyed assets, and the impact that the destruction of assets and business disruption has on how members of a community live and connect with one another. This assessment informs the medium to longer term recovery process, options for development, and builds the knowledge base of the total cost of emergencies that informs risk management.

Municipal councils and the Victorian Government are required to share any information they gather.

## 2.3 Financial arrangements

Individuals and communities can strengthen their resilience through self-reliance – which includes the ability to fund their own relief and recovery needs, where possible. Individuals, agencies and businesses are expected to maintain adequate insurance to protect their interests.

Municipal Councils and responsible agencies must develop relief and recovery services based on individual and community needs, and these in turn should inform emergency relief and recovery funding considerations.

Funding to deliver relief and recovery assistance is initially sourced internally by responsible relief and recovery lead agencies.

Depending on the scale and impact of an emergency, Regional Recovery Coordinators may be able to facilitate financial assistance and funding for municipal councils, agencies and organisations providing relief and recovery services.

If this funding is exceeded in a large scale emergency, additional funding would be requested:

- where the emergency arises as a result of a natural disaster, Victoria's Department of Treasury and Finance (DTF) can, depending on the scale and the impact, provide Natural Disaster Financial Assistance to help ease the financial burden experienced by affected municipal councils, Catchment Management Authorities and State Departments and Agencies. Further details can be found at www.dtf.vic.gov.au/Victorias-Economy/Natural-disaster-financial-assistance
- DTF, the Department of Premier and Cabinet (DPC) and Emergency Management Victoria (EMV) will coordinate a request to the Australian Government to approve funding under the *Natural Disaster Relief and Recovery Arrangements*, to share the cost of significant emergencies. The State's eligible costs under these arrangements can include grants and assistance paid to individuals and households, primary producers, small businesses and not-for-profit organisations and reimbursement provided to local councils and Catchment Management Authorities for particular relief and recovery activities and the restoration of essential public assets.

# 3. Relief and recovery are community-focused

All Victorians have a collective responsibility to help build and maintain community resilience: individuals, households, neighbourhoods, communities, businesses, not-for-profit organisations, agencies, local, state and national governments.

A resilient community has the capacity to survive adapt and thrive no matter what kinds of chronic stresses or acute shocks they experience[1]. They are often connected and able to work together to manage stresses and cope with emergencies. They are self-reliant and able to manage local issues, together with the ability to draw upon other communities and organisations during times of significant need.

## 3.1 Relief and recovery are a shared responsibility

Relief and recovery are complex social and developmental processes. All sectors must work together to support the personal, family and community structures and networks typically disrupted by a major emergency

- **Individuals** have a responsibility to seek out information to make informed decisions on how to prepare for emergencies and should help meet their own relief and recovery needs wherever possible. During and immediately following an emergency, individuals and households need to be as self-reliant as possible, because in the first instance, agencies will offer emergency support to the most vulnerable community members.
- **Municipal councils and the Victorian Government** each have a role in ensuring relief and recovery services are effective and well-coordinated. Municipal councils take the lead in delivering 'on the ground' relief and recovery services, because they are the closest to an affected community. The Victorian Government supports municipal councils to fulfil these local responsibilities and is responsible for establishing the state's relief and recovery arrangements, and for coordinating all regional and state level relief and recovery activities
- **Business** can play an important role in emergencies and can provide resources, expertise and essential services to support emergency relief and recovery. Business should have continuity processes in place to plan for emergencies. This is particularly important for the continuity of essential services and critical infrastructure
- **Non-government organisations** and partner agencies play vital roles in supporting affected communities, building on their pre-established community connections to deliver enhanced services during and following an emergency. Through their large **volunteer** base, they have the capacity to coordinate and deliver services in many locations – often simultaneously.

The Victorian community receives significant benefit from the emergency management contributions of a wide range of community sector agencies, volunteer groups and organisations whose operations are either quite specialised and/or available mainly in a specific locality.

[1] Community Resilience Framework for Emergency Management (2017) Emergency Management Victoria https://www.emv.vic.gov.au/CommunityResilienceFramework

These groups should be identified in relevant municipal emergency management plans and/or state and regional relief and recovery plans, as appropriate

### 3.2 Community development

Whilst an emergency is likely to cause disruption, it is important to recognise that relief and recovery activities do not begin with a blank canvas. Activities should be delivered in context of the existing community aspirations and build on community development work (including emergency preparedness) already undertaken. This will include maximising the use of existing local community services and representative structures where possible.

To support effective community resilience, it is crucial that Municipal Councils, in partnership with other agencies and organisations, develop and support community leadership in all relief and recovery activities. Community-led activities can generate ownership of decisions and more sustainable outcomes, and reach higher quality and innovative solutions. The Community Recovery Handbook provides useful insight into community-led recovery.

Communities should be involved in emergency preparedness – including identifying strategies to assist their most vulnerable members. The International Association for Public Participation[2] has useful resources to guide community engagement for relief and recovery.

### 3.3 Understanding the needs of communities

Creating and maintaining local networks and connections are fundamental to understanding community needs. Local councils are best placed to understand the needs of impacted communities and to tap into existing community networks to gain a deeper understanding of how communities have been impacted by the emergency and what needs they might have. Reviewing municipal profiles and drawing on community knowledge of other departments and agencies, as well as understanding community diversity helps develop targeted relief and recovery services that meet the range of individual and community needs.

Relief and recovery activities should be developed to meet the differing needs of all people – recognising that women, men, children, young people3, older people and people with disabilities may have different needs. Relief and recovery activities should be undertaken with an awareness of the different cultural groups in their communities and should ensure that appropriate relief and recovery services are made available to meet their needs, including relief and recovery information in translated languages.

## 4. Operational governance

Emergency Management governance arrangements at a state level operate a "tiered" approach for coordination, control, and communications for all emergencies.

[2] Available from www.iap2.org.au
[3] Refer to *Emergency management planning for children and young people- planning guide for local government* http://earlytraumagrief.anu.edu.au/files/EM-planning-for-children-and-young-people-web.pdf

Six key teams operate at a state level being[4]:

- **State Coordination Team (SCOT)**
- **State Control Team (SCT)**
- **State Emergency Management Team (SEMT)**
- **State Relief and Recovery Team (SRRT)**
- **Emergency Management Joint Public Information Committee Executive (EMJPIC Exec)**
- **Emergency Management Joint Public Information Committee (EMJPIC)**

During major disasters, the EMJPIC Executive provides WOVG strategic and crisis communication leadership.

## 4.1 Operational governance relationships

All operational governance teams communicate with each other through the Chairs to ensure seamless integration. The primary function of each team is referred to in the Functions of emergency management operational teams (state level) located in EMMV Part 3, State Emergency Response Plan, and the EMCOP library.

## 4.2 Relief and Recovery Operational Governance

Municipal councils coordinate relief and recovery at the local level. Coordination is escalated in larger or more complex events, or when a council requests support from the regional level. If escalated, the State Government at regional and state levels coordinate relief and recovery services to support local service delivery and provide additional services as required to affected individuals and communities. This involves bringing agencies and resources together to ensure the effective delivery of all relief and recovery objectives and responsibilities. Relief is functionally coordinated with recovery coordination and done as a part of State level operational governance.

Figure 2 describes the relief and recovery governance between state, regional and local tiers.

[4] State Tier Emergency Governance Arrangements (December 2017) available on EM-COP.

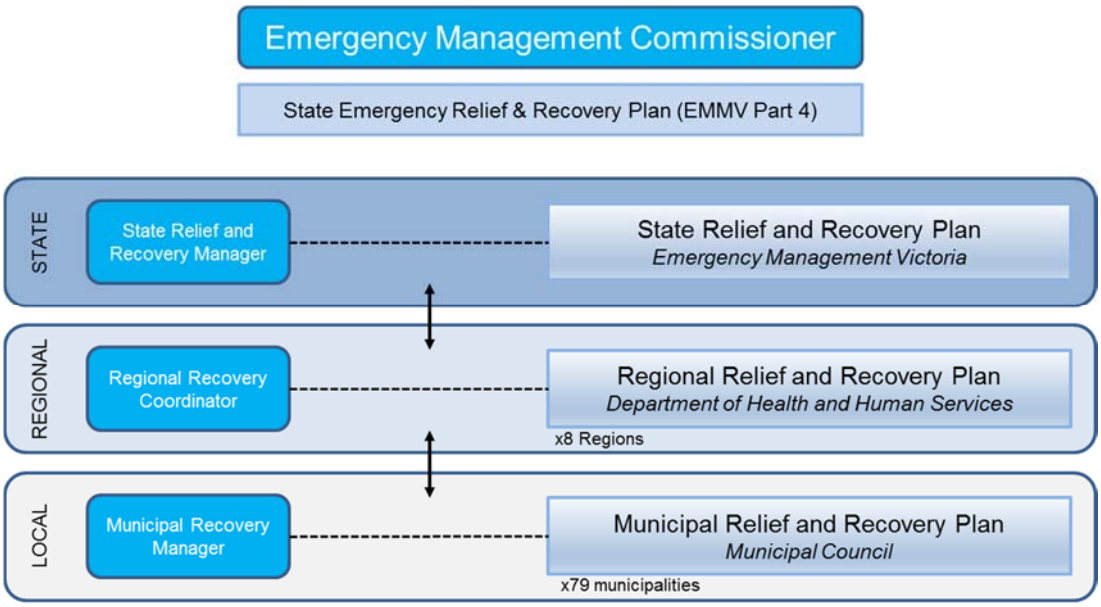



**Figure 2: The three levels of relief and recovery coordination in Victoria**

## 4.3 State relief and recovery coordination roles and responsibilities

The State Relief and Recovery Manager (SRRM) reports to and supports the Emergency Management Commissioner (EMC) in the coordination of State relief and recovery activities. EMV provides strategic leadership and coordination of the work of the relief and recovery sector.

State relief and recovery responsibilities to be coordinated include to:

- review and maintain state relief and recovery plans and lead relief and recovery planning processes - including state planning committees
- develop state relief and recovery plans and lead post-incident relief and recovery processes - including operational committees
- lead inter-jurisdictional and national liaison on Victorian relief and recovery
- coordinate existing state resources and activities across the relief and recovery sector, including in support of local and regional relief and recovery coordination
- facilitate the relief and recovery sector's capability assessment, readiness and preparedness
- coordinate state relief and recovery sector public information and messaging in connection with Regional or Incident Joint Public Information Committees as required.
- assess state situation, impacts, risks, progress and resources
- monitor regional situation, impacts, risks, progress and resources
- collate and analyse state information on loss and damage and resulting consequence
- coordinate whole of government relief and recovery funding processes
- coordinate real time relief and recovery intelligence and information to the Victorian State Government

- ensure the effectiveness of funded relief and recovery initiatives are evaluated and fed into forward planning
- lead state transition from response to recovery

## 4.4 Emergency Management Commissioner

Under the Emergency Management Act 2013, the Emergency Management Commissioner is responsible for the "coordination of the activities of organisations, including agencies, having roles or responsibilities under the state emergency recovery plan in relation to recovery from all emergencies". The Emergency Management Commissioner effectively oversees the management of coordination at every level.

The Emergency Management Commissioner reports to the Minister for Emergency Services on relief and recovery.

The EMC is supported by the State Tier Governance Arrangements, State Relief and Recovery Manager and EMV.

### 4.4.1 State Relief and Recovery Manager

The SRRM reports to and supports the EMC in ensuring the coordination of State relief and recovery activities.

The State Relief and Recovery Manager:

- ensures the arrangements in this plan are implemented
- facilitates the sharing of information and coordination of resources at a state level to support local and regional activities
- identifies emerging strategic risks and capacity issues
- coordinates state resources and activities to support local and regional relief and recovery coordination
- coordinates state relief and recovery sector public information and messaging
- assesses state situation, impact, risks, progress and resources
- collates and analyses state information on loss and damage and resulting consequence
- coordinates relief and recovery intelligence for use by the Victorian State Government
- leads state transition from response to recovery.

### 4.4.2 State Relief and Recovery Team

The State Relief and Recovery Manager is supported by the State Relief and Recovery Team in the coordination of state level relief and recovery activities. The State Relief and Recovery Team is chaired by the State Relief and Recovery Manager and supported by the Director, Relief and Recovery, Emergency Management Victoria, and;

- includes State representative of agencies responsible for the management and coordination of relief and recovery functional areas, as well as representatives from other agencies as agreed or required

- implements a State relief and recovery strategy that meets the needs of the community and supports local and regional operations to ensure the coordinated delivery of relief and recovery assistance.

### 4.4.3 DHHS Senior Liaison Officer

The Department of Health and Human Services (DHHS) has a Senior Liaison Officer.

The purpose of this position is to act as a strategic and operational interface between regional and state tiers of relief and recovery coordination.

The Senior Liaison Officer is responsible for:

- providing advice and information to the State Relief and Recovery Manager on strategic and operational matters arising from regional relief and recovery coordination tiers, including emergency preparedness, planning, issues, needs and risks
- providing advice and information to Regional Recovery Coordinators on strategic and operational matters arising from state relief and recovery coordination, including emergency preparedness, planning, issues, needs and risks
- representing regional Relief and Recovery coordination at the state level
- facilitating the flow of information between DHHS staff performing regional Relief and Recovery coordination roles and SRRM.

## 4.5 Regional relief and recovery coordination roles and responsibilities

DHHS is responsible for coordinating relief and recovery at the regional level. DHHS is supported by Red Cross in regional relief coordination.

Regional relief and recovery responsibilities to be coordinated include:

- review and maintain regional relief and recovery plans, and lead relief and recovery planning processes - including regional planning committees
- develop regional post-incident relief and recovery plans and lead regional post-incident relief and recovery processes - including operational committees
- lead regional transition from response to recovery
- coordinate existing regional resources and activities across the relief and recovery sector, including in support of local relief and recovery coordination
- facilitate the regional relief and recovery sector's capability assessment, readiness and preparedness
- coordinate regional relief and recovery sector public information and messaging
- assess regional situation, impacts, risks, progress and resources
- monitor local situation, impacts, risks progress and resources
- collate and analyse information on loss and damage and resulting consequence

- coordinate regional relief and recovery intelligence to EMC and SRRM
- provide advice to municipal councils to enable them to appropriately coordinate relief and recovery consequences of local level events.

Each Victorian Government administrative region must have a regional relief and recovery plan. Section 5.1 lists all relief and recovery matters that must be addressed in regional plans.

### 4.5.1 Regional Recovery Coordinators

The Secretary of DHHS appoints Regional Recovery Coordinators to each of the Victorian Government administrative regions:

- Eastern Metropolitan
- North and West Metropolitan
- Southern Metropolitan
- Barwon South Western
- Gippsland
- Grampians
- Hume
- Loddon Mallee.

Regional Recovery Coordinators are responsible for:

- Preparing and maintaining regional relief and recovery plans for their individual regions.
- Engaging with both the Regional Control Team (RCT) and the Regional Emergency Management Team (REMT) to facilitate planning and actions in relation to regional relief and recovery.
- Leading support for Municipal Councils in preparing, establishing and enacting emergency relief and recovery activities
- Leading collation and analysis of impact assessment data to inform recovery activities across all recovery environments
- Ensuring clear lines of communication are established with identified roles including the Regional Recovery Manager and the State Relief and Recovery Manager.
- Leading planning for transition from response to recovery at local and regional level
- Providing advice to local government specifically regarding relief and recovery requirements and communications.
- Overseeing relief and recovery activities as per current arrangements.

Regional Recovery Coordinators may delegate to and are supported by Regional Recovery Managers.

### 4.5.2 Regional Recovery Managers

The Regional Recovery Manager supports the Regional Recovery Coordinator to fulfil regional recovery responsibilities identified at 4.5.1 as delegated by the Regional Recovery Coordinator.

## 4.6 Local relief and recovery coordination roles and responsibilities

Municipal councils are responsible for coordinating recovery at the local level for affected individuals and communities. Municipal councils will work with local partners to determine local arrangements to manage relief and recovery activities.

Municipal Emergency Management Planning Committees must document these arrangements in Municipal Emergency Management Plans (MEMP). Section 5.1 lists relief and recovery matters that must be addressed by municipal planning. Each MEMP is a multi-agency plan, so they include local risk management, preparedness and response activities (refer to Part 6 of the EMMV).

The Regional Recovery Coordinator can assist by liaising with the relief and recovery functional area lead, where appointed, if requested by municipal councils.

Municipal councils coordinate local relief and recovery public information and messaging, in connection with regional or incident joint public information committees as required.

### 4.6.1 Municipal Recovery Manager

Each municipal council must appoint a staff member as its Municipal Recovery Manager. Generally, the Municipal Emergency Resource Officer (also a municipal employee) is responsible for notifying the Municipal Recovery Manager of the potential need for relief and recovery services. Together, they consider the relief and recovery needs of the local community– in consultation with response agencies.

# 5. Relief and recovery planning

Planning is an essential function of relief and recovery coordination. Participation in the planning process builds relationships between agencies and leads to better outcomes for communities through a collaborative and coordinated approach to relief and recovery.

## 5.1 Municipal, regional and state relief and recovery planning requirements

Municipal, regional and state relief and recovery plans must be aligned. This is achieved through consultation and coordination of information during the development process.

Plans at each level of coordination must specify the agencies responsible for coordinating relief and recovery, for coordinating recovery functional areas and leading and supporting relief and recovery activities.

Plans at each level of coordination must also address the following relief and recovery arrangements:

- managing funding and coordinating activities[5]
- agreements between agencies, businesses and organisations to deliver every type of relief and recovery assistance detailed in sections 6 and 7
- coordinating and managing resources (such as systems and assets)
- understanding and documenting capacity
- communication and community engagement
- understanding the needs of the community through documented community profiles and demographics
- staffing (including relief and recovery managers and coordinators; and paid, contracted and volunteer staff)
- collaboration groups
- integration of response, relief and recovery activities
- testing, exercising and evaluating plans.

If it seems likely that the emergency will exceed the coordinating level's capability, the relief and recovery manager/coordinator will consider organising the preparation of a post-incident relief and recovery plan.

The post-incident relief and recovery plan will include:

- arrangements for relief and recovery coordination
- a description of the emergency situation
- the expected or potential relief and recovery needs of affected communities
- the capacity of councils/regions/state
- relief and recovery services required.

## 5.2 Understanding relief and recovery capability

Agencies with agreed relief and recovery roles and responsibilities (refer to EMMV Part 7- Emergency Management Agency Roles) need to develop and maintain their own internal operational plans that detail their capacity and strategies for undertaking these roles and responsibilities. They should develop these in consultation with communities, and regularly test them.

Developing an understanding of local, regional and state capability (which includes capacity) is critical as it enables relief and recovery coordinators to request assistance before being overwhelmed and being unable to deliver the required services. Documenting the relief and recovery capability at each level of coordination is a planning requirement.

There will always be a time lag between a request for assistance and the delivery of assistance, so developing triggers to recognise capability shortfalls before they become a service delivery issue can be very useful. Triggers serve as a red flag warning that additional resources need to be requested. Triggers can be based on a range of factors such as the

[5] Refer EMMV Part 7

percentage of volunteers activated or the percentage of goods dispersed, depending on the appropriate measure of capacity for each relief service.

Relief and recovery agencies, emergency management agencies and the broader sector, need to work together to:

- identify the relief and recovery resources that are identified in multiple MEMPs. It is common for providers of food and water, psychosocial support and first aid to work across multiple municipalities
- support relief and recovery organisations to develop a shared understanding of relief and recovery capability and capacity
- identify opportunities to create efficiencies by streamlining services and sharing resources
- support relief and recovery agencies to develop agency profiles which document their capability and capacity to provide relief services for emergencies of varying scale and duration
- monitor local, regional and state capability and capacity, identifying risks and trends (e.g. accommodation shortages during peak tourist season or diminishing numbers of volunteers over time) and escalating capability and capacity issues as required
- plan and conduct emergency exercises to identify current strengths and areas for improvement
- identify capability and capacity issues at the local, regional and state level through the post emergency debriefing process
- improve planning to link potential community needs with capability and capacity
- encourage an honest and transparent process of measuring capability and capacity that is supportive and non-judgmental
- utilise existing mechanisms such as municipal collaboration groups and local, regional and state committees to discuss capability and capacity issues
- work with the business sector to better understand how they can enhance local, regional and state capability and capacity.

Understanding local, regional and state relief and recovery capability and capacity is a shared responsibility and a long term challenge. Building relationships is the essential first step in understanding relief and recovery capability and capacity.

## 5.3 Interactions between levels of coordination

All levels of relief and recovery coordination are required to share information with each other at all times. Additionally, State and regional levels of relief and recovery coordination monitor and oversee the situation at the next level down at all times, even when coordination has not formally escalated. The regional tier acts as a communication conduit between local and State Government, with the Regional Recovery Coordinator and the State Relief and Recovery Manager facilitating the sharing of information with municipalities about locally coordinated events and State Government activities. The interactions between levels of coordination is depicted in Figure 5.

### 5.3.1 Escalation for large or complex emergencies

Relief and recovery coordination commences at the local level through Municipal Councils. As required, these relief and recovery functions may escalate to regional or state level:

- when requested, because capability is exceeded, or expected to be exceeded; or
- where an emergency has affected multiple municipalities in one region, or multiple regions within the state; or
- where an emergency has a significant community-wide impact or consequence, in which case the Victorian Government may establish an event-specific relief or recovery coordination structure to oversee a whole-of sector response.

Escalation (from local to regional to state) operates on the following principles:

- wherever possible relief and recovery coordination should remain at the local level, supported by regional and state-based activities as required
- escalation builds on existing local arrangements, rather than replacing them.
- responsibility is retained locally, but is aided by additional support
- specific relief and recovery activities within recovery functional areas or relief and recovery coordination may be escalated
- the escalation of specific relief and recovery activities does not necessitate the escalation of recovery coordination.

Where escalation of the relief and recovery coordination function occurs, a primary objective should be the maintenance of a single recovery plan for that incident, which consolidates the required actions (whether local, regional or state-based), risk mitigation activities and accountabilities, drawing on analysis of community profiles and needs. Wherever possible, local decision making should be maintained.

To support escalation arrangements, DHHS may seek additional regional resources from other agencies if its regional resources are exceeded.

Where capability has been exhausted within Municipal Councils, DHHS and across other agencies at the regional level, a request for relief and recovery coordination assistance to the state will be made.

Where an emergency has affected multiple regions within the state, or where the emergency has significant consequences for communities or the government of the day, state relief and recovery coordination will be activated. State level relief and recovery coordination activity will focus on sector coordination and the management of risks and consequences to help inform the regional response to the emergency.

### 5.3.2 Escalation to Australian Government

Under cooperative arrangements with the states and territories, the Australian Government provides:

- national coordination functions
- assistance to states or territories, when requested

- financial assistance as cost sharing arrangements for relief and recovery expenditure, through the Natural Disaster Relief and Recovery Arrangements
- financial assistance as grants to individuals, and income support to individuals
- Australian Defence Force assistance under Categories 1, 2 and 3 of the arrangements for Defence Aid to the Civil Community.

Australian Government advice and assistance is coordinated through the Australian Government Disaster Recovery Arrangements.

### 5.3.3 Cross-border arrangements

The *Guidelines for Interstate Assistance (Community Recovery) 2015* developed under the aegis of the Australia New Zealand Emergency Management Committee Recovery Sub-Committee (the national body with functional responsibility for community recovery services following a disaster event) have been designed to support agencies arranging assistance between neighbouring jurisdictions so that the emergency relief or immediate needs of communities are met following a disaster.

Elements covered include:

- requesting assistance from a neighbouring jurisdiction
- coordination and management of evacuation centres/immediate relief under such a request
- cost recovery arrangements
- communication requirements
- reporting requirements
- jurisdictional responsibilities.

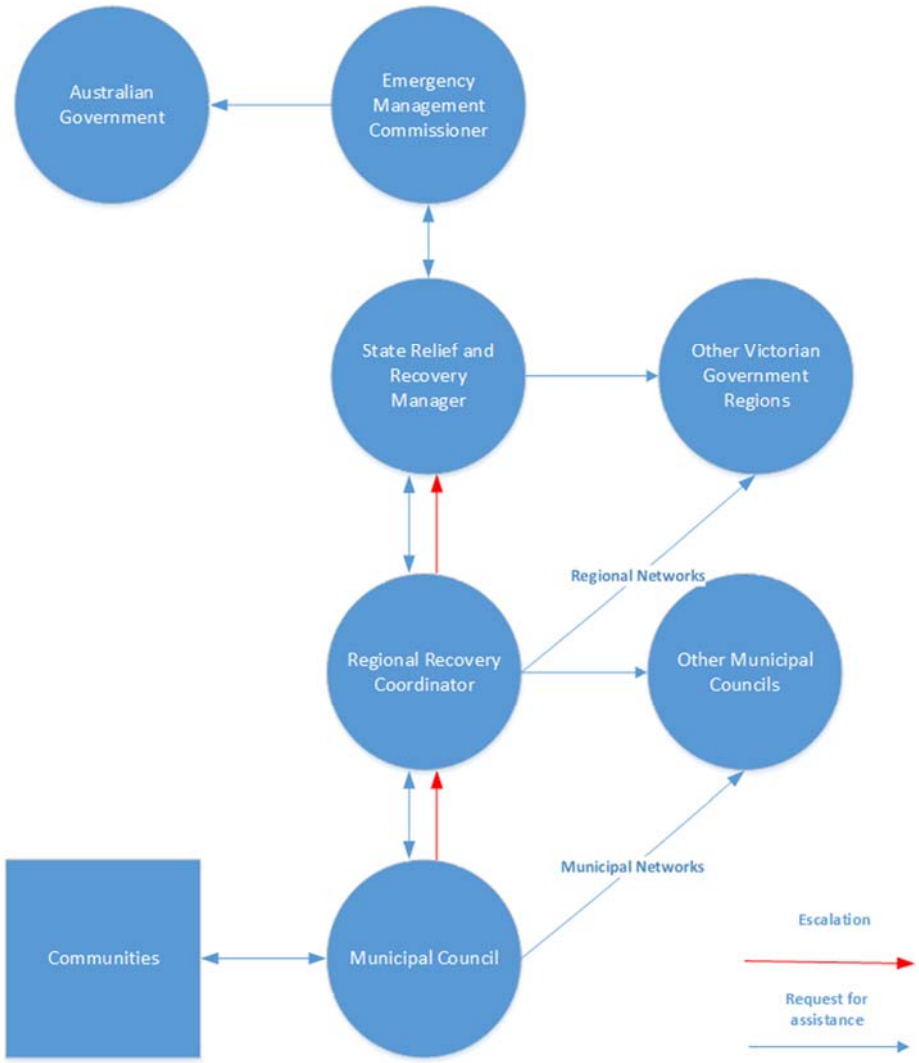



**Figure 3: Interactions between different levels of government to deliver emergency relief and recovery support**

# 6. Relief assistance

Emergency relief provides for the essential needs of individuals, families and communities during and in the immediate aftermath of an emergency.

## 6.1 Relief principles

The principles for the coordination and delivery of relief in Victoria are:

- emergency-affected communities receive essential support to meet their **basic** and **immediate** needs
- relief assistance is delivered in a **timely** manner, in response to emergencies
- relief promotes **community safety**, and minimises further physical and psychological harm
- relief and response agencies **communicate** clear, relevant, timely and tailored information and advice to communities about relief services, through multiple appropriate channels
- relief services recognise **community diversity**
- relief is **adaptive**, based on continuing assessment of needs
- relief supports community responsibility and **resilience**
- relief is **well coordinated**, with clearly defined roles and responsibilities
- relief services are **integrated** into emergency management arrangements.

Agencies with relief responsibilities must incorporate these principles into their own planning and delivery of services.

## 6.2 Activation and deactivation of relief assistance

Incident controllers determine the need to activate relief services, with advice from the emergency management team.

Part 3 of the *EMMV* specifies positions with authority to activate at the local level.

The deactivation of relief services will be based on reduced levels of demand and need for such services.

## 6.3 Organisation of relief assistance

The state agency leads for each of the eleven relief activities are presented in Figure 4. They are responsible for relief activities that provide direct assistance to individuals, families and communities or indirect assistance through the resupply of essential goods or services to communities isolated in an emergency.

The lead agency is supported by support agencies, as detailed in EMMV Part 7 - Emergency Management Agency Roles. The lead agency for each of the relief responsibilities is responsible for:

- coordinating strategic information sharing, to facilitate activities within that accountability
- monitoring relief issues, risks, progress and capacity issues

- determining and implementing appropriate communication and information sharing mechanisms with relevant departments, agencies and key stakeholders to facilitate the above
- reporting progress and issues to the State Relief and Recovery Manager.

All agencies with relief responsibilities are expected to have appropriate arrangements, policies and capability in place (guided by the *Emergency Relief Handbook: A planning guide 2013*).

Agencies should also ensure that significant providers of relief goods and services have their own business continuity arrangements in place.

The arrangements depicted in Figure 4, where not replicated at the local or regional level, the regional recovery coordinator will liaise with the state relief functional area lead coordinating agency.

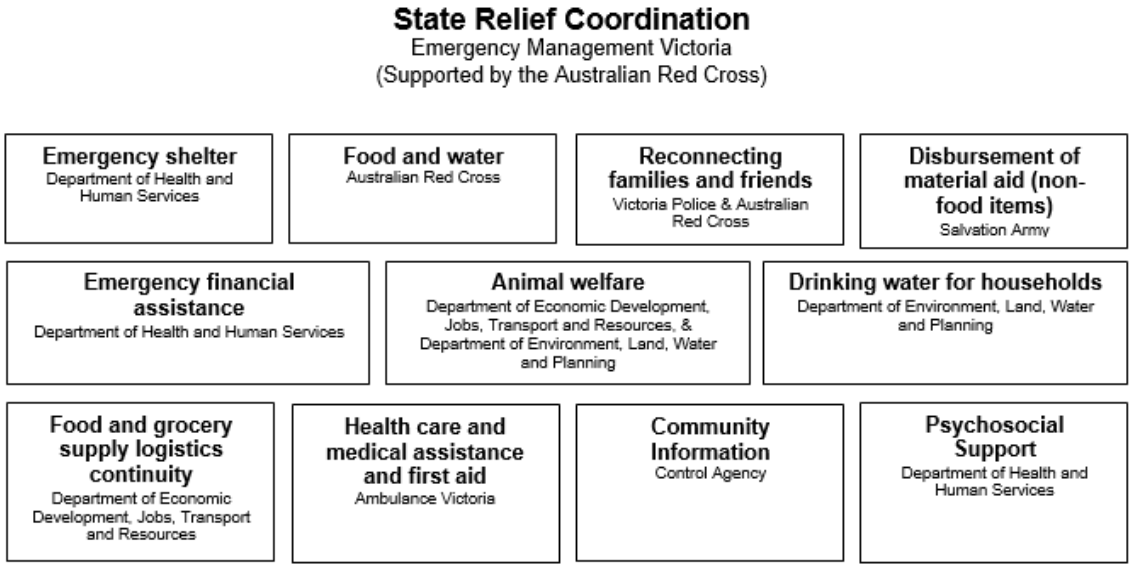



**Figure 4: Lead agencies with state relief activity responsibilities**

### 6.3.1 Emergency shelter

Individuals are encouraged to make their own accommodation arrangements. Friends, family, community, business, or government could provide emergency shelter if needed. Municipal councils can offer accommodation at relief centres or alternative locations. Where municipal councils cannot meet demand, request for support can be escalated to DHHS. This request is made by contacting DHHS via established local escalation processes.

### 6.3.2 Food and water to individuals

People and communities must have access to food and water to support their immediate and basic needs. Food and water can be provided in a variety of settings including relief centres or via the distribution of relief packs to communities who are isolated or sheltering in place.

The Red Cross is responsible for coordinating the provision of food and water, supported by agencies including Foodbank Victoria and the Salvation Army.

### 6.3.3 Reconnecting families and friends

The reconnection of families and friends and their communities is facilitated through the *Register.Find.Reunite* service. Victoria Police is responsible for the control and coordination of the service and Red Cross for its management and operation. Voluntary registration could be done in a relief centre, by phone at an inquiry centre, or online.

Control agencies are responsible for encouraging people to register with *Register.Find.Reunite* and should also remind people to use their existing communication networks to connect with their family and friends, to provide assurance about their safety and wellbeing.

### 6.3.4 Disbursement of material aid (non-food items)

Individuals, families and communities affected by emergencies could require essential material aid (non-food items) such as clothing, bedding materials and personal necessities, to help ensure their personal comfort, dignity, health and wellbeing.

The Salvation Army will coordinate the provision of material aid (supported by agencies including St Vincent de Paul and Foodbank Victoria).

### 6.3.5 Emergency financial assistance

Emergency financial assistance is intended to help eligible individuals meet their basic needs in a dignified manner. DHHS is responsible for administering emergency relief payments from the Personal Hardship Assistance Program.

At its discretion, the Australian Government Department of Human Services (DHS) can determine to make other forms of financial assistance available.

### 6.3.6 Animal welfare

Companion animals, livestock and wildlife impacted by emergencies could need access to adequate feed and water, provision of shelter, housing and adequate space, freedom from pain, injury, disease and obvious discomfort, and freedom from unnecessary fear and distress. *The Victorian Emergency Animal Welfare Plan* defines animal welfare support services in relief.

Key animal welfare considerations include:

- maintaining acceptable animal welfare standards for all animal species
- destruction of the minimum number of animals during the emergency response
- best use of available resources (personnel, infrastructure, feed and water).

Companion animals and livestock welfare (other than wildlife) support services:

- DEDJTR is the lead agency
- it is supported by the Victorian Farmers Federation, the RSPCA, the Australian Veterinary Association and municipal councils
- Municipal councils are responsible for the housing of displaced animals and lost/stray animals.

Wildlife welfare services

- DELWP is the lead agency to respond to wildlife welfare caused by a defined emergency, including wildlife affected by fire
- It is supported by the RSPCA, the Australian Veterinary Association and municipal councils.

### 6.3.7 Drinking water for households

Where local resources are unable to meet the demand, the Department of Environment, Land, Water and Planning (DELWP) will coordinate emergency drinking water supplies and sewerage services to affected areas (following public health advice from DHHS).

### 6.3.8 Food and grocery supply logistics continuity

The Department of Economic Development, Jobs, Transport and Resources (DEDJTR) will support food and grocery supply logistics continuity planning and operations with the major food distribution operators.

### 6.3.9 Health care and medical assistance and first aid

The State Health Emergency Response Plan describes the command, control and coordination arrangements, roles and responsibilities for an integrated health emergency response.

Ambulance Victoria, as Health Commander, is responsible for pre-hospital assistance.

DHHS, as Health Coordinator, has responsibility for coordination across the broader health system and control of public health emergencies.

### 6.3.10 Community information

Control agencies are responsible for providing information to assist communities to make informed decisions about their safety. This can be via the Victorian Public Warning System, public meetings, newsletters, advertising and media releases. Announcements from response, relief and recovery agencies must be consistent.

All agencies are responsible for considering the information needs of community sectors with additional needs.

Municipal councils coordinate and lead the provision of local public information to affected individuals in relief and recovery.

Prior to formal transition to recovery, control agencies also are responsible for the provision of local public information, which includes relevant relief and recovery information.

### 6.3.11 Psychosocial support

DHHS is the functional lead and coordinating agency for psychosocial support. At the incident/local level, this is lead through Municipal Councils, supported by Red Cross and Victorian Council of Churches - Emergency Ministry (VCC-EM). It includes Psychological First Aid and emotional-spiritual care, and is delivered through relief and recovery centres and through community outreach programs. Where municipal councils cannot meet demand, request for support can be escalated to DHHS.

### 6.3.12 Other relief assistance

Other relief assistance can include **legal aid** or the coordination of goodwill, including donated goods and services and **spontaneous volunteer management**. These are further detailed in sections 7.4.3 and 7.4.5.7.

## 6.4 Distribution of relief assistance

Relief services could be provided at:

- the site of an emergency
- a dedicated relief centre operated by a municipal council
- places of community gathering
- isolated communities
- transit sites, or
- other safe locations, as appropriate.

A **relief centre** is a building or place established by a municipal council to provide immediate and basic services to people affected by an emergency. Services provided in a relief centre (or surrounding area) could include shelter; food and water; non-food items, such as bedding and clothing; reconnecting friends and families; and health services, including psychological first aid.

There will be times when the provision of relief services to the community will extend beyond the activation of a static relief centre such as the town hall or local community centre. Where communities are isolated as a result of an emergency, the control agencies have a role to support the delivery of relief services through **outreach** activities

Relief is the first stage of recovery, and must be seamlessly integrated with all other early recovery activities.

# 7. Recovery assistance

Recovery from emergencies is a developmental process of assisting individuals and communities affected by emergencies to achieve an effective level of functioning.

Recovery planning must ensure there is a clear understanding of the community context (prior to the emergency), and is based on continuing assessment of impacts and needs.

Recovery is part of the management of emergencies and if done well, it:

- reduces the effect and consequences of emergencies
- restores essential services, infrastructure and lifelines that our communities need to function
- adapts to the interruption to normal day to day business
- provides tailored services that are able to adapt when our community needs it most
- brings together people, resources, skills and capability.

## 7.1 Recovery principles

The nationally recognised disaster recovery principles that are fundamental for successful recovery involve:

- Understanding the context
- Recognising complexity
- Using community-led approaches
- Coordinating all activities
- Communicating effectively
- Recognising and building capacity.

## 7.2 Activation of recovery activities and transition to mainstream services

Recovery activities should begin at the first available opportunity, and continue beyond when relief ceases.

As long as an emergency continues to threaten a community, the control agency and Response Coordinator will maintain control over the overall coordination of all activities. However, this should not affect the delivery of relief and recovery services. Part 3 of the *EMMV* details the formal transition of overall coordination from response to recovery.

Planning for recovery is integral to emergency preparation, and mitigation actions may often be initiated as part of recovery. Recovery can provide an opportunity to improve beyond previous conditions, contributing to a more resilient community.[6]

Incident-specific recovery assistance is time limited. People and communities must be engaged and supported to lead their own recovery. After time, community recovery programs should transition into regular mainstream services and activities that shift the focus from recovery, to community development.

Shifting the focus to community development is an important phase that requires careful consideration and planning. Recovery agencies should consult communities on this transition of services, to ensure adequate support for the most vulnerable.

## 7.3 Organisation of recovery assistance

Recovery assistance aims to support individuals and communities to manage the re-establishment of those elements of society necessary to ensure an effective level of functioning. Recovery assistance is organised by environments, functional areas and activities.

### 7.3.1 Recovery environments

The four recovery interrelated environments described below provide a framework within which recovery can be planned, reported, monitored and evaluated. They do not, however, have a single agency responsible for their coordination.

[6] National Principles for Disaster Recovery

The four environments, which align with the *Community Recovery Handbook*[7] are:

- **Social environment** – The social environment considers the impact an event may have on the health and wellbeing of individuals, families and communities. This environment is primarily concerned with safety, security and shelter, health and psychosocial wellbeing.
- **Built environment** – The built environment considers the impacts that an event may have on essential physical infrastructure including essential services, commercial and industrial facilities, public buildings and assets and housing.
- **Economic environment** – The economic environment considers the direct and indirect impacts that an event may have on business, primary producers and the broader economy.
- **Natural environment** – The natural environment considers the impact that an event may have on a healthy and functioning environment, which underpins the economy and society. Components of the natural environment include air and water quality; land degradation and contamination; plant and wildlife damage/loss; and national parks, cultural and heritage sites.

Recovery initiatives could address specific elements of one recovery environment, or they could operate across multiple environments.

### 7.3.2 Functional areas and activities

**Functional areas** describe a community need and bring together a number of related recovery activities. They provide the sector and broader public with a clear understanding of relief and recovery services and the agency responsible for coordinating. There are fourteen functional areas across the four environments.

The coordinating agency for a recovery functional area will be responsible for:

- overseeing the service delivery of recovery elements for that function
- monitoring and reporting risks, consequences, progress and capacity issues to ensure service delivery is being achieved to impacted communities in a timely manner
- determining and implementing appropriate communication and information sharing mechanisms with relevant departments, agencies and key stakeholders to facilitate the above
- working with regional and local levels, reporting progress and issues to the State Relief and Recovery Manager.

Each functional area has a number of recovery activities. An activity is a defined recovery program, service or product that is delivered to assist community in its recovery. Delivery of every activity is undertaken locally. The government lead agency and other agencies will support delivery

[7] Community Recovery Handbook, Australian Institute for Disaster Resilience (2018) https://knowledge.aidr.org.au/resources/handbook-2-community-recovery/

through the local or regional tiers. Community needs will determine if the recovery activity is required.

The functional areas (under their corresponding environments) and the coordinating agencies are presented in Figure 5 and further detailed in the next sections.

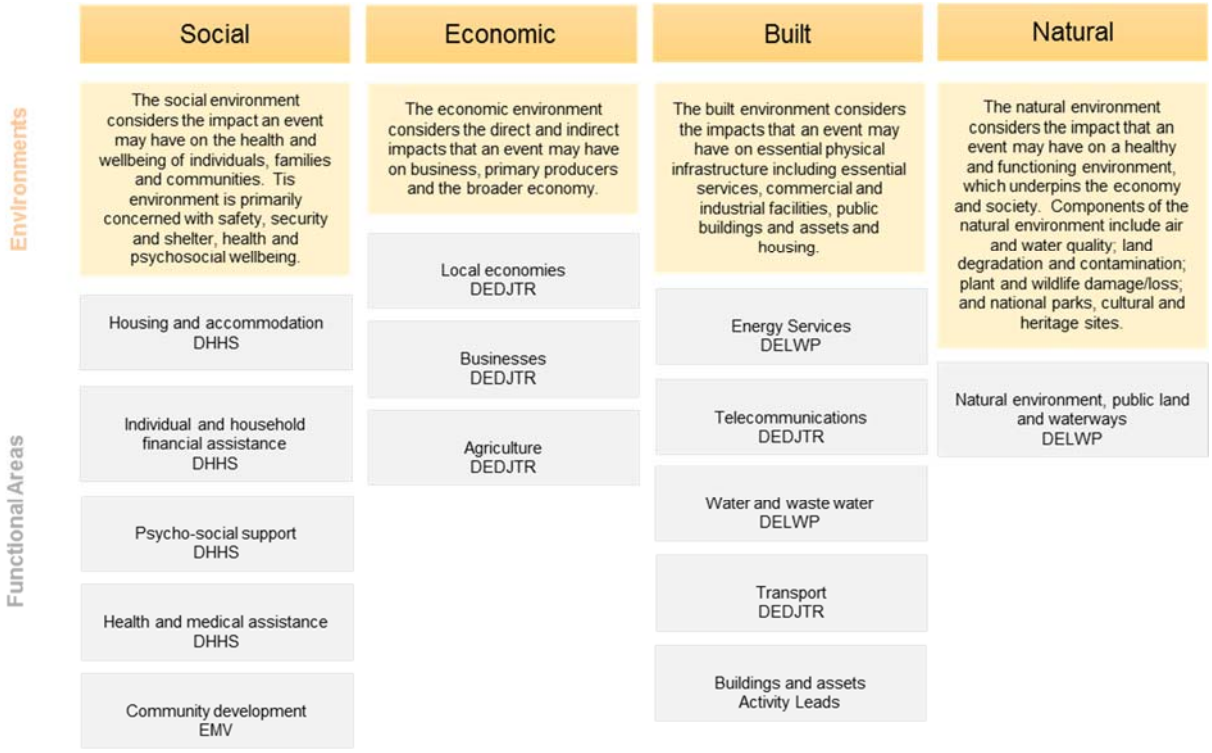



**Figure 5: Recovery environments and functional areas**

## 7.4 Social recovery environment

The social environment considers the impact an event may have on the health and wellbeing of individuals, families and communities. This environment is primarily concerned with safety, security and shelter, health and psychosocial wellbeing. Social recovery is closely inter-related to the other three recovery environments.

Social recovery activities ensure people have access to the support, services and resources they need to address the impacts of the disaster; prevent the escalation of needs; and long-term negative impacts on health and wellbeing.

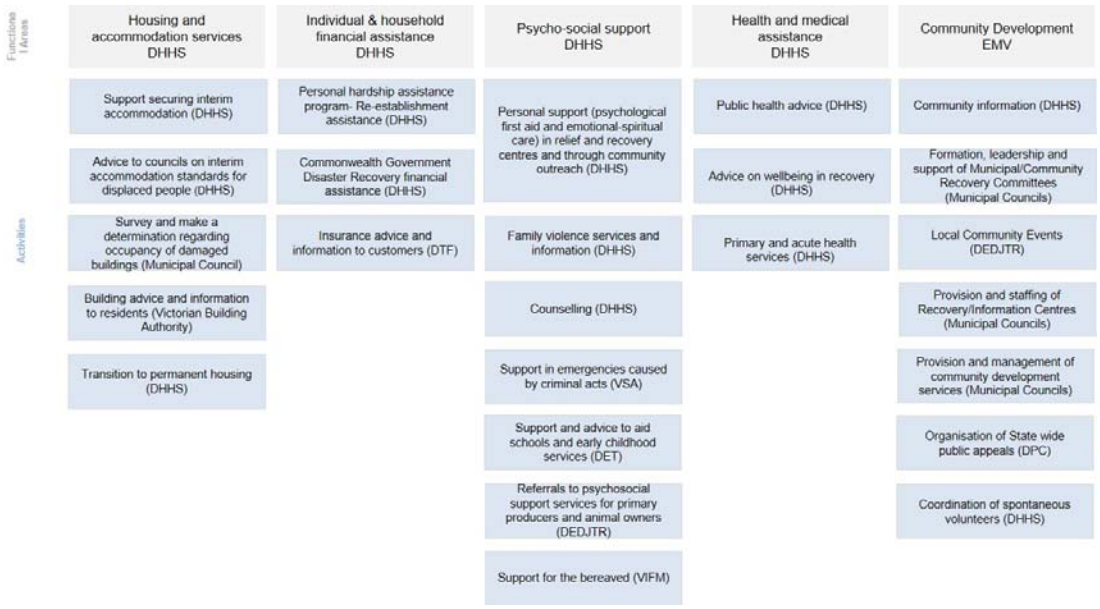



**Figure 6. Social recovery environment: functional areas and activities**

### 7.4.1 Housing and accommodation

**Objective:** *Assist people displaced by the emergency to access temporary accommodation, and return to permanent housing as soon as possible.*

Residential losses can contribute significantly to individual, family and community disruption. Residential damage affects:

- provision of shelter
- protection of household contents
- the feeling of belonging that is 'home'
- vulnerable sectors of the community
- coordination of recovery and reconstruction operations.

Accommodation arrangements can range from short-term to longer-term. Individuals are expected to make arrangements to meet their own ongoing accommodation needs. Friends, family, community, business or government agencies could provide interim accommodation.

Where municipal councils cannot meet demand, request for support can be escalated to DHHS. This request is made through the MRM to the DHHS Regional Recovery Coordinator.

The coordination of interim accommodation assistance is provided by Municipal Councils at the local level.

#### *7.4.1.1 Support securing interim accommodation*

- DHHS is the lead for this activity. Municipal Councils and Community Housing Services provide support to deliver the activities required to acquit this.
- When municipal councils or other referring agencies are unable to meet demand, DHHS as the State Government lead agency, can coordinate interim accommodation options.

#### *7.4.1.2 Advice to councils on interim accommodation standards for displaced people*

- DHHS provide advice to municipal councils on accommodation standards.
- DHHS provide advice to municipal councils on interim accommodation standards.

#### *7.4.1.3 Survey and determine occupancy of damaged buildings*

Municipal councils survey and make a determination regarding the occupancy of damaged buildings and secondary impact assessment.

#### *7.4.1.4 Building advice and information to residents*

The Victorian Building Authority, supported by the municipal council, provides building maintenance and safety information to affected persons.

#### *7.4.1.5 Transition to permanent housing*

DHHS support households to prepare housing plans for transition back to permanent housing, supported by Community Housing Agencies.

### 7.4.2 Psycho-social support

**Objective:** *Support the emotional, spiritual, cultural, psychological and social needs of affected people and communities during an emergency and as they resume their normal life.*

Psychosocial support includes aspects of personal support, psychological first aid, emotional and spiritual care, case management, counselling and mental health services, community information sessions and community engagement. The *Psychosocial Support: A Framework for Emergencies* includes the principles and considerations that should underpin a psychosocial recovery process and how to identify the potential range of impacted people. Figure 7 uses a pyramid structure to show the varying layers of support services that could be established.

Emergencies do not impact everyone in the same way and vulnerable community members are often the hardest hit. Municipal councils are responsible for working with individuals and communities to develop appropriate recovery programs that recognise and respond effectively to the diverse needs of the community.

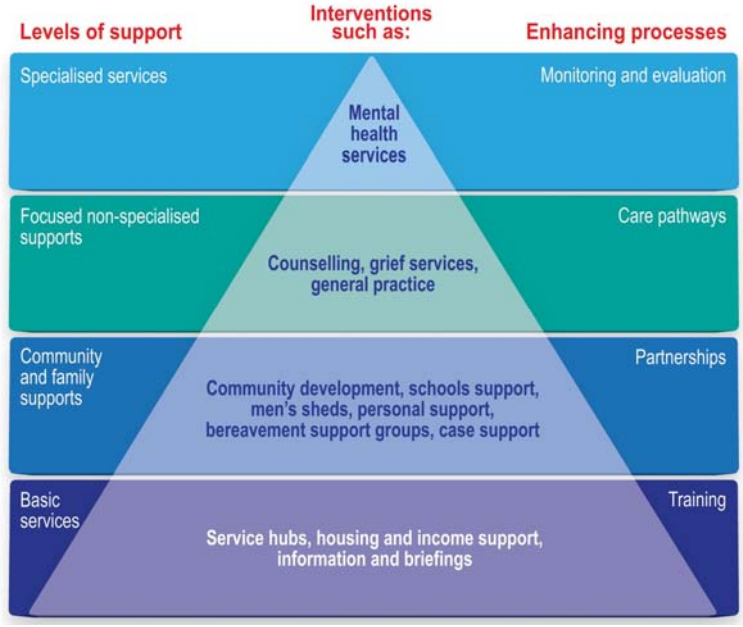



**Figure 7. Levels of intervention pyramid for psychosocial support**

**Activities:**

### *7.4.2.1 Personal support (psychological first aid and emotional-spiritual care) in relief and recovery centres and through community outreach*

Personal support can include the provision of information, practical assistance, assessment of immediate needs and referral to other support agencies and services. It can be provided in relief and recovery centres, and through community outreach.

Outreach involves targeted visitation in community or home settings.

Personal support is initiated in relief operations and can continue as part of recovery, alongside a range of individualised support programs. All agencies must consider support recovery activities for isolated communities, and displaced and dispersed people in other communities.

DHHS leads and is supported by the Australian Red Cross and VCC-EM and other agencies.

### *7.4.2.2 Support for the bereaved*

- Victorian Institute for Forensic Medicine (VIFM) will coordinate this support
- The Coroners Court, with the Victims Support Agency (VSA), DHHS and VCC-EM facilitates support and counselling for families of the bereaved.

### *7.4.2.3 Support in emergencies caused by criminal acts*

- The Victim Support Agency (VSA) will lead this support.
- They will provide practical assistance to help victims recover from the effects of crime, represent their voice in the justice system and coordinate a whole of government approach to services.

#### *7.4.2.4 Support and advice to aid schools and early childhood services*

- The Department of Education and Training (DET) provides specialist support services to students and school staff at government and non-government schools, as well as early childhood services to overcome immediate impacts, including psychological first aid and psycho-education.

#### *7.4.2.5 Referrals to psychosocial services for primary producers and animal owners*

The impacts of the loss of companion animals, pets and livestock on wellbeing of individuals, households and farmers must be considered in the development of recovery programs.

- DEDJTR gathers information on affected primary producers and other animal owners' properties to assess the impact, loss and damage. Relevant information is shared with municipal councils and appropriate departments
- DEDJTR supports the needs of affected primary producers and animal owners with referrals to support for assistance.
- DHHS refers affected primary producers and other animal owners to available services as needed.

#### *7.4.2.6 Family Violence services and information*

Research has demonstrated an increased risk of escalating family violence after emergencies. It is well recognised that specific vulnerabilities exist for women, men and people with diverse gender identities, and that additional vulnerabilities such as age, culture, and disability, can further impact the experience of family violence and access to support services.

- DHHS supports specialist family violence services, mental health services, including private providers, to provide services.

#### *7.4.2.7 Counselling*

- DHHS coordinates the provision of counselling and targeted psychosocial support through mental health services and providers.

### 7.4.3 Individual and household financial assistance

**Objective:** *Assist households to minimise the financial impact of the emergency by providing advice and financial assistance where eligible.*

The financial consequences of emergency events for individuals and households can include impacts on:

- employment security (either the availability of work or the ability of people to undertake work)
- payment of salaries or wages
- ability to service debts
- access to bank accounts, liquefiable assets and insurance payouts.

Individuals and households are expected to actively protect their own property and assets (e.g. through adequate insurance), to minimise the financial impact of emergencies, and support their recovery.

Recovery programs are generally in the form of advice and services for affected individuals and communities, rather than direct financial support.

Recovery programs will focus on supporting individuals and households to return to their pre-existing livelihoods or establish alternative livelihoods.

DHHS coordinates this functional area.

**Activities:**

#### *7.4.3.1 Personal hardship assistance program- Re-establishment assistance*

The personal hardship assistance program emergency re-establishment assistance is income tested financial assistance for alternative accommodation, removal of debris, repairs, rebuilding and replacement of essential household accounts. It helps eligible households re-establish as quickly as possible in their own homes.

The availability of emergency re-establishment assistance is subject to approval by the Premier or the Minister for Emergency Services.

- DHHS is responsible for administering this assistance
- DTF will support DHHS as the lead agency for this activity.

#### *7.4.3.2 Australian Government Disaster Recovery financial assistance*

- DHHS is the lead liaison between the State Government and Centrelink and advocates to Centrelink on income support issues
- The Australian Government will determine if it will make additional financial assistance available. This may include the Australian Government Disaster Recovery Payment, the Disaster Recovery Allowance, ex-gratia assistance or a crisis payment
- The Australian Government Department of Human Services administers these payments.

#### *7.4.3.3 Insurance advice and information to customers*

- DTF is the lead liaison between the State Government and the Insurance Council of Australia (ICA), and advocates to the ICA on insurance issues
- The ICA provides a single point of contact to assist policyholders, and provides information to insurers, governments, the media and other parties. It assists the insurance industry to respond to claims in an efficient, fair and timely manner through the coordination of insurers, adjusters and intermediaries as appropriate
- The Victorian Managed Insurance Authority (VMIA) supports DTF as the lead agency for this activity
- Victorian Legal Aid coordinates support from the legal community to individuals and communities affected by emergencies. The emphasis of services is on resolving disputes between insurance companies and clients.

### 7.4.4 Health and medical assistance

**Objective:** *Ensure that health and medical emergency responses are coordinated and appropriate.*

The State Health Emergency Response Plan (SHERP) describes the principles, command and coordination arrangements, and roles and responsibilities for a health emergency response.

SHERP is an all-hazards, scalable plan for responding to incidents that go beyond day-to-day business arrangements, for coordinating health and medical response to emergencies. The health sector includes pre-hospital care, public health services and private hospitals, mental health services, primary health, aged care, and protection of public health.

DHHS coordinates this functional area.

**Activities:**

#### *7.4.4.1 Public health advice*

DHHS provides advice to councils on safe water, safe food, waste disposal, adequate washing/toilet facilities.

#### *7.4.4.2 Advice on wellbeing in recovery*

DHHS provides 'whole-of-health' advice, information and assistance to community. At the request of DHHS, municipal Councils and Australian Red Cross may provide support.

#### *7.4.4.3 Primary and acute health services*

DHHS maintains community access to acute and primary health services through coordination of services.

### 7.4.5 Community development

**Objective:** *Support communities to share responsibility in recovery activities.*

EMV coordinates this functional area.

**Activities:**

#### *7.4.5.1 Community information*

Individuals are encouraged to obtain information and services that will support their recovery.

- Municipal councils will lead community information (including community briefings and meetings). Municipal councils are responsible for promoting a single point of contact for residents to obtain information about the support, services and assistance that could be available
- The provision of tailored information services to affected communities, using e.g. information lines, newsletters, community meetings and websites can assist municipal councils if requested, will be led by DHHS when escalated to regional coordination, or by EMV if escalated to state coordination.
- Relief and recovery information for the public is distributed through outlets including:
  - Vic Emergency website (www.emergency.vic.gov.au)
  - Vic Emergency Hotline (1800 226 226)
  - Nurse-on-Call (1300 60 60 24)
  - Other specialised communication and media channels, as required (e.g. social media, municipal council's website).
- Once escalated, municipal councils will support EMV and DHHS as the lead agency for this activity.

#### *7.4.5.2 Formation, leadership and support of Municipal/Community Recovery Committees*

Community recovery committees are the primary method for supporting community recovery after an emergency.

- Municipal councils are responsible for establishing and leading a municipal/community recovery committee as soon as possible
- It is critical that municipal councils consult closely with affected communities about the nature and type of committee that suits each community – this needs to be a community-led or directed activity as much as possible
- DHHS can advise municipal councils on community recovery committee matters.

#### *7.4.5.3 Local community events*

DEDJTR can provide seed funding to municipal councils for community events that aid recovery through restoring social networks and functioning.

#### *7.4.5.4 Provision and staffing of Recovery/Information Centres*

In some cases, a municipal council could transition a relief centre into a recovery centre, or establish a standalone recovery centre. Recovery centres provide a single point of entry for affected persons for an 'all agency, all stakeholders' integrated recovery process. The council could then request various recovery support agencies to attend the recovery centre to provide advice and guidance.

- Municipal councils are responsible for providing and staffing Recovery/Information Centre(s)
- When required municipal councils may seek support from DHHS and the Australian Red Cross through Municipal Recovery Committees to assist with recovery centre operations.

#### *7.4.5.5 Provision and management of community development services*

Recovery programs should use (and extend) existing community networks to deliver information, identify needs and support those affected.

- Municipal councils are responsible for engaging community members in the development and delivery of shared community activities. Municipal councils provide and manage community development services and activities. This can include the appointment of community development officers
- Where requested, DHHS can assist municipal councils with community development services.

#### *7.4.5.6 Organisation of State-wide public-appeals*

As per the *National guidelines for managing donated goods*, monetary donations are preferred over donated goods. Material donations should be discouraged. Financial donations provide choice; can more accurately target needs; and help circulate money in affected communities – which in turn stimulates local economic recovery.

- Municipal councils may establish local appeals
- DPC is responsible for setting up and allocating the management of state wide public appeals and appeal funds

- The Australian Red Cross collects donations of state-wide public appeals.

#### *7.4.5.7 Coordination of spontaneous volunteers*

During and after an emergency, there will often be a surge of spontaneous offer of assistance and services to communities and response and recovery agencies. Volunteers should develop associations with community organisations prior to an emergency.

- DHHS is responsible for capturing and provide offers of spontaneous emergency volunteers to municipal councils
- Australian Red Cross supports DHHS in this activity.

## 7.5 Economic recovery environment

The economic environment considers the direct and indirect impacts that an event may have on business, primary producers and the broader economy. This may include impacts on individuals and households, primary producers, businesses, industries, tourism and the broader economy. They range from immediate and intense, such as loss of personal income or damage to business premises, to long-term and chronic, such as loss of workforce due to displacement, loss of productive land or reluctance of tourists to travel to hazard-prone areas.

Early consideration of the economic consequences of an event is critical for community recovery. The viability of communities affected by emergencies can be dependent on the ability of local businesses and primary producers to recover. In turn, the viability of local businesses and primary producers can impact on decisions within the broader community about whether or not residents will return.

It is the responsibility of individuals and businesses to maintain adequate insurance and establish continuity plans to help reduce the impact of emergencies.

Support may be available to assist with the immediate economic impact of an emergency on individuals and households. These arrangements for individuals and households are identified in section 7.4.3 Individual and Household Financial Assistance.

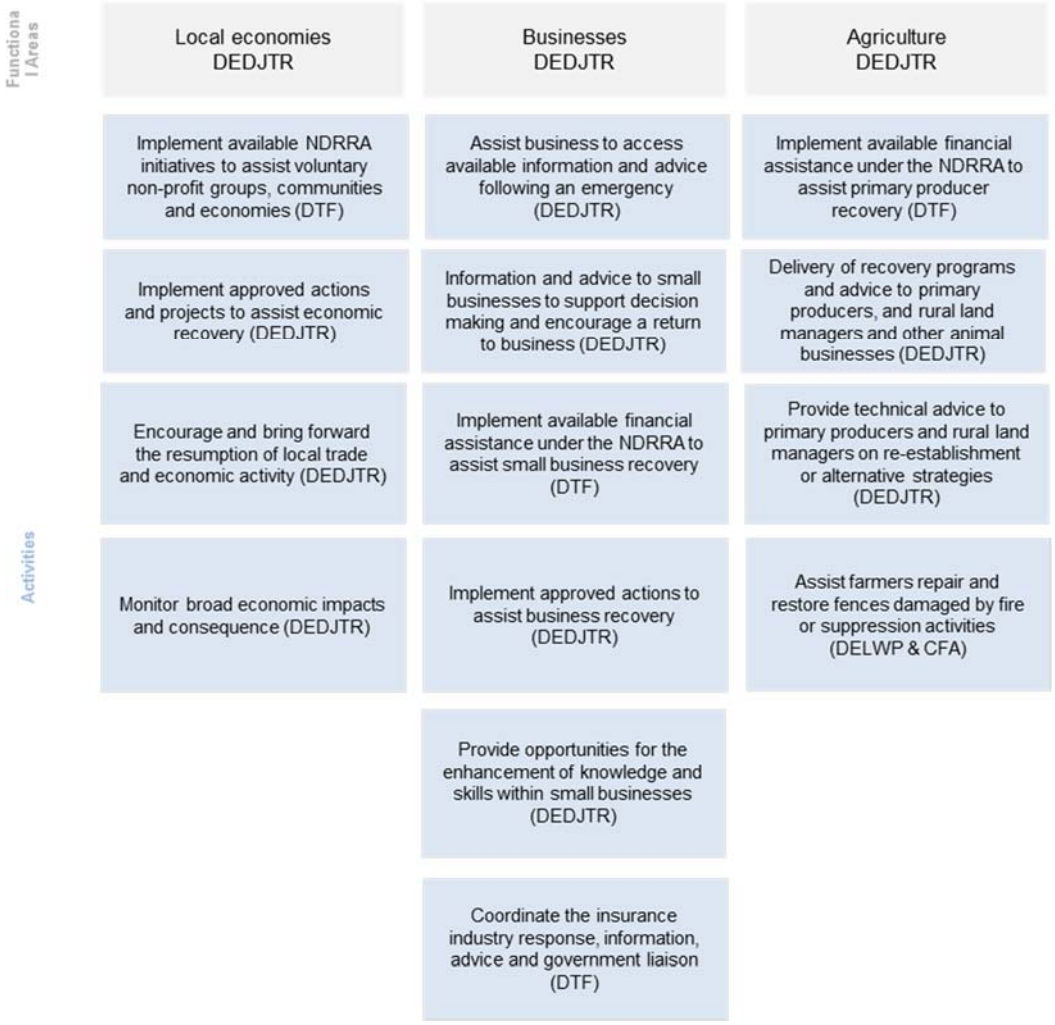



**Figure 8. Economic recovery environment: functional areas and activities**

### 7.5.1 Local economies

**Objective**: *Mitigate the impact of emergencies on economic activity in affected communities.*

Emergency events can have broader economic impacts, including:

- reputational damage to an industry or geographical region
- reduction in tourism and visitation levels
- reduction in investor and consumer confidence
- trade ramifications.

Municipal councils are responsible for the local management and delivery of economic recovery activities. Where required, DEDJTR leads and coordinates State Government assistance to municipal councils at a regional and state level. Broad economic recovery activities will aim to restore the confidence of stakeholders in the sustainability of affected businesses and local economies. Direct intervention in local economies will be considered where there is a clear likelihood of market failure and preventable hardship.

Information on the economic impact of emergencies may also assist in determining priority actions under other recovery environments, including the restoration of critical economic infrastructure within the built environment.

**Activities**:

#### *7.5.1.1 Implement available NDRRA initiatives to assist voluntary non-profit groups, communities and economies*

- DTF administers under the *Natural Disaster Relief and Recovery Arrangements* (NDRRA) initiatives:
  - a low-interest concessional loan scheme to voluntary non-profit bodies
  - recovery grants to voluntary non-profit bodies, subject to approval by the Australian Government.
- The Rural Assistance Commissioner administers the low-interest concessional loans and clean-up and restoration grants through an agreement with The Bendigo and Adelaide Bank under the Trade Mark Rural Finance.
- EMV and DTF support DPC in providing advice to the Premier on requesting the activation of Categories C and D.
- Subject to the severity and nature of the disaster, DEDJTR may administer a Community Recovery Fund following a successful request from the Premier to the Prime Minister for activation of Category C under the NDRRA.

#### *7.5.1.2 Implement approved actions and projects to assist economic recovery*

- DEDJTR works with municipal councils to develop and implement appropriate actions and projects that support local and regional economy recovery priorities. Initiatives are tailored to address the specific consequences of an emergency
- DEDJTR delivers a wide range of marketing/public relations and industry/product development activities, in partnership with regional tourism boards, to assist the affected tourism region/s and businesses recover, including "Open for Business" messaging and campaigns.

#### *7.5.1.3 Encourage and bring forward the resumption of local trade and economic activity*

- DEDJTR works with municipal councils to implement appropriate actions and initiatives that encourage and bring forward the resumption of local economic activity, including:
  - tourism visitation when safe to do so
  - the use of local business in recovery activities
  - buy-local initiatives
  - events that attract visitation
  - other relevant activities.

#### *7.5.1.4 Monitor broad economic impacts and consequences*

- DEDJTR, in partnership with other agencies, organisations and municipal councils, monitors the broad economic impacts and consequences of an emergency and:
  - ensures this information is shared across Government to inform responses

- works with agencies to prioritise planned activities in order to minimise economic consequences

### 7.5.2 Businesses

**Objective**: *Information, advice and support to businesses to facilitate good decision making and assist their recovery.*

The economic consequences of emergency events for businesses can include:

- unavailability of workers
- damage to physical premises and/or inventory
- reduction in trade for individual businesses
- impact on cash flow and viability.

Municipal councils are responsible for the local management and delivery of businesses recovery activities. Where required, DEDJTR leads and coordinates State Government assistance to municipal councils at a regional and state level.

Targeted recovery activities will primarily focus on the provision of information and advice to businesses to support decision making and encourage a return to business. They may also involve the use of local businesses in recovery activities and other relevant support of locally affected businesses.

The Business Victoria website provides guidance on business preparedness, risk mitigation and business continuity (www.business.vic.gov.au).

The Tourism Victoria website includes a series of downloadable resources to assist businesses and local and regional tourism organisations plan for, respond to and recover from emergencies (www.tourism.vic.gov.au/business-tools-support).

**Activities:**

#### *7.5.2.1 Assist businesses to access available information and advice following an emergency*

DEDJTR provides accessible information to businesses in relation to available information, advice and support following an emergency, including from:

- Australian Tax Office
- Financial Institutions
- Australian Securities & Investment Commission
- Centrelink
- Victorian Government
- other sources and resources.

#### *7.5.2.2 Information and advice to small businesses to support decision making and encourage a return to business*

- DEDJTR provides support to small businesses that assists them in decision making and, where appropriate, encourages a return to business. This may include:
  - Mentoring and Business Counselling

  - Support through the Small Business Bus
  - Connection to other services/
- Small Business Mentoring Services supports DEDJTR as the lead agency for this activity.

#### *7.5.2.3 Implement available financial assistance under the NDRRA to assist small business recovery*

- DTF administers under the NDRRA initiatives, subject to activation by the State and Australian Governments:
  - a low-interest concessional loan scheme to small businesses; and
  - recovery grants for small businesses, subject to approval by the Australian Government.
- DEDJTR gathers impact and loss information for small businesses and provides this information to DTF and EMV.
- The Rural Finance administers the low-interest concessional loans and clean up and restoration grants through an agreement with the Bendigo and Adelaide Bank under the Trade Mark Rural Finance.
- DPC and EMV supports DTF as the lead agency for this activity by advising the Premier to request that the Prime Minister requesting the activation of Category C recovery grants for primary producers and/or small businesses where the NDRRA criteria are met. Under the NDRRA Category D Exceptional Circumstances, co-funding may also be available, subject to Australian Government approval.

#### *7.5.2.4 Implement approved actions to assist business recovery*

- DEDJTR works with municipal councils to develop and implement appropriate actions and initiatives that support business recovery. Initiatives will be tailored to address the specific consequences of an emergency.

#### *7.5.2.5 Provide opportunities for the enhancement of knowledge and skills within small businesses*

- DEDJTR supports the delivery of small business workshops and training, with a particular focus on resilience and business continuity.

#### *7.5.2.6 Coordinate the insurance industry response, information, advice and government liaison*

- DTF is the lead liaison for this activity. It provides advocacy to the ICA and liaison between the State Government and the ICA regarding insurance issues
- The ICA provides a single point of contact to assist policyholders affected by the disaster:
  - On behalf of the insurance industry, establish contact with government at all levels and participate on any external committee
  - Provide information to insurers, governments, the media and other interested parties and maintain statistics showing the final insured cost of the event

  - Assist the insurance industry to respond to claims in an efficient, fair and timely manner through the coordination of insurers, adjusters and intermediaries as appropriate.
- The VMIA supports DTF as the lead agency for this activity.

### 7.5.3 Agriculture

**Objective:** *To assist the agriculture sector to recover and minimise long term social and economic impact on primary producers and other animal owners.*

The focus of a DEDJTR rural recovery program is on:

- supporting the wellbeing of rural communities
- revitalising the economy of rural communities through reestablishment of agricultural enterprises
- rehabilitation of productive land and the surrounding environment.

DEDJTR coordinates this functional area.

Animal welfare assistance is presented in section 4.5.3.

**Activities:**

#### *7.5.3.1 Implement available financial assistance under the NDRRA to assist primary producer recovery*

- Under the NDRRA, DTF administers:
  - a low-interest concessional loan scheme to primary producers
  - recovery grants for primary producers, subject to approval by the Australian Government.
- DEDJTR gathers impact and loss information for primary producers and provides this information to DTF and EMV.
- The Rural Assistance Commissioner administers the low-interest concessional loans and clean up and restoration grants through an agreement with The Bendigo and Adelaide Bank under the Trade Mark Rural Finance
- EMV supports DTF as the lead agency for this activity by advising the Minister for Emergency Services to request that the Treasurer activate Category B direct concessional loans and/or consequential effect concessional loans for primary producers where the NDRRA criteria are met; and/or the Premier request the Prime Minister activate Category C Clean up grant funding where the NDRRA criteria are met. Under the NDRRA Category D Exceptional Circumstances, co-funding may also be available, subject to the Prime Minister's approval.

#### *7.5.3.2 Deliver recovery programs and advice to primary producers, and rural land managers and other animal businesses*

- DEDJTR:
  - ensures effective communication between various agencies, organisations and communities
  - provides advice on ongoing treatments
  - provides advice about fencing (for safe ongoing containment), feed planning and pasture management, water supplies including dam management, and animal health considerations.

#### *7.5.3.3 Provide technical advice to primary producers and rural land managers on re-establishment or alternative strategies*

DEDJTR provides technical advice and services to primary producers, rural land managers and other animal businesses on strategies for the re-establishment of rural enterprises, rehabilitation of productive land and economic recovery.

#### *7.5.3.4 Assist farmers repair and restore fences damaged by fire or suppression activities*

It is the responsibility of the owner of private land to fence their property and secure stock within their boundary. Landholders are expected to manage risks to their assets from the potential impact of emergencies. All landholders are expected to have appropriate levels of insurance cover for boundary and internal fences.

The Victorian Government will pay 100 per cent of the restoration costs of fences damaged on private land as a result of machinery used by fire agencies to control bushfires. This includes damage to fences by machinery such as bull-dozers entering the property and/or constructing fire control lines, and other fire emergency vehicles obtaining access.

The Victorian Government will meet half the cost of materials to replace or repair fencing between private land and all national parks, state parks and state forests destroyed or damaged by bushfires.

Further details can be found at www.delwp.vic.gov.au/fences

- DELWP and the Country Fire Authority are the lead agencies for this activity, supported by Municipal Councils. They:
  - determine eligibility of damaged fences for Victorian government funding
  - restore/repair/replace fences damaged by fire bordering national or state parks or state forest
  - restore/repair/replace fences damaged by fire agencies, i.e. machinery/cutting
  - coordinate payment to landholders for materials to repair/replace affected fences.
- DEDJTR normally collects impact information from affected primary producers after most emergencies. During this process, DEDJTR may identify primary producers who have had their fences damaged by fire or suppression activities. DEDJTR will refer these primary producers to:
  - municipal councils to coordinate local volunteer efforts after emergencies, for private fencing damage
  - to DELWP for damaged fences on public land boundaries.

## 7.6 Built recovery environment

The built recovery environment considers the impacts that an event may have on essential physical infrastructure including essential services, commercial and industrial facilities, public buildings and assets and housing.

Infrastructure assists individuals and communities in the management of their daily lives and underpins the ability of private and public community services to function. If essential infrastructure and services are affected by

an emergency, its restoration is considered a priority to ensure that response, relief and recovery activities are not compromised.

Community recovery is underpinned by the restoration of essential infrastructure and services. The restoration of essential infrastructure also enables the resumption of essential business operations and services, such as banking, education, health, and retail trade.

Local infrastructure may also form an important part of community identity and connectedness. For example, some public buildings have an important symbolic role and their loss can have a severe negative impact on community morale.

Built environment impacts include, but are not limited to:

- energy services
- telecommunications
- roads and transport (including supply chains)
- buildings and assets
- water and wastewater management.

Initial assessment of impacts on essential infrastructure and services should be coordinated at the local level by the municipal council or agency identified in local MEMPs and undertaken as soon as practicable.

Restoration of essential infrastructure and services must be undertaken with an awareness of the needs of vulnerable individuals and communities. In restoring infrastructure, responsible agencies should:

- understand the community's priorities
- keep the community informed of recovery progress
- wherever possible, restore to a better standard (betterment)
- utilise the VMIA to assist in the assessment and restoration of damaged assets.

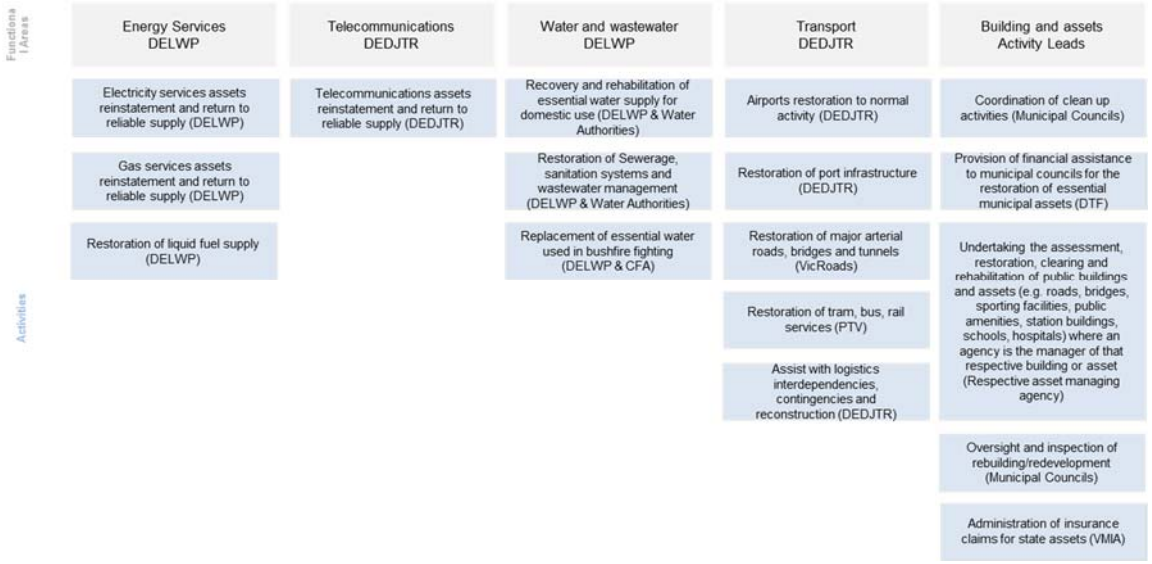



**Figure 9. Built recovery environment: functional areas and activities**

### 7.6.1 Energy services

**Objective**: *To build resilience within communities and the energy sector from emergencies and minimise the impact on Victoria's economy and communities.*

Damage and loss to energy systems has far reaching implications for infrastructure in other sectors, upon which it is dependent, in whole or in part:

- transportation systems: impact on rail systems (such as electrified networks, ticketing systems and signals), traffic signals and liquid fuel supplies
- water: loss of pressure from pump failure, contamination issues and sewerage systems
- communication systems: impact on cellular services, computer systems, internet and cable television.

In addition, loss of energy supplies to industry and businesses in affected areas leads to closure and economic impacts. Health and education services will also be affected.

Loss to domestic customers affects basic needs in terms of the provision of heating, cooling and light, which will have health implications. Vulnerable members of the community are most at risk.

Restoration of services is often a complex task involving a diversity of stakeholders and priorities should be determined as quickly as possible.

DELWP coordinates this functional area.

**Activities:**

#### *7.6.1.1 Electricity services assets reinstatement and return to reliable supply*

- DELWP liaises with industry and advises Government on the use of emergency powers and progress of restoration of services
- The Australian Energy Market Operator (AEMO) manages electricity system security emergencies
- Electricity businesses restore infrastructure and electricity supply.

#### *7.6.1.2 Gas services assets reinstatement and return to reliable supply*

- DELWP liaises with industry and advises Government on the use of emergency powers and progress of restoration of services
- The AEMO manages gas system security emergencies within the Victorian Declared Transmission System (DTS). Other pipeline operators manage non DTS segments of the system
- Gas businesses and the AEMO restore infrastructure and gas supply.

#### *7.6.1.3 Restoration of liquid fuel supply*

- DELWP liaises with industry and advises Government on the use of emergency powers and progress of restoration of supply
- Fuel companies restore fuel stocks at distribution sites.

### 7.6.2 Telecommunications

**Objective**: *To build resilience within the telecommunications sector from emergencies and minimise the impact on Victoria's economy and communities.*

The loss of telephone services, both cabled and cellular, will adversely impact other infrastructure operators, in addition to general commerce and the function of communities. Any disruption to internet services can be expected to have a like effect.

Loss of television and radio services can be anticipated to have a negative bearing on the psyche of impacted communities.

DEDJTR coordinates this functional area.

**Activity:**

#### *7.6.2.1 Telecommunications assets reinstatement and return to reliable supply*

- DEDJTR coordinates information regarding restoration of services
- Telecommunications carriers restore services and alternate communications networks where required

### 7.6.3 Water and wastewater

**Objective:** *Restoration of water supplies and wastewater services for domestic use.*

When a community is affected by an emergency, they often require the provision of emergency water and wastewater management to support health and wellbeing.

- DELWP coordinates this functional area. When the size and complexity of emergency recovery exceeds the local resources, coordination of emergency drinking water supplies and sewerage services becomes its responsibility
- DHHS is responsible for providing advice about the safety of drinking water (refer to section 4.6.4).

**Activities:**

#### *7.6.3.1 Recovery and rehabilitation of essential water supply for domestic use*

- DELWP leads the restoration of essential water supply for domestic use for areas where reticulated water services are not in use. It also oversees activities undertaken by water corporations
- Water Authorities lead the restoration of water supply for domestic use when reticulated water supply is available.

#### *7.6.3.2 Restoration of sewerage, sanitation systems and wastewater management*

- DELWP leads the restoration of sewerage /sanitation systems/wastewater systems for domestic use for areas where when reticulated services are not available. It also oversees activities undertaken by water corporations
- Water Authorities lead the restoration of sewerage /sanitation systems/wastewater systems for domestic use when reticulated water supply is available.

#### *7.6.3.3 Replacement of essential water used in bushfire fighting*

Victoria's fire agencies have legislative authority to take water from any waterway or water source on public or private land for firefighting purposes. Where water is removed, the water owner can request essential water replacement (via their municipality) under the *Victorian Government Essential Water Replacement Scheme.*

- DELWP and the Country Fire Authority replaces essential water taken from private landholders during bushfire suppression activities
- DELWP and the Country Fire Authority are the lead agency for this activity, supported by municipal councils and water authorities.

### 7.6.4 Transport

**Objective:** *To build resilience within the transport sector from emergencies and minimise the impact on Victoria's economy and communities.*

Multimodal transport networks which include air, sea, road, rail, and water transport systems provide mobility for passengers as well as the movement of goods from one point to another. These systems can often be interrupted and destroyed from the impact of a multiplicity of hazards.

Disruption to transport systems affects communities and impedes relief and recovery efforts, and can delay restoration of critical infrastructure and services.

In any major recovery effort, the situation requires a high level of planning and coordination of activities to ensure strategies effectively deliver the following outcomes:

- the restoration of arterial routes, providing access and egress to the affected areas (road and rail, including local roads and bridges)
- the restoration and re-establishment of public transport services
- prioritisation and re-instatement of critical supply chains.

DEDJTR coordinates this functional area, with Transport for Victoria (TfV) developing strategic policy and investment advice to the transport agencies on recovery.

**Activities:**

#### *7.6.4.1 Airports restoration to normal activity*

- DEDJTR leads the liaison between the Victorian Government and airport operators/owners
- Airport owners and operators:
  - assesses impacts on their airport infrastructure and services
  - rebuild, upgrade (betterment) or re-locate their infrastructure.
- Airport owners and operators are supported by several agencies and organisations including airlines, airport operators and owners, Airservices Australia, Victoria Police, the AFP, Australian Border Force, Air cargo terminal operators, the MFB, the CFA and the Australian Government. Specifically, support includes:
  - restoration of airport infrastructure (airport operators and owners)

- return of airline services (airlines and Airservices Australia)
- restoration of Australian government operations (Australian Government)
- restoration of aviation fuel supplies to airport fuel tank storages by pipeline or road transport (airport operators, pipeline operators and fuel suppliers).

- DEDJTR coordinates information regarding restoration of services and land transport network links to airports (with support from VicRoads).

#### *7.6.4.2 Restoration of port infrastructure*

- DEDJTR leads the liaison between the Victorian Government and port managers
- Port managers, as nominated or appointed under provisions of the *Port Management Act 1995*, of either trading ports or local ports nominated or declared under that Act:
  - assesses impacts on their port infrastructure and services
  - rebuild, upgrade (betterment) or re-locate infrastructure.
- Port managers are supported by several agencies, including DEDJTR, Victoria Police, port tenants, vessel and freight operators, industry operators, infrastructure operators and, as appropriate, the VMIA
- DEDJTR coordinates information regarding restoration of services
- DEDJTR is supported by several agencies and organisations, including, port managers, Victoria Police, Australian Federal Police, Australian Border Force stevedores, the MFB, the CFA and the Australian Government. Specifically, support includes:
  - restoration of port infrastructure
  - restoration of Australian Government operations (Australian Government)

#### *7.6.4.3 Restoration of major arterial roads, bridges and tunnels*

- VicRoads leads this activity:
  - under the Road Management Act 2004, VicRoads has operation and maintenance responsibilities. VicRoads undertakes assessments of impacts on infrastructure in relation to major arterial roads, bridges and tunnels
  - VicRoads rebuilds, upgrades (betterment) or re-locates infrastructure associated with major roads, bridges and tunnels.
- DEDJTR coordinates information regarding restoration of services with TfV developing and providing strategic policy and investment advice to VicRoads on transport recovery.
- Infrastructure operators and the VMIA support VicRoads as the lead agency for this activity

#### *7.6.4.4 Restoration of tram, bus, rail services*

- Public Transport Victoria (PTV) leads this activity. It:
  - undertakes an assessment of the impacts on infrastructure and services and provide professional and technical advice and assistance as required

  - coordinates the delivery of alternate transport for the duration of the post event recovery phase
  - coordinates the rebuilding, upgrading (betterment) or re-locating of infrastructure.
- DEDJTR coordinates information regarding restoration of services with TfV developing and providing strategic policy and investment advice to PTV and other agencies on transport recovery.
- DEDJTR coordinates information regarding restoration of services.

#### *7.6.4.5 Assistance with food supply, logistics interdependencies, contingencies and reconstruction*

- DEDJTR leads this activity by coordinating food supply, logistics interdependencies, contingencies and reconstruction
- DEDJTR is supported by several agencies, including freight operators, warehouse operators, port operators, airport operators, railway operators, VicRoads, PTV, the ADF, Red Cross and NGOs
- VicRoads will provide clearing, restoration and rehabilitation works on Arterial Roads and Bridges which fall under VicRoads operation and maintenance responsibility as per *Road Management Act 2004*.

### 7.6.5 Building and assets

**Objective:** *Management of risks and facilitating restoration of buildings and assets.*

Buildings and assets can be publicly or privately owned, such as residences or public assets.

Residential damage may be a combination of structural and non-structural damage that may render the residence dangerous for entry; allow entry but prevent occupation of the building; require building repairs; be fixed by minor work and/or involve damage to contents.

Assessment and repair of homes is critical to expediting the return of people to normal life functioning. Households and property owners are responsible for having adequate insurance protection (or other means) to enable the clean-up, repair and reconstruction of damaged property. Housing and accommodation assistance is detailed in section 4.6.4.

The State Government, local councils, community and private sector all have responsibilities when community facilities are damaged or destroyed. Damaged facilities can include:

- community/neighbourhood centres and places for congregation
- schools and learning institutions
  - kindergartens and child care facilities
  - places of spiritual worship (including churches, mosques, graveyards and memorials)
  - sporting and recreational facilities and clubs
  - cultural centres
  - entertainment venues
  - restaurants and cafes.

Each of these facilities has the potential to assist the community in its recovery process, but if damaged would be unable to perform their

community functions. The damage may be structural damage to buildings or damage to furnishings and contents, or both.

The property manager is responsible for ensuring adequate insurance is in place to enable the restoration of community facilities.

Critical public buildings and assets need to be pre-identified as priorities in the recovery planning process and adequate arrangements developed for their restoration or replacement if required.

Recovery activities should also recognise the key elements of the built environment that have social value, such as landmarks and significant community sites, which are symbolically and functionally important in community recovery.

**Activities:**

#### *7.6.5.1 Coordination of clean-up activities*

- municipal councils coordinate clean-up activities, including disposal of dead animals (domestic, native and feral)
- DELWP (Local Government Victoria) provides targeted support where required to assist municipal councils in their delivery of relief and recovery activities, including clean-up
- EMV coordinates clean up and demolition activities where state assistance is required.

#### *7.6.5.2 Provision of financial assistance to municipal councils for the restoration of essential municipal assets*

- DTF leads this activity by providing financial assistance to municipal councils for eligible natural disaster expenditure including counter disaster operations and the restoration of essential municipal assets
- VicRoads supports by providing advice to municipal councils on the restoration of local roads, bridges and tunnels under municipal council responsibility.

#### *7.6.5.3 Restoration, clearing and rehabilitation of public buildings and assets managed within agencies' portfolios*

- Respective asset managing agency undertake the assessment, restoration, clearing and rehabilitation of assets within portfolios e.g. roads, bridges, sporting facilities, public amenities schools, hospitals, managed by respective agencies within their service / asset portfolios
- VicRoads provides supports through clearing, restoration and rehabilitation works on Arterial Roads and Bridges falls under VicRoads operation and maintenance responsibility as per *Road Management Act 2004*, to facilitate access.

#### *7.6.5.4 Oversight and inspection of rebuilding/redevelopment*

- Municipal councils oversee and inspect rebuilding/redevelopment.

#### *7.6.5.5 Administration of insurance claims for state assets*

- VMIA insurance claims for the restoration of State Government assets damaged or destroyed in an emergency and liability against State agencies.

## 7.7 Natural recovery environment

The natural environment considers the impact that an event may have on a healthy and functioning environment, which underpins the economy and society. Components of the natural environment include air and water quality; land degradation and contamination; plant and wildlife damage/loss; and national parks, cultural and heritage sites.

A third of Victoria is public land comprised of parks, forests and reserves. Emergencies that occur on this land have multiple consequences for biodiversity and ecosystem, economic and social values. Actions to recover from these emergencies may start while the emergency is still underway, and can continue for many months or years.

Emergencies on public land or the marine environment can lead to impacts on the economies of communities and regions through the direct damage to the forestry, fishing, apiary and farming industries, and indirectly to other industries such as nature based tourism, cultural based tourism and recreational tourism.

Natural environments have value to communities as they provide opportunities for recreation and a sense of connectedness to the environment and land. By undertaking recovery activities in the natural environment, the social values that have been impacted can start to be restored. Recovery actions can include:

- reopening / repairing walking tracks
- restoring / repairing recreational facilities
- surveying and protecting sites of cultural heritage significance.

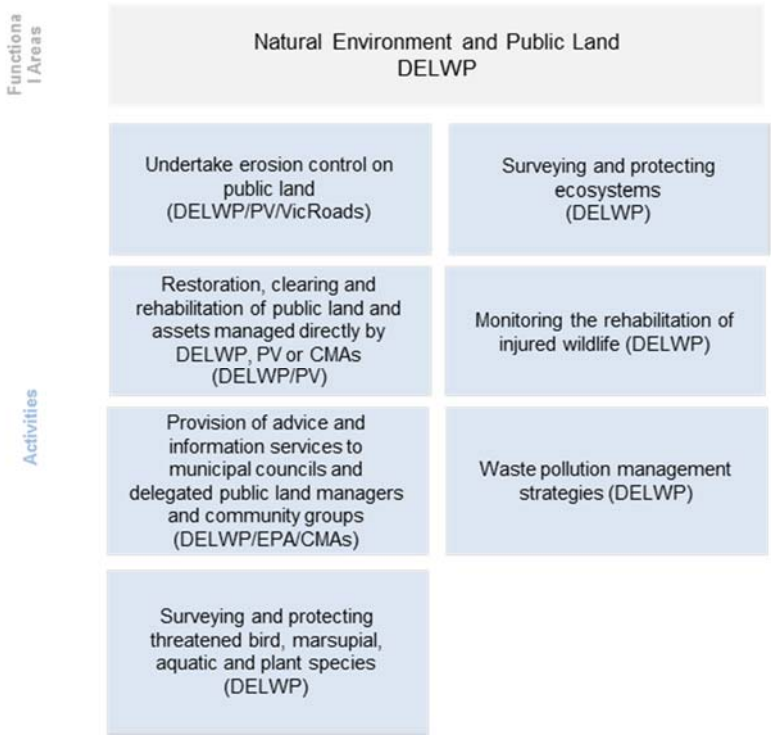



**Figure 10. Natural recovery environment: functional areas and activities**

### 7.7.1 Natural environment and public land

**Objective:** *Manage consequence and mitigate risk to the natural environment on public land.*

DELWP coordinates this functional area, with support from the Environmental Protection Authority (EPA) in assessing and monitoring the environmental impacts of emergencies.

The *Code of Practice for Bushfire Management on Public Land* (2012) outlines how the DELWP approaches recovery after bushfire, a similar approach is taken for other emergency events.

Generally the natural environment will recover from emergencies over time without the need for intervention, but sometimes assistance is needed to help ecosystems recover. Activities that can be undertaken are listed below.

**Activities:**

#### *7.7.1.1 Undertake erosion control on public land*

- DELWP and Parks Victoria investigate and carry out erosion control works on DELWP managed land
- VicRoads investigates and carries out restoration works associated with roads, bridges and culverts within the arterial road reserve
- DELWP, Parks Victoria and VicRoads are supported by municipal councils.

#### *7.7.1.2 Restoration, clearing and rehabilitation of public land and assets managed directly by DELWP, PV, or CMAs*

- DELWP and Parks Victoria lead this activity
- DELWP clears and restores assets and rehabilitates disturbance on public land it or Parks Victoria directly manages
- Parks Victoria recovers and rehabilitates natural values, cultural values, tourism and visitor assets affected by an emergency on parks, reserves, rivers, waterways and local ports it manages. Parks Victoria:
  - clean-up following oil or chemical pollution incidents in collaboration with DELWP (or their agents) and the EPA
  - clean-up fish kill incidents in collaboration with the EPA and DELWP.
- Parks Victoria may, at the request of DELWP, support in the recovery and rehabilitation of other Victorian public land affected by emergencies.
- Catchment Management Authorities (CMAs):
  - clear and restore assets and rehabilitation of disturbance on land and waterways that they manage
  - restore impacts of river erosion where there is an immediate danger of the formation of river breakaways and/or immediate danger to CMA assets
  - implement balanced flood recovery programs consistent with allocated funding.
- VMIA supports DELWP/Parks Victoria.

#### *7.7.1.3 Provision of advice and information services to municipal councils and delegated public land managers and community groups.*

- DELWP, EPA and CMAs lead this activity.
- DELWP:
  - advises communities on reforestation of native forest (not plantations)
  - advises on native flora and fauna (including within aquatic and terrestrial environments).
- EPA provides advice and information services to municipal councils and delegated public land managers and community groups by ensuring that appropriate disposal methods are adopted
- CMAs develop and prioritise flood recovery programs for their assets and waterways.

#### *7.7.1.4 Emergency approvals*

- The EPA provides Emergency Approvals in line with the Environment Protection Act 1970 where required, e.g. mass animal burial sites, water discharges, etc.

#### *7.7.1.5 Surveying and protecting threatened bird, marsupial, aquatic and plant species*

- DELWP surveys and mitigates risks to protecting threatened bird, marsupial, aquatic and plant species affected by emergencies on land within its portfolio and provides advisory services to others.

#### *7.7.1.6 Surveying and protecting ecosystems*

- DELWP surveys and mitigates risks to ecosystems species affected by emergencies on land within its portfolio and provides advisory services to others.

#### *7.7.1.7 Monitoring the rehabilitation of injured wildlife*

- DELWP leads the development of policy, programs and training for responding to incidents of wildlife affected by marine pollution, and develops partnerships and agreements with key organisations that will support this response.

#### *7.7.1.8 Waste pollution management strategies*

- DELWP leads this activity and coordinates the development of strategies dealing with waste pollution management
- EPA supports DELWP by:
  - Ensuring that appropriate waste disposal methods are adopted and environmental clean-up activities conducted
  - Advising recovery services on the properties and environmental impacts of hazardous materials.

# 8. Plan administration

## 8.1 Authority

Under the *Emergency Management Act 2013* (the EM Act 2013) the Minister for Emergency Services must arrange for the preparation and review of a *State Emergency Recovery Plan*. This responsibility has been delegated to the Emergency Management Commissioner.

The *EM Act 2013* introduces the first stage of amendments to implement the Victorian Government's emergency management reform agenda. It is proposed that the *Emergency Management Act 1986 (EM Act 1986)* be repealed following further legislative amendments; however, until this occurs, the EM Act 2013 is to be read and interpreted together with the EM Act 1986.

Under section 46 of the EM Act 2013, the Emergency Management Commissioner is responsible for the coordination of agencies with responsibilities under this plan.

The State Crisis and Resilience Council and agencies involved in relief and recovery activities have been consulted in the preparation of this plan. The Emergency Management Commissioner has approved the plan.

Victoria's emergency management arrangements are in effect at all times and do not require specific formal activation.

Section 60 of the EM Act 2013 requires this plan to contain certain provisions (or references) that are detailed in this table:

| ***Emergency Management Act 2013*** | **Reference** |
|---|---|
| 60(a) Specify the roles of agencies in emergency recovery | Sections 6 and 7 |
| 60(b) Specify the department or agency with responsibility for coordinating particular aspects of recovery, including recovery at the regional level | Sections 4 and 5 |
| 60(c) Relating to the coordination of the activities of agencies | Sections 4.5, 6.3 and 7.3 |
| 60(d) Defining regions for the purposes of regional recovery coordination | Section 4.5 |

## 8.2 Plan review

This plan (and its appendices) should be reviewed:

- before 31 October every two years
- as needed to address relevant changes in legislation, machinery-of-government or responsibility, or
- if required after a major emergency.

## 8.3 Plan resources

This plan should be read in conjunction with:

- *Emergency Management Act 1986*
- *Emergency Management Act 2013*
- Other parts of the *Emergency Management Manual Victoria*
- *National Strategy for Disaster Resilience* https://knowledge.aidr.org.au/resources/national-strategy-for-disaster-resilience/
- *National Principles for Disaster Recovery* https https://www.dss.gov.au/sites/default/files/documents/05_2012/recovery.pdf
- *Community recovery handbook* https://knowledge.aidr.org.au/media/4108/handbook-2-community-recovery.pdf
- *Communicating in recovery* guide www.redcross.org.au/communicating-in-recovery.aspx
- *Emergency relief handbook 2013: A planning guide* http://www.dhs.vic.gov.au/__data/assets/pdf_file/0003/612372/Final_Emergency-relief-handbook_2013_WEB.pdf
- *IAP2 Guidelines* https://www.iap2.org.au
- *Victorian Emergency Animal Welfare Plan* http://agriculture.vic.gov.au/agriculture/emergencies/response/victorian-emergency-animal-welfare-plan
- *Psychosocial support: A framework for emergencies* http://www.dhs.vic.gov.au/__data/assets/pdf_file/0004/905575/web_Psychosocial-support-a-framework-for-emergencies.pdf
- *State Health Emergency Response Plan* https://www2.health.vic.gov.au/emergencies/shera
- *Code of practice for bushfire management on Public Land (2012)*
- *Emergency management planning for children and young people- planning guide for local government* http://earlytraumagrief.anu.edu.au/files/EM-planning-for-children-and-young-people-web.pdf
- Supporting local, regional and state relief and recovery plans.

# State and Regional Emergency Management Committees

## Part 5: Emergency Management Manual Victoria

# Contents


5.1 Introduction ..... 5–1
5.2 Committees in Emergency Management ..... 5–1
5.3 State Crisis and Resilience Council ..... 5–2
5.4 SCRC Sub-Committees ..... 5–3
Risk and Resilience Sub-Committee ..... 5–3
Capability and Response Sub-Committee ..... 5–3
Relief and Recovery Sub-Committee ..... 5–3
Emergency Services Leadership Group ..... 5–3
5.5 Committees/Working Groups Supporting SCRC Sub-Committees ..... 5–4
Current Committees/Working Groups ..... 5–4
5.6 State Level Advisory Committees ..... 5–5
Ministerial Advisory Committee on Emergency Services ..... 5–5
Volunteer Consultative Forum ..... 5–5
Municipal Emergency Management Enhancement Group ..... 5–5
5.7 Regional Emergency Management Planning ..... 5–6
Regional Emergency Response Planning Committee ..... 5–6
Preparation of Regional Emergency Response Plans ..... 5–7
Regional Emergency Recovery Planning Committee ..... 5–9
Preparation of Regional Emergency Recovery Plans ..... 5–9
Regional Strategic Fire Management Planning Committee ..... 5–10
Regional Municipal Emergency Management Enhancement Groups ..... 5–12

# 5.1 Introduction

This part of the manual sets out Victoria's committee structure for emergency management governance and planning at state and regional levels. Guidelines for municipal emergency management planning are in Part 6 of this Manual.

# 5.2 Committees in Emergency Management

The system for governance in emergency management is based on networked arrangements across a wide range of agencies accompanied by an obligation to participate. Committees are a key element in the emergency management governance arrangements. The other main governance element is the implementation of statutory roles assigned to agencies or positions, such as the Emergency Management Commissioner. These roles are detailed in Part 7 of this Manual.

The committee structure at the top level is designed to support the development and implementation of whole of government emergency management policy and strategy. It streamlines decision-making and creates clear lines of accountability.

In addition, planning at all levels is undertaken through committees to ensure the contributions of all relevant parties and to support robust partnerships and networks that will operate during emergencies. The planning system operates at the state, regional, municipal and local levels and across the components of emergency management, mitigation, response and recovery.

Figure 5.1 below shows the principal emergency management governance, planning and advisory committees in Victoria at state, regional and municipal levels.

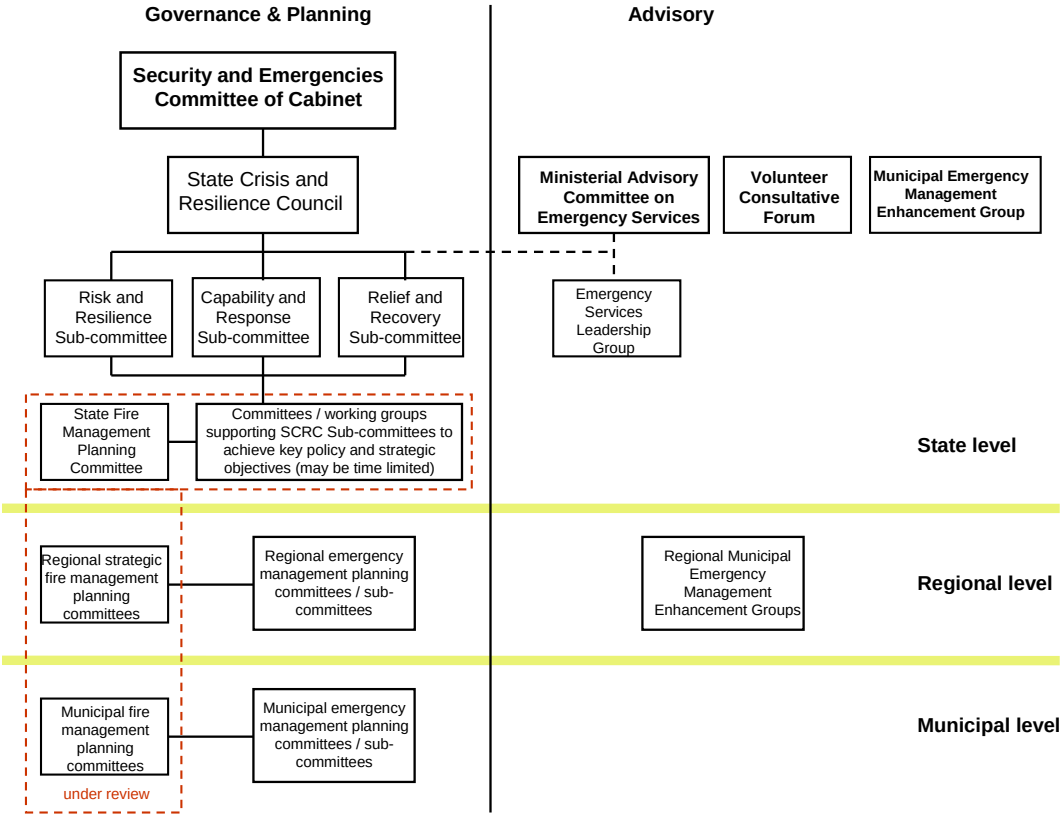



**Figure 5.1 Principal Emergency Management Governance, Planning and Advisory Committees**

# 5.3 State Crisis and Resilience Council

The State Crisis and Resilience Council (SCRC) is Victoria's peak body to develop and coordinate policy and strategy across the emergency management spectrum and to oversee its implementation.

The SCRC is required to develop a three-year rolling Strategic Action Plan (SAP) with a medium to long-term outlook for emergency management reform. It identifies priority areas for action and specific implementation plans to be undertaken within agreed timeframes.

The SCRC oversees the work of its standing sub-committees (Risk and Resilience, Capability and Response, and Relief and Recovery) and the implementation of the Strategic Action Plan

The membership of the SCRC includes:

- The Secretaries of each Government Department
- The Chief Commissioner of Police
- The Chief Executive of Emergency Management Victoria
- The Emergency Management Commissioner
- The Inspector General for Emergency Management (observer)
- The Chief Executive Officer of the Municipal Association of Victoria (representative of local government).

# 5.4 SCRC Sub-Committees

The SCRC is supported by three sub-committees; Risk and Resilience, Capability and Response, and Relief and Recovery and the Emergency Services Leadership Group.

The SCRC and its sub-committees ensure integration and coherence across the sector and enable the Government to deliver its broader emergency management reform agenda.

## Risk and Resilience Sub-Committee

The Risk and Resilience Sub-committee is the peak advisory body to SCRC on emergency management matters relating to risk and resilience, and shares responsibility for ensuring the delivery of the emergency management SAP.

A key role of the Risk and Resilience Sub-committee is to oversee the implementation of the State Risk and Mitigation arrangements.

## Capability and Response Sub-Committee

The Capability and Response Sub-committee is the peak advisory body to SCRC on emergency management matters relating to capability and response, and shares responsibility for ensuring the delivery of the emergency management SAP.

A key role of the Capability and Response Sub-committee is to oversee the implementation of the State Emergency Response Plan.

## Relief and Recovery Sub-Committee

The Relief and Recovery Sub-committee is the peak advisory body to SCRC on emergency management matters relating to recovery, and shares responsibility for ensuring the delivery of the emergency management SAP.

A key role of the Relief and Recovery Sub-committee is to oversee the implementation of the State Emergency Relief and Recovery Plan.

## Emergency Services Leadership Group

The Emergency Services Leadership Group (ESLG) contributes to the development of the emergency management SAP, and ensures delivery of relevant elements to achieve the most effective and efficient outcome for the State. The group reports to the SCRC.

The ESLG has a particular focus:

- training
- procurement
- Information and communications technology
- workforce systems and management
- major infrastructure

The role of ESLG is to:

- endorse project plans developed by the agency assigned responsibility for delivery under the Strategic Action Plan
- oversee such projects or functions (or establish specific purpose project control boards to manage projects and report to it) and remove 'blockages', and
- advise the Ministerial Advisory Committee on Emergency Services (MACES) on implementation progress

In partnership with MACES, promote a sector culture of community focus, interoperability and public value, and embed Strategic Action Plan reform outcomes within member organisations.

# 5.5 Committees/Working Groups Supporting SCRC Sub-Committees

Functional committees/working groups provide advice, plans and guidance to support SCRC sub-committees. Such committees/working groups are usually established for a specific purpose or task, at the discretion of the relevant SCRC sub-committee.

SCRC sub-committees apply the following criteria when creating a new committee/working group:

- it will provide strategic advice on capability and response, risk and resilience or recovery emergency management reform priorities, or
- it will develop whole of government emergency management capability and response, risk and resilience or recovery policy advice, or
- it will directly contribute to the implementation of capability and response, risk and resilience or recovery policy and strategy, or
- it will meet a legislated emergency management obligation.

## Current Committees/Working Groups

The committees/working groups currently supporting SCRC sub-committees are under review. Following this review, relevant details will be published in this section.

**State Fire Management Planning Committee**

The State Fire Management Planning Committee will continue to manage the implementation of the Integrated Fire Management Planning framework. This committee now reports to the Risk and Resilience Sub-committee.

# 5.6 State Level Advisory Committees

## Ministerial Advisory Committee on Emergency Services

The Ministerial Advisory Committee on Emergency Services (MACES) oversees and monitors the implementation of relevant segments of the SCRC Strategic Action Plan by the emergency services agencies and inform the Minister for Police and Emergency Services on the progress of implementation.

Key roles of MACES include:

- providing high level strategic advice to Government to support coordinated Government investment in the emergency services
- promoting a sector culture of community focus, interoperability and public value.

## Volunteer Consultative Forum

The Volunteer Consultative Forum (VCF) provides a forum for direct volunteer input and advice to the Minister on a range of issues affecting Victoria's emergency management volunteers, including:

- the capacity of volunteers to deliver emergency management services in Victoria
- strengthening the culture of volunteerism in Victoria and building a shared understanding of, and respect for, the critical role that volunteers play in emergency management.

## Municipal Emergency Management Enhancement Group

The Municipal Emergency Management Enhancement Group (MEMEG) provides support for local government emergency management practitioners.

Key roles of MEMEG include:

- Raising awareness of local government roles, capabilities and capacities in municipal emergency management across all relevant agencies
- Promoting good practice in municipal emergency management.

# 5.7 Regional Emergency Management Planning

Planning for both response and recovery at the regional level is required because many emergencies traverse municipal boundaries, and because many services provided by State government agencies are administered and delivered at a regional level. Both response planning and recovery planning are aligned to the State's geographic regions as detailed in Part 8, Appendix 8 of this Manual.

Regional plans must address inter-agency issues such as coordination of activities and programs. Regional plans may also address in detail, if considered appropriate, the provision of particular services and programs, and will also include details of contact arrangements and resource availability. Regional planning should identify resources and services:

- which can be made available from local resources, in accordance with municipal plans; and
- which must be obtained from elsewhere.

The practice for emergency management planning at regional level has been to convene separate planning committees for response and recovery (as detailed below). A number of regions have recently adopted an integrated approach to emergency management planning, combining the response and recovery planning committees into a single regional emergency management planning committee (REMPC). This section is currently under revision to incorporate detailed information regarding REMPCs and regional emergency management planning.

## Regional Emergency Response Planning Committee

### Terms of Reference

The role of each regional emergency response planning committee is to:

- Ensure that a regional emergency response plan is prepared, maintained and adopted;
- Ensure that all relevant control and support agencies are consulted as the plan is developed and maintained;
- Advise the Emergency Management Commissioner regarding the region's response capability;
- Ensure that planning and co-ordination arrangements are regularly exercised and reviewed to ensure the effectiveness of the regional response plan;
- Review and comment on municipal emergency management plans as part of the statutory audit program conducted by the Director of Operations, Victoria State Emergency Service.
- Participate in the process for the approval and audit of Road Rescue Units, determination of service area boundaries and the resolution of disputes and grievances under the Victorian Road Rescue Arrangements.

### Membership

Agencies represented include the following:

- Communications provider
- Department of Human Services
- Fire Services
- Medical Services
- Regional emergency response coordinator (Chair)
- VicRoads
- Victoria Police
- Victoria State Emergency Service
- Water Authorities

### Meeting Frequency

Each committee should meet at least twice yearly and following debriefs of major incidents. Minutes of meetings are forwarded to the State Emergency Response Co-ordinator.

## Preparation of Regional Emergency Response Plans

Emergency response commences at the local or municipal level, and, if necessary, advances to regional and state levels. It is vital that regional emergency response plans be frequently exercised, amended and re-tested to ensure effective response to emergencies.

The activities of the designated control and support agencies are not necessarily concurrent, nor of equal emphasis throughout an emergency. These activities must be effectively co-ordinated irrespective of the degree of input of the various agencies. The responsibility for co-ordination will always rest with the emergency response co-ordinator (with the exception of emergencies involving Defence Force aircraft or vessels).

The broad objectives of regional emergency response plans are to:

- identify control and support agencies for different types of emergencies;
- coordinate arrangements for the utilisation of regional resources in support of the emergency response plans of specialist agencies;
- identify support available from adjoining regions;
- identify support available to adjoining regions.

Each regional plan should be specifically tailored to the individual needs of the region, and should address the subjects below.

### Emergency Risk Assessment

This section of the plan should include a brief description of the risks to the community. History and existing municipal risk assessments conducted by Municipal Emergency Management Planning Committees will often indicate them. Typical headings are:

- Bushfires
- Floods
- Windstorms

- Agriculture (exotic animal diseases, plagues)
- Transportation
- Public utility
- Special: e.g. hospitals, industrial complexes.

## Agency Roles

The roles of each agency should be clearly identified based on agency role statements in Part 7, State plans and assurances that each agency has the capacity to fulfil roles within the region.

## Arrangements

The description of the regional emergency response arrangements should include a chart that clearly identifies control agencies for different emergencies and their areas of operation. Information in the plan should also include details of telephone numbers and contact points.

## Communications Arrangements

Reliable communications are essential, and must be clearly described in the plan. Information should include:

- primary and alternative means of communications to co-ordinate the response to the emergency;
- primary and alternative means of communication for command and control of field operations. (Many municipal councils, businesses and public authorities have radio communications that may be utilised in emergencies.);
- means of communications with adjoining municipal councils and regional headquarters.

## Information Arrangements

To enable information to be disseminated, plans should give details of centres where the media and public can obtain official information. It should be made clear who is authorised to release information.

## Post Emergency De-briefing

Regional plans should contain provisions for a de-briefing conference convened by the regional co-ordinator as soon as practicable after the emergency is contained. All agencies that participated in the emergency response should be represented to enable assessment of the adequacy of the response and the regional plan, and to improve future responses.

## Special Information

Plans should include any special information relevant to the region, such as:

- reference to any other specific plans, e.g. industrial complexes, hospitals, airports;
- any special instructions, e.g. special procedures to be followed for a specific threat like a flood on a given stream.

# Regional Emergency Recovery Planning Committee

## Terms of Reference

The role of each regional emergency recovery planning committee is to:

- develop and maintain a regional recovery plan;
- plan for the establishment and support of community recovery committees when required;
- provide a regional forum to ensure that the plans of individual agencies complement each other;
- monitor and review recovery operations and the effectiveness of the regional recovery plan;
- make recommendations to the State Emergency Recovery Planning Committee, through the Department of Human Services, on matters of recovery policy and planning;
- review and comment on municipal emergency management plans as part of the statutory audit program conducted by the Director of Operations, Victoria State Emergency Service.

## Membership

Regional emergency recovery planning committees should include representatives of:

- Department of Human Services (Chair)
- Victoria State Emergency Service;
- Government, private and voluntary agencies with a significant recovery role;
- Municipal councils in the region;
- Representatives of appropriate regional response planning committees.

## Meeting Frequency

Regional emergency recovery planning committees should meet at least twice a year.

# Preparation of Regional Emergency Recovery Plans

The format and content of each regional emergency recovery plan depends on local conditions, and is decided by the regional recovery planning committee. The plan should take account of regional emergency response plans, municipal emergency management plans and the plans of individual agencies. Relevant community groups should be involved in the plan's preparation, testing and review.

The Department of Human Services provides detailed guidance on the preparation of regional emergency recovery plans.

## Community Recovery Committees

The plan should cover the establishment and purpose of community recovery committees, including their role, composition and support. (Refer to Part 6 – Guidelines for Municipal Emergency Management Planning.)

# Regional Strategic Fire Management Planning Committee

The role of the Committee is to plan for fire management, considering preparation, prevention, response and recovery and the use of fire as a tool across boundaries, including legal, land tenure and use, administrative and municipal borders. The Committee provides a critical communication link between Municipal and State Fire Management Planning Committees.

The functions of the Committee will satisfy the obligations for regional fire prevention committees specified in Section 53 of the *Country Fire Authority Act 1958*.

## Terms of Reference

In addition to its role in facilitating fire management planning within the region, the Committee will have the responsibility for a number of activities. These activities are listed below:

- Produce the integrated Regional Strategic Fire Management Plan.
- Identify and promote the priorities and possible treatments for fire risk within the region.
- Provide a regional forum to build and sustain organisational partnerships, generate a common understanding and shared purpose with regard to fire management and ensure that the plans of individual agencies are linked and complement each other.
- Oversee municipal fire management planning within the region.
- Monitor and review the implementation of fire management plans and treatments within each of the municipal districts within the region.
- To ensure risk environments that cross regional boundaries are treated in a seamless manner with regard to risk and treatments.
- Advocate and monitor to ensure that a consistent community engagement process is in place during planning at the regional and municipal level.
- Advocate to the State Fire Management Planning Committee for municipal and regional fire management needs.
- Report to the State Fire Management Planning Committee on fire planning issues affecting that region.
- Provide advice and support to municipal fire management planning.

The Committee will provide fire management planning advice to the Regional Emergency Response and Regional Recovery Committees.

## Membership

- Local municipal councils
- Country Fire Authority
- Department of Sustainability and Environment
- Metropolitan Fire and Emergency Services Board (for the metropolitan fire district only)

- Department of Human Services
- Department of Primary Industry
- Parks Victoria
- Rail Authority/ies
- Utilities
- VicRoads
- Victoria Police
- Victoria State Emergency Service
- Other members required.

## Structure

The Committee will be chaired by a member of the committee elected by the Committee.

The organisations listed above will provide representation at the appropriate level to enable decisions and commitment to be made on behalf of their organisations. The Committee may appoint new members as required.

## Report

The Chair on behalf of the Regional Strategic Fire Management Planning Committee will report quarterly to the State Fire Management Planning Committee which will in turn report relevant information to the Chair.

## Support

Executive support to the Committee will be provided by the State Fire Management Planning Support Team and the Chair will arrange administrative support.

A number of the activities outlined in the Role of the Committee will be coordinated by the State Fire Management Planning Support Team for endorsement by the Committee.

## Schedule of Meetings:

The Committee will meet at least once every quarter unless otherwise required.

# Regional Municipal Emergency Management Enhancement Groups

## Terms of Reference

The purpose of regional municipal enhancement groups is to:

- promote, facilitate and advocate for continuous improvement in the municipal emergency management sector
- provide a link between regional local government emergency management practitioners and MEMEG
- provide opportunities for discussion, development and information sharing on emergency management between/within local government
- advocate on behalf of local government in the area of emergency management
- provide a forum for emergency management agencies to meet with local government practitioners
- form action groups as required to manage identified issues

## Membership

Membership is open to all local government emergency management practitioners. This includes:

- Municipal Emergency Managers (or delegate)
- Municipal Emergency Resources Officers (or delegate)
- Municipal Emergency Recovery Managers (or delegate)
- Municipal Fire Prevention Officers (or delegate)
- Observers, guests and visitors are welcome and encouraged to attend meetings.

## Meeting Frequency

Minimum meeting frequency is twice per year.

## Chair

The Chair is appointed by consensus of the members at the first meeting of the year biennially (by ballot if more than one nomination is received).

# Municipal Emergency Management Planning Arrangements
# Guidelines for Committees

## Part 6: Emergency Management Manual Victoria

# Contents

6.1 Introduction and Overview ..... 1
6.2 Emergency Management Planning at the Municipal Level ..... 3
Introduction and Purpose ..... 3
The Emergency Management Planning Process ..... 3
6.3 The Municipal Emergency Management Plan ..... 7
Specific Hazard Planning ..... 8
Provision for joint or integrated MEMPlanning ..... 8
Agency roles ..... 8
Organisational responsibilities ..... 8
Audit ..... 9
How it all comes together ..... 10
6.4 The Municipal Emergency Management Planning Committee ..... 11
Introduction ..... 11
Role ..... 11
Membership ..... 11
6.5 Risk Management ..... 13
Introduction ..... 13
Establishing the Context ..... 13
Risk identification and assessment ..... 14
Risk treatment ..... 14
Financial Arrangements ..... 14
6.6 Plan for emergency activities ..... 16
Introduction ..... 16
Response ..... 17
Relief ..... 18
Recovery ..... 19
6.7 Other Information ..... 20
Municipal emergency management plan publication ..... 20
Municipal emergency management personnel ..... 20
Roles of Commonwealth and State Governments ..... 20
Related Documents ..... 21
Appendix 1 – Suggested Structure and Content of a Municipal Emergency Management Plan ..... 22
Appendix 2 – Audit Questions ..... 24
Appendix 3 – Key Municipal Emergency Management Roles – Indicative Functions ..... 26
Municipal Emergency Resource Officer ..... 26
Municipal Recovery Manager ..... 27
Municipal Emergency Manager (Suggested) ..... 27
Municipal Fire Prevention Officer (MFPO) ..... 28
Municipal Emergency Coordination Group ..... 29

# 6.1 Introduction and Overview

**Purpose of these Guidelines**

In accordance with Section 21(5) of the *Emergency Management Act 1986*, these guidelines are issued by the Minister for Emergency Services. These guidelines encourage and support a consistent approach to emergency management planning at the municipal level. They are directed at municipal emergency management planning committees to assist them in the preparation and maintenance of a Municipal Emergency Management Plan (MEMP).

Emergency management planning at the municipal level is a multi-agency responsibility with councils playing an important role as direct participants as well as facilitating the planning process through the appointment of the planning committees.

These guidelines reinforce the multi-agency nature of the planning process and assist the organisational representatives who contribute to the MEMP. They include information on the planning process, risk assessment and provide information on the expected roles and responsibilities for people and organisations involved in developing the plan.

They also incorporate 2009 Victorian Bushfires Royal Commission recommendations directed to MEMPs.

They must be read in conjunction with the *State Emergency Response Plan* (Part 3 of this Manual) and the *State Emergency Relief and Recovery Plan* (Part 4 of this Manual).

Other requisite and useful information sources are also included.

**Statutory Framework**

The *Emergency Management Act 1986* (1986 Act) and *Emergency Management Act 2013* (2013 Act) provide the emergency management framework for Victoria. The objectives of the 1986 Act are: "... to ensure that the ...components of emergency management are organised within a structure which facilitates planning, preparedness, operational coordination and community participation." (s. 4A)

This includes responsibilities for the prevention of, response to and recovery[1] from emergencies at the State, Regional, and Municipal (Local) levels.

It does this through setting up structures to deal with emergencies and assigning roles and responsibilities to organisations and individuals.[2]

The 1986 Act provides the legislative basis for the MEMP as a document that lies within the emergency management planning hierarchy in Victoria.

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[1] The components of emergency management are defined as:

- prevention – the elimination or reduction of the incidence or severity of emergencies and the mitigation of their effects [1986 Act, s.4A]
- response – the combating of emergencies and the provision of rescue services [2013 Act, s. 3]
- recovery – the assisting of persons and communities affected by emergencies to achieve a proper and effective level of functioning [2013 Act, s.3].

[2] For further information on Victoria's emergency management legislation and structures see Part 1 of this Manual.

### Roles and Responsibilities

Part 4 of the 1986 Act specifies the responsibilities of municipal councils in connection with emergency management. These responsibilities include the preparation and maintenance of a MEMP. The MEMP is a multi-agency plan managed by the municipal council.

Councils are required to establish a multi-agency municipal emergency management planning committee. The function of this committee is to prepare a draft MEMP for consideration by the municipal council.

In developing the plan, the committee is required to give effect to any guidelines or directions issued by the Minister for Emergency Services.

A brief summary of the roles and responsibilities of key municipal positions is also provided in Appendix 3.

### Other Plans

The 2013 Act also requires the Minister to arrange for the preparation and review of a state emergency response plan and a state emergency recovery plan. The Minister has delegated this responsibility to the Emergency Management Commissioner.

These state level plans are published as the *State Emergency Response Plan* (Part 3 of this Manual) and *State Emergency Relief and Recovery Plan* (Part 4 of this Manual) and provide the foundation and guidance for other plans for regions, municipal districts, and local plans.

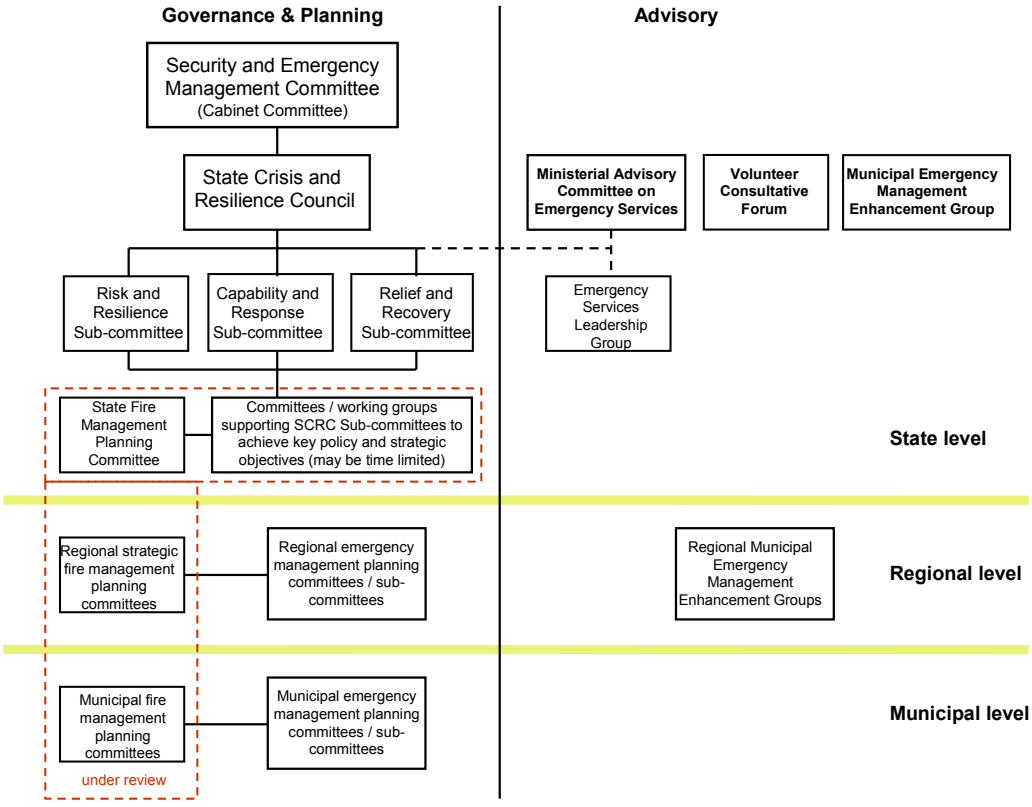


**Figure 1. An overview of the State's emergency management and planning and committee structure**

# 6.2 Emergency Management Planning at the Municipal Level

## Introduction and Purpose

Emergency management contributes to community safety through the reduction of the impact of emergency related events that can cause death, injury, loss of property and community disruption.

The planning for, and the management of, emergencies is a shared responsibility involving many people and organisations in the community. It is not something done by one organisation or sector of the community although some organisations have specialist roles in dealing with emergencies.

Municipal emergency management planning involves the identification and documentation of the overall multi-agency arrangements in place for the prevention of, response to and recovery from emergencies that affect the municipal district.

The planning process includes the identification of risks that are likely to affect the assets and people in the municipal district and the steps to be taken to address those risks. It also allows organisations involved in dealing with emergencies and their impacts the opportunity to discuss and better understand the capabilities of other organisations (including councils) that have a role in dealing with emergencies, and develop a comprehensive plan.

The MEMP is not a static document and while it is the outcome of the planning process conducted at a point in time, it must be maintained, regularly revisited and up-dated.

## The Emergency Management Planning Process

The planning process can be seen as a series of steps that results in the development, maintenance and refinement of an emergency management plan. The diagram at figure 2 illustrates the continuous nature of the planning process and identifies its main steps.

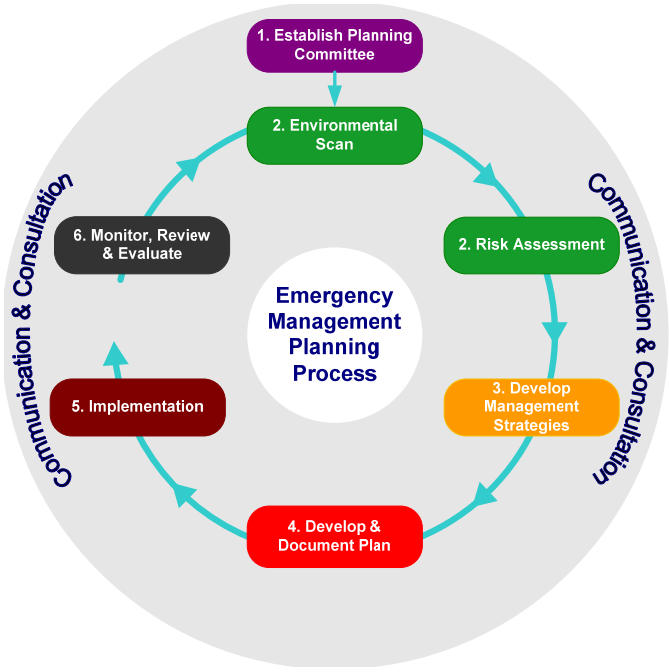


**Figure 2. Emergency management planning process**

The following describe the steps in the emergency management planning process, and which body is responsible for each step in the process.

1. **Establish Planning Committee: Council**
    - Identify stakeholders – which organisations and groups have responsibilities to assist in the emergency management process, including legislative responsibilities? This includes the control and coordination of the response to emergency events. In particular, engaging with community representatives and ensuring that the community has input into the process and is aware of the outcomes is good practice.
    - Establish the planning committee – the MEMP committee is organised by the Council in accordance with the 1986 Act. The MEMP committee establishes its meeting procedure, subject to any regulations made under the s.39 of the 1986 Act. (There are none at this time.)
    - A planning committee structure may also include a Risk Management Group and sub-committees that are risk/hazard specific, with one focused on understanding and promoting community resilience.
2. **Risk Management Study: MEMP Committee (Risk Management Group and specialist risk groups)**
    - This involves an environmental or information scan to examine the data and information available, the identification of hazards[3] (not limited to natural), the analysis of likelihood and consequence of emergencies (actual and/or potential) and the development of a list of priority risks.
    - That list specifically informs both response planning and risk treatment (mitigation) planning.
    - Groups at particular exposure in relation to priority risks should be identified and measures to assist those groups included in the MEMP (or hazard-specific sub-plans).
3. **Develop Management Strategies: MEMP Committee and organisations**
    - Using information received from the risk assessment, develop the emergency management arrangements – discussing and recording the outcomes and arrangements for prevention/mitigation, response, relief and recovery activities. This should also cover issues such as communications, community involvement, public warnings and management arrangements.
    - Councils' specific management and support arrangements are also relevant and may be explored in the context of the Committee.

[3] A hazard is defined as a source of potential harm that can be a source of risk. The level of risk represented by a specific hazard in particular area is determined by a risk assessment. (Refer AS/NZS ISO 31000 Risk Management – Principles and Guidelines)

- Identify the resources and services required from all sources – including resolving identified gaps or shortfalls.

4. **Develop and Document the Plan: MEMP Committee**
    - Develop and document the plan – including a main plan and specific hazard-based sub-plans e.g. flood, fire[4], storm surge ensuring compatibility between the main plan and the sub-plans. Wherever possible duplication of plan contents should be avoided and reference made to the contents of primary/higher level plans.
    - Agencies endorse draft plan – confirming intention and capability to meet obligations
    - Submit a draft MEMP for consideration by the municipal council
    - Acknowledge feedback and review plan.

    **Adopt the MEMP: Council**
    - Consider the plan against legislative and audit requirements
    - Public exhibition – prepare and exhibit. Develop communication and education strategies to increase community awareness and develop community resilience
    - Provide feedback to committee.
5. **Implement the Plan: Organisations with responsibilities under the Plan**
    - Mitigation and management strategies that have been determined by the committee and agreed by participating agencies are implemented and accountabilities assigned and accepted.
6. **Monitor and Review: MEMP Committee and organisations with responsibilities under the plan**
    - This includes the conduct of exercises to test the plan and post incident reviews to ensure the currency of the plan. Planning should be seen as a continuous process.

    **Communication and Consultation: Multi-agency and community**
    - This is an integral and enabling component of the planning process and is conducted throughout each step. It also provides information and consultation with stakeholders on the contents of the plan.
    - Advice should be provided to residents to enable them to properly prepare for likely emergencies. Community education, awareness and engagement programs should be considered.

[4] This would be the Municipal Fire Prevention Plan for municipalities that include areas within the responsibility of the Country Fire Authority. See Part 6A of this Manual. Note: these plans are subject to a separate audit process in accordance with the *Country Fire Authority Act 1958*.

The following diagram shows the municipal emergency management planning process in more detail.

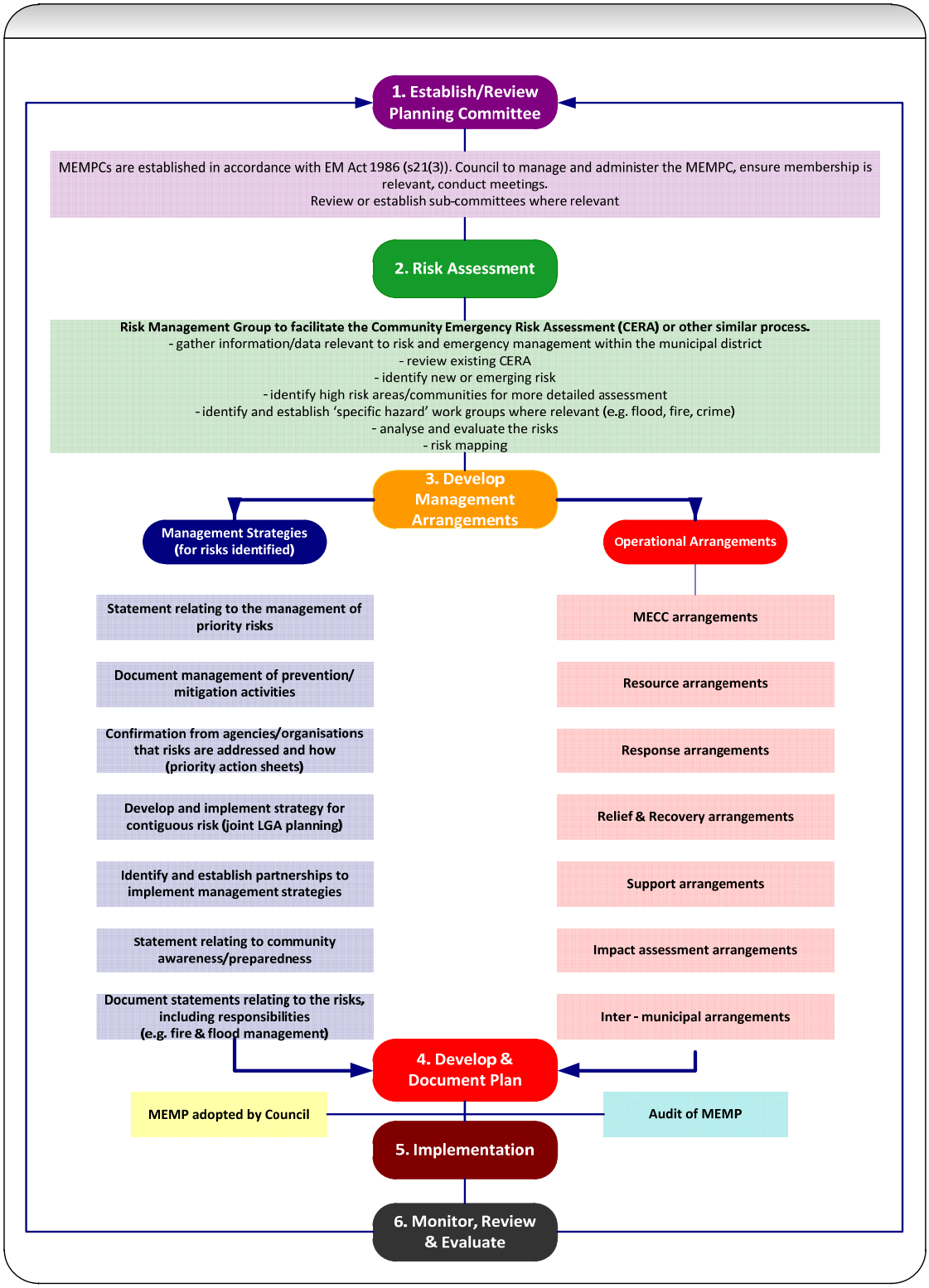


**Figure 3: Detailed municipal emergency management planning process**

Information on the CERA process can be obtained from the Victoria State Emergency Service (VICSES).

## 6.3 The Municipal Emergency Management Plan

The MEMP documents the outcomes of the planning process conducted by the municipal emergency management planning committee.

It is the overarching emergency management plan for the municipal district and provides information to emergency services, other organisations and the community on how risks will be dealt with and the management arrangements for emergencies, to promote community safety.

It provides the context for the development and integration of risk specific response and recovery plans.

The plan identifies what hazards are likely to impact the municipal district, what steps are to be taken to prevent, respond to and recover from emergency events and the role of organisations in relation to emergencies.

It is a record of the commitment of all of the participating organisations and groups to undertake and complete the tasks assigned to them under the plan, and to cooperate in the delivery of the MEMP's objectives.

It must also contain other information required by legislation, including municipal resources, fire refuges and neighbourhood safer places – places of last resort (for municipalities that include areas within the responsibility of the CFA).

A more detailed list of information required for inclusion in MEMPs and other material that is suggested to be included is provided in the following Sections.

Figure 4 illustrates the municipal emergency management planning structure established by the 1986 Act.

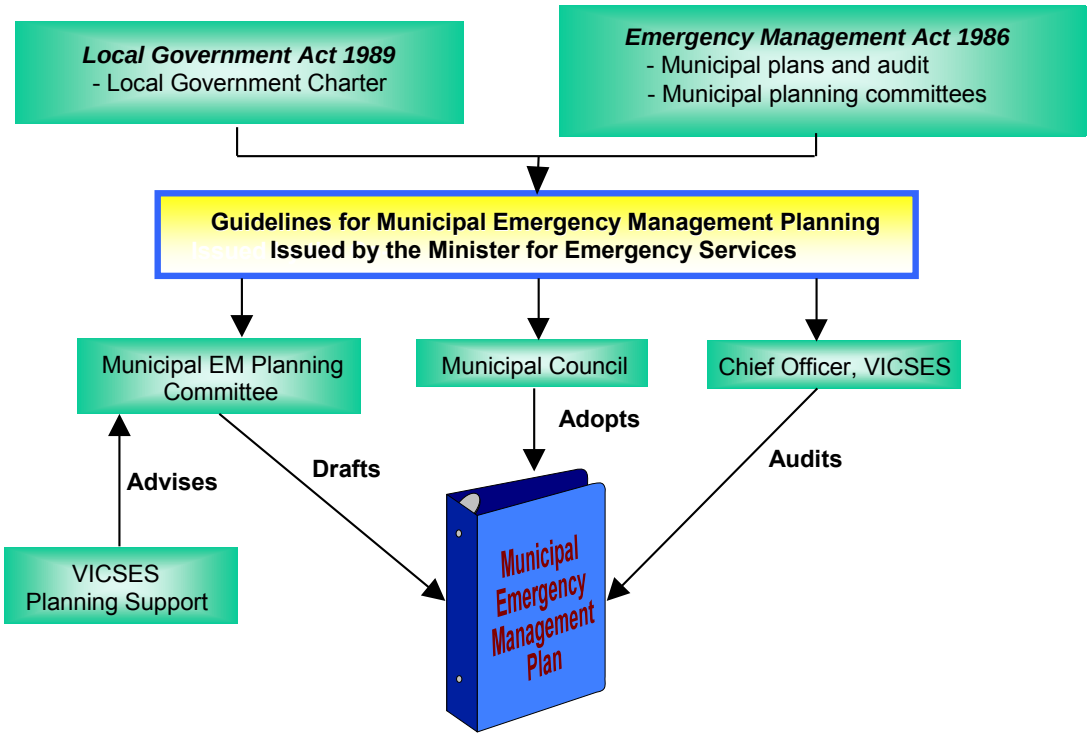


**Figure 4. Municipal emergency Management Planning Structure**

## Specific Hazard Planning

The Plan need not incorporate the arrangements to deal with specific hazards such as fire, flood, storm etc. However, where they are identified as priority risks, hazard-specific plans should be developed as sub-plans. Sub-plans detail the relevant prevention and response arrangements, and are referenced in the MEMP. Where a risk is not as significant, the MEMP itself may well contain hazard-specific plans and information for that risk.

Sub-plans should be consistent with, and refer to, the overall arrangements contained in the MEMP.[5].

## Provision for joint or integrated MEMPlanning[6]

Section 18 of the 1986 Act provides for two or more councils to carry out their municipal emergency management planning jointly. No external approval is needed for such arrangements as long as each council retains individual responsibility for meeting its planning requirements under the 1986 Act.

Where there are totally integrated emergency arrangements planned for two or more councils, one of the councils must be nominated as the principal municipal council and approval must be obtained from the Minister for Emergency Services. In this case a planning committee will prepare one plan on behalf of all of the participating councils, and one council will be nominated as the principal council.

## Agency roles

Emergency services and other agencies play key roles in the planning process. Agency representatives participate and contribute as members of the MEMP committee and provide expert advice on the content of the plan.

They contribute information on the structures in place for the response to and recovery from emergencies and the coordination arrangements in place for dealing with emergencies in the municipal district.

Some of those agencies will also be involved in the treatment management strategies/initiatives (commensurate with their jurisdiction) for identified risks.

## Organisational responsibilities

The MEMP contains the actions that agencies will take in the response to and recovery from emergencies in the municipality. It relies on the ability of all participants to fulfil their obligations under the plan.

All agencies with responsibilities under the MEMP should provide written confirmation of their capability and commitment to meet their obligations. This can be evidenced by their endorsement of the draft MEMP, including revisions, before it is presented to the council for consideration.

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[5] These sub-plans are not normally subject to the same audit regime as MEMPs.

[6] Where specific risks can impact more than one municipal district, the hazard-specific plan developed can be a sub-plan for more than one MEMP.

Where a group or organisation indicates that it will not, cannot or demonstrates that it does not meet its obligations as provided in the MEMP, the matter should be brought to the attention of the Chair or convenor of the MEMP committee.

The organisation or group in question should be requested to provide an explanation for its non-compliance and consideration may be given to the notification of the matter to the municipal emergency response coordinator (MERC) for consideration and any necessary action.

The MERC has the discretion to escalate the matter to the regional level if appropriate. This situation should rarely arise.

## Audit

Each MEMP must be audited at least once every 3 years to ensure that it complies with these guidelines.

The audit process is intended to support the development of high quality MEMPs that are consistent with these guidelines. It provides councils with constructive comments to assist in the preparation and maintenance of MEMPs.

The Chief Officer, VICSES is responsible for the audit process, which is conducted using a standard set of criteria directly related to these guidelines. Those criteria[7] may be used by MEMP committees and councils as a checklist to confirm that the plan contains the minimum required information. The MEMP provided for audit must be the most recent version endorsed by the MEMP Committee and adopted by the council.

An audit report is provided to the council, indicating whether or not the MEMP complies with these guidelines and if there are opportunities to improve the plan or planning process. Councils must within three months of receiving an audit report forward a copy of its written response to the Chief Officer, VICSES.

A MEMP that does not comply with these guidelines will be audited again in 12 months.

MEMP sub-plans are not audited as part of the MEMP audit process.

If a Municipal Fire Management Plan (that may be a sub-plan of the MEMP) has been developed in accordance with the Integrated Fire Management Planning framework, it will be audited in accordance with S. 55B of the *Country Fire Authority Act 1958* (see part 6A of this Manual).

[7] See Appendix 2 – Audit Questions

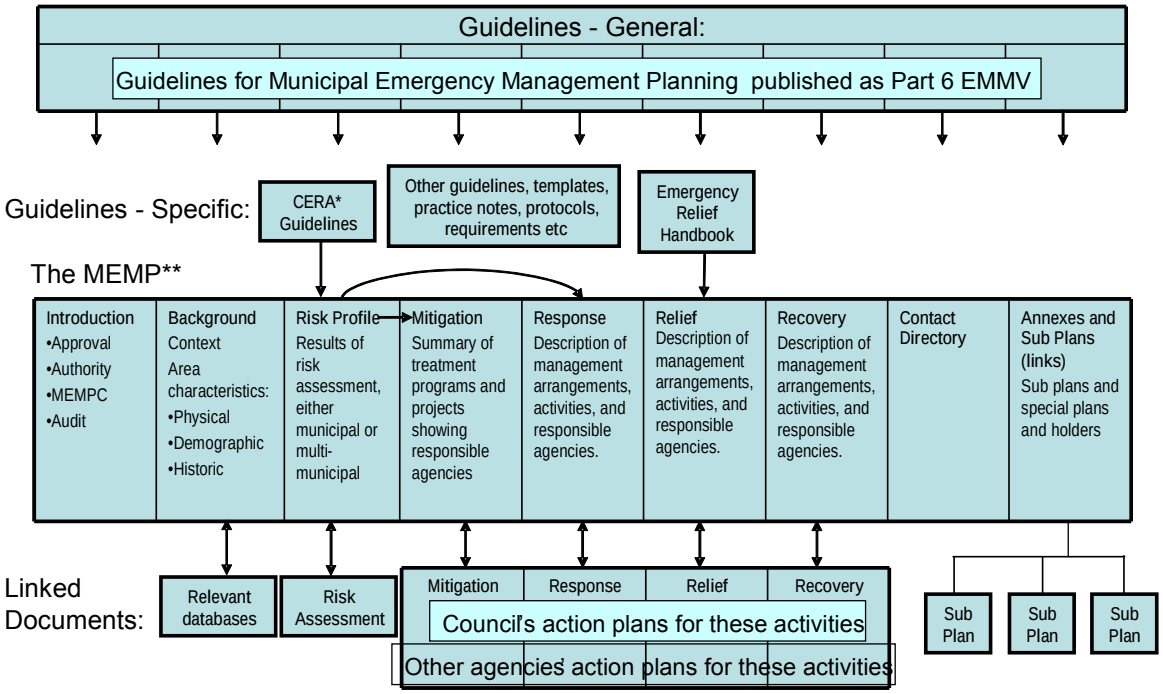
## How it all comes together

The Municipal emergency management planning process and the resultant plans are shown in the following diagram.

The diagram illustrates the use of various information sources[8] available to MEMP Committees to assist in the planning process; the breadth of information that the MEMP should contain; and the relationship of other plans to the MEMP.

The council is the custodian of the MEMP, as well as being one of the participants in the planning process during the development and maintenance phases. It is party to the MEMP just the same as the other agencies and organisations involved in the MEMP process, and it has its own specific organisational plan, as do other agencies and organisations involved in the MEMP process.

**Municipal Emergency Management Plans and Guidelines**




*Community Emergency Risk Assessment
** Confined to multi-agency information

[8] See the Related Documents section of these Guidelines on page 21.

# 6.4 The Municipal Emergency Management Planning Committee

## Introduction

The 1986 Act requires the appointment of a planning committee, specifies the general make-up of the committee, requires the committee to comply with directions and guidelines issued by the Minister for Emergency Services and allows for the making of regulations about the operation of the committee.

## Role

The Committee:

- develops and maintains the draft MEMP for consideration by the municipal Council
- assists in analysing and evaluating emergency related risks
- determines the need for a Municipal Fire Management Planning Committee in accordance with Part 6A, EMMV
- helps produce risk treatment strategies; and
- prepares risk specific response and recovery plans for the municipal district.

The committee should operate as a *planning* committee and not merely as a reporting committee.

## Membership

Section 21(3) of the 1986 Act recommends that each Council appoint to the MEMPC representatives of:

- the municipal council (members and employees)
- response agencies
- recovery agencies; and
- local community groups involved in emergency management issues.

The actual size of the committee will depend on the risk profile for the municipality and whether councils decide to conduct joint emergency management planning. The number of committee members must be relevant and manageable.

Membership could include the following:

- Executive officer to the Committee (council officer)
- Municipal Community Safety Manager/Municipal Emergency Manager or Councillor as chairperson
- Municipal Emergency Resource Officer
- Municipal Recovery Manager
- Municipal Fire Prevention Officer
- Municipal Emergency Response Coordinator (Victoria Police)
- Regional Recovery Coordinator or representative (Department of Health and Human Services and other Government departments)

- local emergency services' representatives
- local recovery agencies' representatives
- local representatives of other relevant agencies as needed (e.g. catchment management authority, Department of Environment, Land, Water and Planning, infrastructure bodies such as VLine, Electricity distribution companies)
- local medical representatives
- interested community groups
- local media representatives and others as required.

### Specialist sub-committees

It may be appropriate to form one or more specialist sub-committees of the MEMPC on subjects of major significance to the municipal district, such as priority risks such as floods, fire, exotic animal diseases etc. Consideration may be given to the formation of activity based planning sub-committees such as response, relief and recovery.

### Meetings - procedure

The Committee is free to determine its own procedure subject to any regulations issued under s. 39 of the 1986 Act. Bear in mind that the committee exists to plan and review, and is not merely a reporting committee.

### Frequency of meetings

Once a plan is prepared, the Committee should ideally meet three or four times a year, and each time an organisational change or emergency occurs.

# 6.5 Risk Management

## Introduction

To commence the emergency management planning process and as a means towards reducing or eliminating risks within the municipal district, the MEMP Committee is tasked with carrying out/overseeing the risk management process that includes:

- establishment of context and risk criteria
- hazard identification
- risk analysis
- evaluation and prioritisation of risks and possible treatments
- acting in its own right and making recommendations to responsible bodies as regards risk treatments
- monitoring and review.

Planning committees should use a risk management process consistent with the Australian/New Zealand Standard ISO 31000:2009 *Risk management – Principles and guidelines*, such as the Community Emergency Risk Assessment (CERA) process. VICSES can provide information and assistance on undertaking this process.

Emergency risk management allows a community to be aware of what risks exist and how these risks are to be dealt with to reduce future harm to the community. This enables the residents to prepare and seek assistance where necessary to enhance their safety.

The term risk management embraces the activities of establishing the context, risk assessment and risk treatment.

## Establishing the Context

The information gathering stage provides the MEMP committee with a comprehensive picture of the municipal district; the people who live there, its geographic features, infrastructure, and the history of emergencies in the district.

Information can be obtained from a number of sources including:

- municipal databases e.g. the planning scheme
- previous risks assessments
- local historical societies
- emergency service organisations
- Government departments and agencies such as the Department of Environment, Land, Water and Planning, Department of Health and Human Services, Department of Education and Training; Catchment Management Authorities and Parks Victoria
- essential services such as electricity, water, gas and public transport bodies
- major industrial facilities in the area, or adjoining municipal districts, and
- the Australian Bureau of Statistics.

The development of risk criteria serves the determination of priority risks for preparation of sub-plans and for risk treatment.

## Risk identification and assessment

The process of risk assessment identifies, analyses[9], evaluates and prioritises the emergency-related risks faced within the municipal district, and identifies possible treatment/controls. Participants in the risk assessment process can be drawn from a wide range of interest groups.

Specialist risk groups/personnel should be utilised where possible to undertake more detailed analyses of specific hazards e.g. fire, flood, storm, landslip.

An appropriately experienced person could be appointed to coordinate and lead the risk assessment process.

## Risk treatment

The responsibility for treatment of risks is shared by all agencies and the community. Treatment of specific risks for the municipal district is not the sole responsibility of the council. Many risk treatments will be carried out in the context of statewide programs or policies.

Consideration should be given to the establishment of specialist risk teams to identify and propose suitable risk treatments. These would be directed at both the sources of risk (i.e. hazards) and the elements at risk (i.e. population, physical assets, the environment and the economy).

Risk treatments include measures such as land-use planning, building control, major hazard facilities emergency planning (where applicable), health plans and a range of community safety programs.

Community education and engagement strategies are key elements in risk treatment at municipal level. There are a number of well established programs conducted by emergency services and others that inform and empower residents to assist in the prevention/mitigation of emergencies and enhance their own safety.

Selection of risk treatments involves cost-benefit analyses and consideration of the sources of funds. Some funding may be available from State agencies or grant funding programs.

Risk treatment activities should be monitored to ensure they meet the desired objectives.

A systematic record of risk treatment strategies is also helpful when seeking State government financial assistance as a demonstration of the measures that have been taken in the municipal district to minimise the risk to life and property.

## Financial Arrangements

Financial responsibility for risk treatments varies according to the type of treatment and the agencies that are involved. At the date of publication, one source of grant funds for municipal mitigation projects in Victoria is as follows:

### Natural Disaster Resilience Grants Scheme

This annual scheme funds natural disaster (and other) mitigation works, measures and related activities that contribute to safer, sustainable communities. These include natural disaster risk management studies,

[9] A broad-based risk analysis should consider the consequences of possible emergencies of different magnitudes on a range of elements at risk including: people, the natural and built environments and the economy.

risk treatments, warning systems, community awareness and readiness measures, investment in disaster resilient public infrastructure and other risk reduction measures.

It is part funded by the Commonwealth Government under the Natural Disaster Resilience Program, with a contribution from the applicant and/or other project partners.

Further information may be found at www.emv.vic.gov.au and search under the following links: Our Work>Current projects>Natural Disaster Resilience Grants.

# 6.6 Plan for emergency activities

## Introduction

Following the risk assessment process and the identification of residual risks[10], the planning process should address the strategies and arrangements for response to emergency events, provision of relief services and the processes for recovery from likely emergencies.

A brief description of the processes involved is provided to assist the planning committees to plan for these issues and ensure that they are adequately addressed in the plan.

### Municipal Resources and Other Functions

Although emergency planning is not solely about municipal resources, the following is provided for information.

Municipal resources are the resources owned by or under the direct control of council. The 1986 Act requires that the MEMP identify such resources and specify how they are to be used in emergency prevention, response and recovery. Planning must consider the matter of access to municipal resources for response, relief and recovery.

The Practice Note *Sourcing Supplementary Emergency Response Resources for Municipal Councils*[11] sets out in some detail the policy on responsibilities and reasonable expectations on councils in this matter, with an emphasis on response.

The Practice Note also explains the discretionary role of councils in providing access to 'other resources', defined as resources that are identified in the Plan as available, but are neither owned nor controlled by the municipal council.

MEMPs should identify local resources (both 'municipal' and 'other') that can be used during emergency response, relief and recovery operations. These resources may include:

- municipal council owned or controlled assets;
- municipal council employed or contracted personnel;
- local agencies that have agreed to participate in the formal emergency relief and recovery arrangements;
- local community agencies that have a capacity to assist people affected by emergencies; and
- private businesses and organisations with a capacity to provide emergency response, relief and recovery services or activities.

Where possible, these resources should be services and activities that are existing and already being provided to the community.

The MEMP must describe the arrangements that may be used to support the provision of municipal resources, to coordinate relief and recovery, and maintain community services in an emergency.

[10] Residual risks are those that still exist after the implementation of risk treatments

[11] To obtain a copy of this document, refer to the section Related Documents on page 6-21

These functions can be delivered in a number of different ways, depending on the council and the situation. These include:

- a council presence in the Incident Control Centre, which could be facilitated by an Emergency Management Liaison Officer
- a physical facility, such as an operations centre run out of the council, and/or
- virtually, using phone and email, or an incident management system.

### Financial arrangements[12]

As a general principle, municipal councils, government and non-government agencies and organisations are responsible for funding the provision of these services themselves.

### Council financial responsibilities

Councils are responsible for the costs of providing municipal resources (owned or under the direct control of council) including:

- equipment such as heavy machinery (even where under existing contract from external suppliers)
- personnel for response, relief and recovery activities
- resources for relief and recovery activities

The provision of some council resources for response activities may be subject to limits and/or constraints, e.g. the use of some equipment may be limited due to the expense of its operation.

### Natural Disaster Financial Assistance

Some financial assistance towards councils' operational expenditures in a natural disaster is provided under the State of Victoria's Natural Disaster Financial Assistance arrangements to assist in the recovery process and alleviate some of the financial burden. Financial assistance is provided through the Department of Treasury and Finance under the Commonwealth's Natural Disaster Relief and Recovery Arrangements.

Further information and claim form may be found at www.dtf.vic.gov.au and search under Publications (topic: Victoria's Economy).

## Response

This part of the planning process should include:

- response management definitions including command, control and coordination drawn from the State Emergency Response Plan
- control and support agencies and information on the local arrangements for response to identified emergencies, including evacuation
- response/recovery interface to reinforce the understanding that recovery arrangements commence during the response to emergencies and manage the transition of coordination between response and recovery.

[12] See also Appendix 1 *Financial Arrangements* in Part 8 of this Manual.

### Evacuation

Evacuation is a risk management strategy that involves the movement of people to a safer location. However, to be effective it must be correctly planned and executed.

As with emergency response activities, the main priority when deciding to undertake evacuation is the protection of life.

There are five stages in the evacuation process: decision, warning, withdrawal, shelter and return, detailed in the *Evacuation Guidelines*. (Refer to Part 8, Appendix 9 of this Manual)

Evacuation is a scalable activity that may be applied to individuals, a house, a street, a large facility (e.g. school or hospital), a suburb/town, or a large area of the State.

Primary responsibilities for evacuation are held by the control agency and Victoria Police (Evacuation Manager). A list of roles and responsibilities is included in the *Evacuation Guidelines*.

In Victoria, evacuation is largely voluntary. The controller makes a recommendation to evacuate and it the choice of individuals as to how they respond to this recommendation. However, in particular circumstances, legislation provides some emergency service personnel with authority to remove people from areas or prohibit their entry. (Refer to 'Restricting freedom of movement' in Part 3 of this Manual)

### Vulnerable Persons

The 2009 Victorian Bushfires Royal Commission recommended that MEMPs contain information about vulnerable people. Therefore MEMPs must contain both:

- information about community organisations already working with vulnerable individuals at the local level,
- a register of facilities where vulnerable people are likely to be situated – for example, aged care facilities, hospitals, schools and child care centres

Victoria Police, as the agency responsible for facilitating evacuations, depends on the MEMPs containing such information.

The Department of Health and Human Services *Vulnerable People in Emergencies Policy* provides further guidance on planning for the needs of vulnerable people.

### Community Fire Refuges
### Neighbourhood Safer Places (Places of Last Resort)

Where a municipal district is located wholly or partly in the country area of Victoria within the meaning of the Country Fire Authority Act, provisions identifying all designated neighbourhood safer places and community fire refuges in the municipal district are required to be included in MEMPs.

## Relief

Emergency relief is the provision of essential needs to individuals, families and communities during and in the immediate aftermath of an emergency.

The municipal councils are responsible for coordinating relief at the local level. Municipal councils will be assisted by other organisations and supported by the Department of Health and Human Services as the agency responsible for regional and state relief coordination.

The State Emergency Relief and Recovery Plan (Part 4 of this Manual) specifies the relief principles, responsibilities and planning requirements for MEMPs. Appendix 7 of the plan summarises the arrangements that must be addressed in MEMPs.

The *Emergency Relief Handbook: A planning guide* [13] can also assist with the preparation of local relief plans and operational procedures.

## Recovery

Recovery assists individuals and communities affected by emergencies to achieve an effective level of functioning. Recovery requires collaboration across five inter-related recovery environments:

1. **social environment** – the emotional, social, spiritual, financial and physical wellbeing of affected individuals and communities
2. **built environment** – the restoration of essential and community infrastructure
3. **economic environment** – the revitalisation of the affected economy
4. **natural environment** – the rehabilitation of the affected environment
5. **agricultural environment** – the restoration of affected agricultural activities.

The municipal councils are responsible for coordinating recovery at the local level. Municipal councils will be assisted by other organisations and supported by the Department of Health and Human Services as the agency responsible for regional and state recovery coordination.

The State Emergency Relief and Recovery Plan (Part 4 of this Manual) specifies the recovery principles, responsibilities and planning requirements for MEMPs. Appendix 7 of the plan summarises the arrangements that must be addressed in MEMPs.

[13] To obtain a copy of this document, refer to the section Related Documents on page 6-21

# 6.7 Other Information

## Municipal emergency management plan publication

After completing a draft of the plan, the Committee may choose to circulate it for comment and seek users' views on the content, organisation, presentation, consistency, and ease of use of the document.

These may include key stakeholders, members of the community facing particular risks, interested organisations and local businesses. The draft plan could be posted in the council offices or a meeting could be held to discuss its contents.

The Committee would then seek and expect to receive the endorsement of all agencies and organisations with roles and responsibilities listed in the MEMP before its presentation to the municipal council for consideration/adoption.

When publishing and distributing the MEMP, consideration should be given to the following:

- who needs and who will receive the MEMP? - Make sure identified stakeholders and organisations mentioned in the plan are on the distribution list.
- how to make the plan available/accessible to stakeholders;
- arrangements for updating the MEMP
- the number of copies required; and
- publicising the MEMP including within council.

### Legal Deposit

Councils should also be aware of the legislative requirement for a copy of each plan to be provided to the State Library of Victoria. Legal deposit is required under s. 49 of the *Libraries Act 1988*. The Act requires the deposit, within two months, of every new or amended publication published in Victoria. For more information see: www.slv.vic.gov.au/services/make-legal-deposit

## Municipal emergency management personnel

There are a number of positions that have important roles in municipal emergency management processes. Information on the suggested range of responsibilities for these key council roles is at Appendix 3.

## Roles of Commonwealth and State Governments

The Commonwealth Government has no constitutional responsibility for local safety and emergency services. But, it is responsible for the military defence of Australia and the civil defence of the Australian community during hostilities.

The Commonwealth supports emergency management in the states and territories in various ways. These include the provision of funds to the States to support emergency management and community resilience initiatives, and the direct involvement of Commonwealth agencies such as the Bureau of Meteorology, Centrelink and the Australian Defence Force.

State departments and agencies are responsible for providing emergency and emergency related services to the community, such as policing, social welfare and recovery services, agriculture, education, health and ambulance, land use planning policy, building control policy, and fire, rescue and other emergency services.

These services are delivered through regional offices/local branches, brigades/units and councils.

## Related Documents

- *Emergency Management Manual Victoria* (EMMV): Available in downloadable pdf format at www.emv.vic.gov.au/policies/emmv
- *Emergency Relief Handbook*: www.dhs.vic.gov.au/emergency
- Practice Note: *Operation of a Municipal Emergency Co-ordination Centre* at www.mav.asn.au and search under the following links: Policy & services>Emergency management>Municipal Emergency Management Enhancement Group
- Practice Note: *Sourcing Supplementary Emergency Response Resources from Municipal Councils*: www.mav.asn.au and search under the following links: Policy & services>Emergency Management> Municipal Emergency Management Enhancement Group..

# Appendix 1 – Suggested Structure and Content of a Municipal Emergency Management Plan

**PART ONE – INTRODUCTION**

1. **Agency and Municipal Council endorsement**
2. **Audit report**
3. **Aim**
4. **Objectives**

**PART TWO – BACKGROUND**

1. **Context**
2. **Area Characteristics**
   a. **Topography**
   b. **Demography**
   c. **Vulnerable persons: community organisations and facilities**
   d. **Municipal locations map**
   e. **History of emergencies**

**PART THREE – PLANNING ARRANGEMENTS**

1. **Planning structures and responsibilities**
2. **Audit requirements and process**

**PART FOUR – PREVENTION/MITIGATION ARRANGEMENTS**

1. **Background/Introduction**
2. **Hazard, Exposure, Vulnerability and Resilience**
3. **Risk assessment process and results**
4. **Treatment plans**
5. **Monitoring and review**

**PART FIVE: RESPONSE ARRANGEMENTS**

1. **Introduction**
2. **Command, Control, Coordination**
3. **Local response arrangements and responsible agencies**
4. **Municipal Emergency Coordination Centre(s) (MECC)**
5. **Financial considerations**
6. **Neighbourhood Safer Places (Places of Last Resort) and Fire Refuges**
7. **Planning for cross boundary events**
8. **Resource sharing protocols**
9. **Debriefing arrangements**
10. **Response/Recovery transition**

**PART SIX – RELIEF and RECOVERY ARRANGEMENTS**

1. **Introduction**
2. **Overview**
3. **Objectives of the Relief and Recovery**
4. **Management structure**
5. **Summary of relief and recovery arrangements, roles and responsibilities**
    a. **Role of Department of Health and Human Services in Recovery**
    b. **Supply of Goods/Services**
    c. **Counselling, Emergency Grants and Temporary Accommodation**
    d. **Public Funding**
6. **Government Assistance Measures**

**APPENDICES**

**A ADMINISTRATION**

- **Amendment History**
- **Distribution List**
- **Contact Directory**

**B SPECIAL PLANS AND ARRANGEMENTS (a list may be sufficient), including:**

**MUNICIPAL LEVEL**

- **Neighbourhood Safer Places (places of last resort)**
- **Community Fire Refuges**
- **Municipal Fire Management Plan**
- **Municipal Flood Management Plan (as required)**
- **Municipal Emergency Coordination Centre**
- **Emergency Relief Centres**
- **Others**

**COUNCIL**

- **Council Relief and Recovery Plan**
- **Other plans and standard operating procedures**

**C MAPS**

# Appendix 2 – Audit Questions

1. Describe and demonstrate how the MEMP reflects and incorporates the characteristics of the municipal district.
2. Describe how Council has prepared and maintained the MEMP in relation to the identification, use and coordination of municipal resources for emergency management activities.
3. Outline who has been appointed by the Council, to coordinate, support and manage municipal emergency management activities.
4. Provide evidence that the Council has appointed a Municipal Emergency Management Planning Committee (MEMPC) and that the plan identifies appropriate representation of agencies/ groups.
5. How often and under what circumstances does the MEMPC convene?
6. Explain the process by which the MEMP has been developed and maintained.
7. Explain how the MEMP has been reviewed by the MEMPC and the frequency.
8. Explain the process by which the contact directory is reviewed, updated and maintained.
9. Provide evidence that the MEMP has been presented to the Municipal Council for consideration.
10. Explain the process for the distribution of amendments to the MEMP, and to whom.
11. Describe and elaborate on the linkages between the MEMP and other municipal plans or strategies.
12. Outline the process by which the emergency risk management process is conducted and reviewed.
13. Explain what process has been undertaken to analyse and evaluate the identified risks.
14. Outline the process which was undertaken to develop an action plan for the treatment of risks.
15. Provide evidence that sub-plans are consistent with the risk profile of the municipal district.
16. Explain and demonstrate where the MEMP addresses the frequency of and details for exercises, which test elements of the MEMP.
17. Demonstrate that arrangements are in place for community awareness and information.
18. Demonstrate how the MEMP has considered and identified the response arrangements and whether these are consistent with State and Regional level plans.
19. Outline what procedures and arrangements are in place for the management of municipal response activities.

20 Demonstrate how the MEMP has considered and identified the emergency relief and recovery arrangements and whether these are consistent with Regional and State Emergency Relief and Recovery Plans.

21 Outline the procedures and policies in place for municipal emergency relief arrangements in relation to the coordination, management and provision of emergency relief activities.

22 Outline the procedures and policies in place for municipal recovery arrangements in relation to the coordination, management and service provision of emergency recovery activities.

23 Outline what procedures and arrangements are in place for municipal emergency relief and recovery arrangements in relation to the gathering and processing of information.

24 Outline what procedures and arrangements are in place for the establishment and functioning of Community Recovery Committee.

# Appendix 3 – Key Municipal Emergency Management Roles – Indicative Functions

Councils are required by the 1986 Act to appoint functional positions in relation to emergency management, including the Municipal Emergency Resource Officer(s) (MERO) who is responsible for the coordination of municipal resources to be used in emergency response and recovery operations. These positions will almost certainly also have a role in the MEMP process.

In addition, while not having a legislative basis, additional managerial roles such as Municipal Recovery Manager (MRM) and Municipal Emergency Manager (MEM) may assist in the planning for, and the delivery of council's emergency management roles and responsibilities.

For more information on these roles in connection with their responsibilities in the operation of a Municipal Emergency Coordination Centre see the Practice Note - *Operation of a Municipal Emergency Co-ordination Centre.*

In addition to municipal personnel, the VicPol Municipal Emergency Response Coordinator (MERC) plays an important role in the MEMP process to ensure that proper response plans are in place and that the municipal district arrangements are appropriate. For more information on the MERC role see the State Emergency Response Plan, Part 3 of this Manual.

## Municipal Emergency Resource Officer

The 1986 Act requires each council to appoint a Municipal Emergency Resource Officer/s (MERO).

The role of the MERO is to:

- coordinate municipal resources in emergency response[14];
- provide council resources when requested by emergency services or police during response activities;
- maintain effective liaison with emergency agencies within or servicing the municipal district;
- maintain an effective contact base so municipal resources can be accessed on a twenty-four hour basis;
- keep the municipal emergency coordination centre(s) prepared to ensure prompt activation if needed;
- liaise with the MEM and the MRM on the best use of municipal resources;
- organise a response debrief if requested by the Municipal Emergency Response Coordinator (MERC), an appointee of Victoria Police;
- ensure procedures and systems are in place to monitor and record expenditure by the council in relation to emergencies; and
- perform other duties as determined.

[14] The MERO is also responsible for coordination of municipal recovery resources if no municipal recovery manager is appointed

## Municipal Recovery Manager

The MRM should be a senior officer, as the recovery process can involve many aspects of council's activities over a considerable period. If the MERO is also the MRM, special planning is needed to minimise a clash of priorities in the early stages of dealing with emergencies, as response and recovery activities will be operating simultaneously.

The role of the MRM to:

- coordinate municipal and community resources for recovery;
- assist with collating and evaluate information gathered in the post-impact assessment;
- establish priorities for the restoration of community services and needs;
- liaise with the MEM and MERO on the best use of municipal resources;
- establish an information and coordination centre at the municipal offices or a location more appropriate to the affected area;
- liaise, consult and negotiate with recovery agencies and council on behalf of the affected area and community recovery committees;
- liaise with the regional recovery committee and Department of Health and Human Services;
- undertake other specific recovery activities as determined.

## Municipal Emergency Manager (Suggested)

The suggested roles and responsibilities for the MEM are;

- chair the Risk Management Group;
- coordinate a range of risk reduction activities to ensure maximum efficiency and synergy is obtained;
- liaise with the community on all safety matters and support staff and groups designated to deal with specific risks;
- track the progress of risk treatment programs.
- chair the MEMPC;
- ensure the MEMP is effective and current;
- ensure that municipal resources are utilised effectively in a community emergency, for response and recovery activities;
- coordinate the emergency management activities of, and liaise closely with the MERO, MRM and MFPO;
- ensure that an MECC can be activated at short notice in event of an emergency;
- arrange meetings of the MEMPC or the Municipal Emergency Coordination Group as appropriate during an emergency;
- maintain effective liaison with all regional, state or Commonwealth emergency related agencies servicing the municipal district;
- ensure that an effective contact base is maintained so that municipal resources can be accessed on a 24-hour basis;

- ensure that contractual arrangements with contractors to provide response or recovery support during an emergency are agreed to and documented in advance of such events;
- ensure that appropriate operating procedures and processes are developed, documented and tested by those required to use them during an emergency, and that suitable training takes place;
- ensure that appropriate procedures, processes and systems are in place to record and monitor any council expenditure specifically applicable to an emergency;
- ensure that applications for expenditures eligible for assistance from State sources are submitted to appropriate agencies;
- ensure that debriefing sessions are held for any response and recovery operation after an emergency to examine effectiveness of the MEMP, and upgrade it as necessary;
- keep the Council and Chief Executive informed on emergency management activities, including the presentation of an annual report on activities that includes expenditure incurred by the council during the previous 12 months.

## Municipal Fire Prevention Officer (MFPO)

The Country Fire Authority Act and the *Metropolitan Fire Brigades Act 1958* require each municipal council to appoint a fire prevention officer (generally known as a Municipal Fire Prevention Officer) and any number of assistant fire prevention officers.

With the introduction of the Integrated Fire Management Planning framework, a Municipal Fire Management Plan may be developed as a sub-plan to the MEMP or the risk may be dealt with by the MEMP.

The role of the MFPO is to:

- undertake and regularly review council's fire prevention planning and plans (together with the Municipal Fire Management Planning Committee (MFMPC), if one exists);
- liaise with fire services, brigades, other authorities and councils regarding fire prevention planning and implementation;
- advise and assist the Municipal Emergency Management Planning Committee (or MFMPC) on fire prevention and related matters;
- ensure the MEMP contains reference to the Municipal Fire Management Plan;
- report to council on fire prevention and related matters;
- carry out statutory tasks related to fire prevention notices and infringement notices;
- investigate and act on complaints regarding potential fire hazards;
- advise, assist and make recommendations to the general public on fire prevention and related matters;
- issue permits to burn (under s. 38 of the Country Fire Authority Act); and
- facilitate community fire safety education programs and support Community Fireguard groups in fire-prone areas. Support fire

services in the delivery of community fire safety education programs.

## Municipal Emergency Coordination Group

It has become common practice to utilise a core group of municipal emergency management staff to manage the roles that council undertakes during emergencies.

The Municipal Emergency Coordination Group is a key municipal decision making group that includes the MERC, MERO and MRM and performs a leadership role in the MECC. There is a constant information flow and regular consultation between these positions.

The Group provides a link between the Incident Control Centre/Emergency Operation Centre, Emergency Management Liaison Officers and the MECC staff to ensure that requests for resources and any other related requirements can be addressed.

# Guidelines for Municipal Fire Management Planning

## Part 6A: Emergency Management Manual Victoria

# Preface

These guidelines are issued to municipal emergency management planning committees by the Minister for Emergency Services.

They are published to facilitate the introduction of integrated fire management planning at municipal level, using the provisions of the *Emergency Management Act 1986*, which provides that a municipal emergency planning committee must give effect to any direction or guideline issued by the Minister. (S 21(5))

The integrated fire management planning framework is designed to support the integration, consistency and coordination of the fire management planning activities of government, the fire management sector and communities to achieve effective fire management for the State of Victoria. The State Fire Management Planning Committee has published a detailed Planning Guide about the planning process and products.

In relation to municipal councils wholly or partly in the Country Area of Victoria, a municipal fire management plan prepared and endorsed in compliance with these guidelines will be deemed to fulfil section 55A of the *Country Fire Authority Act 1958* which requires them to have a municipal fire prevention plan with certain defined contents. (Note that while the Country Fire Authority Act requires each council in its area to have a municipal fire prevention plan, the appointment of a municipal fire prevention committee (s. 54) is at the discretion of the Authority, and is not mandatory.)

The municipal fire management plan prepared under these Guidelines will be a sub-plan of the municipal emergency management plan. It may be prepared by the Municipal Emergency Management Planning Committee or a sub-committee (the Municipal Fire Management Planning Committee) appointed for the purpose.

In due course, the Country Fire Authority Act and the *Metropolitan Fire Brigades Act 1958* may be amended to provide a specific statutory requirement for municipal fire management planning across the State.

These guidelines are published to enable Municipal Emergency Management Planning Committees to implement the municipal level of integrated fire management planning. **These are interim guidelines specifically designed for the implementation phase of integrated fire management planning, and will be reviewed and replaced as implementation progresses.**

# Contents


6A.1 Decision to establish a Municipal Fire Management Planning Committee ..... 6A-1
6A.2 Municipal Fire Management Planning Committee: Suggested Terms of Reference ... 6A-2
Purpose ..... 6A-2
Membership ..... 6A-2
Role of the Committee ..... 6A-2
Governance ..... 6A-3
Reporting ..... 6A-3
Support ..... 6A-3
Schedule of Meetings ..... 6A-3
6A.3 Municipal Fire Management Planning ..... 6A-4
Planning Process ..... 6A-4
6A.4 Plan Endorsement and Adoption ..... 6A-4
6A.5 Contents of the Municipal Fire Management Plan ..... 6A-5

## 6A.1 Decision to establish a Municipal Fire Management Planning Committee

While these Guidelines are primarily about the development of the municipal fire management plan, an initial decision for the Municipal Emergency Management Planning Committee (MEMPC) will be whether to form a Municipal Fire Management Planning Committee (MFMPC). The decision should be based on the level and nature of the fire risk in each municipal district.

This will be determined by a review of fire risk assessments already undertaken including through the Community Emergency Risk Assessment (CERA) process. This review will be informed by the fire services using their expertise, information and tools at their disposal and facilitated by the relevant Fire Planning Network Manager. The review will identify the complexity of any fire risk, consider the level and range of potential consequences from historic and potential fire events for the municipal district and determine the need to form a MFMPC.

To facilitate the development and maintenance of a fire management plan it is recommended that an MFMPC be a sub-committee to the MEMPC. The MEMPC will be responsible for the development and endorsement of the terms of reference for the MFMPC, committee membership and overseeing the election of the Chair of the MFMPC.

In municipal districts where the risk from fire does not indicate the need for a specialist sub committee, the roles and responsibilities of the MFMPC as set out below must be carried out by the MEMPC, including the development of a municipal fire management plan.

# 6A.2 Municipal Fire Management Planning Committee: Suggested Terms of Reference

## Purpose

The Committee's purpose, of which the development of a municipal fire management plan is part, is to provide a municipal-level forum to build and sustain organisational partnerships, generate a common understanding and shared purpose with regard to fire management and ensure that the plans of individual agencies are linked and complement each other.

## Membership

The Municipal Fire Management Planning Committee, appointed by the Municipal Emergency Management Planning Committee, has representation from the following organisations:

- Municipal council
- Relevant Fire Service(s)
    - Country Fire Authority
    - Department of Environment, Land, Water and Planning
    - Metropolitan Fire Brigade
- Other members as required.

## Role of the Committee

The Committee is to:

- plan for fire management in a manner that coordinates fire management activities across agencies
- provide information to and engage with the community on matters related to fire management planning
- using the planning guide issued by the State Fire Management Planning Committee, draft a Municipal Fire Management Plan for recommendation to the MEMPC and comment by the Regional Strategic Fire Management Planning Committee, prior to consideration by the Council
- monitor, review and report on the delivery of the Municipal Fire Management Plan
- advocate to the Regional Strategic Fire Management Planning Committee for municipal fire management needs
- work with the Municipal Emergency Management Planning Committee to align planning activities

- share knowledge and create an environment of continuous improvement.

## Governance

The Municipal Fire Management Planning Committee is established and undertakes planning as a sub-committee of the Municipal Emergency Management Planning Committee formed under s. 21(3) of the *Emergency Management Act 1986*.

- The MFMPC will be chaired from within its membership
- The MFMPC will receive support and guidance from the Regional Strategic Fire Management Planning Committee
- Composition will be as determined by the MEMPC.

## Reporting

The Municipal Fire Management Planning Committee will report quarterly to the Municipal Emergency Management Planning Committee and the Regional Strategic Fire Management Planning Committee.

## Support

Administrative support requirements will be determined by the committee and resourced through committee members where possible.

Planning processes will be managed and supported with technical expertise by relevant fire services.

## Schedule of Meetings

The Committee will meet at least once every quarter unless otherwise required.

## 6A.3 Municipal Fire Management Planning

### Planning Process

The State Fire Management Planning Committee is responsible for providing direction and support to implement integrated fire management planning at regional and municipal levels. It has developed a detailed guide to assist committees in undertaking the planning process for integrated fire management.

A rigorous planning process is required to ensure integrated fire management planning is successfully implemented. This planning process supports the multi-agency approach to fire management. Fire management planning committees will work cooperatively and collaboratively on the development and implementation of plans through:

- implementing common planning models and methodologies
- allocating resources and responsibilities
- participating in common decision-making through the committee process
- collaboratively delivering fire management activities
- engaging cooperatively.

## 6A.4 Plan Endorsement and Adoption

The MEMPC/MFMPC shall seek endorsement, by signature, of the draft plan from committee and, where appropriate, non-committee members with responsibilities and accountabilities under the plan.

Once endorsed by the Municipal Emergency Management Planning Committee, the plan will be sent to the Regional Strategic Fire Management Planning Committee for comment, prior to the recommendation to council for consideration.

For councils wholly or partly within the Country Area of Victoria, the Municipal Fire Management Plan as adopted by council will be deemed to meet the requirement for a municipal fire prevention plan under S 55A(1) of the Country Fire Authority Act, provided that it contains the provisions as set out in S 55A(2).

## 6A.5 Audit

For councils wholly or partly within the Country Area of Victoria, the Municipal Fire Management Plan will also be audited under S 55B of the *Country Fire Authority Act 1958*. For other councils, audit arrangements will be determined prior to the initial audit of the Municipal Fire Management Plan.

## 6A.6 Contents of the Municipal Fire Management Plan

| Section | Heading | Suggested Contents |
|---|---|---|
| 1 | Introduction | • Context and starting point to engage the reader into the fire management planning process, including<br>  • authority for the plan and planning processes<br>  • period of the plan<br>  • summary of the plan preparation process<br>  • stakeholder analysis<br>  • community and organisational engagement process |
| 2 | Engagement and communications | • Summary of process undertaken and its outcomes |
| 3 | Summary of the environmental scan | • Description of the municipal district, including demographic and geographic characteristics<br>• Outputs of environmental scanning, e.g.<br>  • values of the region/municipal district<br>  • assumptions about the future of the region/municipal district, and their implications for fire management |
| 4 | Municipal fire management objectives | • Alignment to regional objectives<br>• Objectives and outcomes proposed<br>• Strategic directions<br>• Required links to other business planning and program development of key stakeholders |
| 5 | Fire management risk strategies | • Matrix of the priority risks in the municipal district showing management strategies, including<br>  • physical and geographical risks as well as systems risks<br>  • treatments and actions to implement fire management objectives<br>  • timelines*<br>  • responsible agencies |
| 6 | Improvement and plan reporting and review processes | • Detail intentions to<br>  • monitor, evaluate and report on plan outcomes<br>  • review and update plan itself |
| 7 | Attachments | • Including:<br>  • maps where appropriate<br>  • reference and linkages with any local plans where appropriate |

* planning cycle for municipal-level treatment activities is 3 years

NB: In the country area of Victoria, the municipal fire management plan must contain provisions as required by S 55A(2) of the *Country Fire Authority Act 1958*.

# Emergency Management Agency Roles

## Part 7: Emergency Management Manual Victoria

# Contents

CONTROL AND SUPPORT AGENCIES FOR RESPONSE ..... 7-1
SUPPORT SERVICES FOR RESPONSE ..... 7-5
ASSISTANCE AND AGENCIES FOR RELIEF AND RECOVERY ..... 7-6
AGENCY ROLE STATEMENTS ..... 7-19
Airservices ..... 7-20
Ambulance Victoria ..... 7-22
Australian Defence Force: Victoria ..... 7-24
Australian Energy Market Operator (AEMO) ..... 7-25
Australian Government Department of Home Affairs ..... 7-26
Australian Government Department of Human Services ..... 7-27
Australian Maritime Safety Authority ..... 7-28
Australian Red Cross ..... 7-29
Australian Transport Safety Bureau ..... 7-30
Bureau of Meteorology ..... 7-31
Catchment Management Authorities ..... 7-32
CityLink ..... 7-34
Coroners Court of Victoria ..... 7-35
Country Fire Authority ..... 7-36
Department of Education and Training ..... 7-38
Department of Environment, Land, Water and Planning ..... 7-39
Department of Jobs, Precincts and Regions ..... 7-45
Department of Justice and Community Safety ..... 7-49
Department of Health and Human Services ..... 7-51
Department of Premier and Cabinet ..... 7-54
Department of Transport (including Head, Transport for Victoria) ..... 7-56
Department of Treasury and Finance ..... 7-59
EastLink ..... 7-60
Emergency Broadcasters ..... 7-61
Emergency Management Commissioner ..... 7-62
Emergency Management Victoria ..... 7-63
Emergency Services Telecommunications Authority (ESTA) ..... 7-65
Energy Safe Victoria ..... 7-66
Environment Protection Authority ..... 7-68
Foodbank Victoria ..... 7-70
Inspector-General for Emergency Management ..... 7-71
Insurance Council of Australia Ltd ..... 7-72
Lend Lease (Peninsula Link) ..... 7-73

Life Saving Victoria....7-74
Melbourne Water....7-75
Metropolitan Fire Brigade....7-77
Municipal Councils....7-79
National Offshore Petroleum Safety and Environmental Management Authority....7-81
NBN Co....7-82
Parks Victoria....7-83
Rural Assistance Commissioner....7-85
Salvation Army - Victorian Emergency Services....7-86
St John Ambulance Australia (Vic.)....7-87
Telstra Corporation Limited....7-88
Transport Safety Victoria....7-89
VicRoads....7-90
Victoria Police....7-92
Victoria State Emergency Service....7-93
Victorian Building Authority....7-94
Victorian Council of Churches....7-95
Victorian Fisheries Authority....7-96
Victorian Institute of Forensic Medicine....7-97
Victorian Managed Insurance Authority....7-99
Victorian Ports Corporation (Melbourne)....7-100
Victorian Regional Channels Authority....7-101
VicTrack....7-102
Volunteer Search and Rescue Organisations....7-103
Volunteer Marine Search and Rescue Organisations....7-104
Water Corporations....7-105
Wireless Institute Civil Emergency Network (WICEN)....7-106
WorkSafe Victoria (Victorian WorkCover Authority)....7-107

# Control and Support Agencies for Response

The purpose of this table, required by the *Emergency Management Act 2013*, is to identify control agencies and key support agencies for response. Response planners should use it as a guide to agencies that need to be included in response plans. It does not list all agencies that may be involved in any particular emergency. Nor does it list all emergencies that may be encountered.

In using this table, reference should be made to the *State Emergency Response Plan* (Part 3 of this manual) for an explanation of response concepts and operational arrangements. The general responsibilities of control and support agencies are listed in the *State Emergency Response Plan* (Part 3 Appendix A of this manual).

Refer to Part 8 of this manual, for explanations of abbreviations and technical terms.

Traditional Owners who are party to Indigenous Land Use Agreements with the Victorian Government should be involved and consulted in accordance with the requirements of the agreement, when managing emergencies.

## Control Agency

A control agency is an agency identified within this table that is the primary agency responsible for responding to a specified type of emergency. The control agency may change as the emergency progresses or is clarified.

There are complex emergencies where a shared accountability across a number of agencies occurs. In these cases there is a need for a single agency to be responsible for the collaborative response of all the agencies. For the purposes of consistency, the term control agency will be used to describe this lead agency role.

Where an emergency type is not listed or where there is uncertainty in identifying a control agency, the Emergency Management Commissioner or relevant emergency response coordinator will determine the control agency. The control agency will generally be the agency with a role or responsibility that is most closely aligned to the emergency.

The control agency is based on the major effect of the incident/event rather than the cause and control can be transferred when the major effect of the incident/event reduces and another effect becomes more important.

Where multiple control agencies are listed, the control agency responsibility is delineated through legislation or administrative arrangements. Refer to agency role statements for clarification.

## Support Agency

A support agency is an agency that provides essential services, personnel or material to support or assist a control agency or affected persons.

Any agency may be requested to assist in any emergency if it has skills, expertise or resources that may contribute to the management of the emergency.

There are generic support services and support agencies listed in the Support Services for Response table.

| **Emergency** (as per the Emergency Management Act 2013) | **Form of emergency** | **Control agency** (agency with the primary responsibility for responding to the emergency) | **Class of major emergency** |
|---|---|---|---|
| An earthquake, flood, wind-storm or other natural event | Earthquake | VICSES | 1 |
| | Flood | VICSES | 1 |
| | Heat | EMC | 2 |
| | Storm | VICSES | 1 |
| | Tsunami | VICSES | 1 |
| | Landslide | VICSES | 1 |
| Fire and explosion | Aircraft | ARFF /CFA/MFESB | 1 (2 if ARFF) |
| | Boilers and pressure vessels | CFA/MFESB | 1 |
| | Explosion | CFA/MFESB | 1 |
| | Explosive device | Victoria Police | 3 |
| | Fire | CFA/MFESB/DELWP | 1 |
| Road accident or any other accident | Aircraft | Victoria Police | 2 |
| | Biological materials (including leaks and spills) | DHHS | 2 |
| | Gas leakage | CFA/MFESB | 1 |
| | Hazardous materials, high consequence dangerous goods or dangerous goods (including leaks and spills) | CFA/MFESB/ARFF | 1 (2 if ARFF) |
| | Lifts, cranes or scaffolding and amusement structures | CFA/MFESB | 1 |
| | Building collapse | CFA/MFESB/VICSES | 1 |
| | Dam safety | DELWP | 2 |
| | Marine (not including marine pollution) | Victoria Police | 2 |
| | Military aircraft and ships | Defence Force | 2 |
| | Radioactive materials (including leaks and spills) | DHHS | 2 |
| | Rail and tram | Victoria Police | 2 |
| | Road | Victoria Police | 2 |
| | Aircraft – inflight emergency | Airservices Australia | 2 |
| | Maritime casualty – non SAR (all vessels) in commercial and local port waters | Commercial or Local Port Manager [1]/ TSV | 2 |
| | Maritime casualty – non SAR (all vessels in coastal waters) not in commercial and local port waters | TSV | 2 |
| | Cetacean (whale and dolphin) stranding, entanglement and vessel strike | DELWP | 2 |

[1] *Commercial Port Manager for this purposes of this table are the following: Port of Hastings; Port of Portland; Port of Gippsland; Victorian Ports Corporation (Melbourne)*

| Emergency (as per the Emergency Management Act 2013) | Form of emergency | Control agency (agency with the primary responsibility for responding to the emergency) | Class of major emergency |
|---|---|---|---|
| Plague or an epidemic or contamination | Chemical contamination of livestock or agricultural produce (agricultural or veterinary) | DJPR | 2 |
| | Exotic animal disease (includes bees and aquaculture) | DJPR | 2 |
| | Plant pest or disease | DJPR | 2 |
| | Marine pollution oil spills in Victorian coastal waters up to three nautical miles | DoT/ Port Manager | 2 |
| | Wildlife affected by marine pollution | DELWP | 2 |
| | Exotic marine pest incursion | DJPR | 2 |
| | Vertebrate pest/plagues | DJPR | 2 |
| | Retail food contamination | DHHS | 2 |
| | Food/drinking water contamination | DHHS | 2 |
| | Human disease | DHHS | 2 |
| | Blue-green algae | DELWP | 2 |
| | Non-hazardous pollution of inland waters | DELWP | 2 |
| | Shark hazard | Victorian Fisheries Authority | 2 |
| A warlike act or act of terrorism, hijack, siege or riot | A warlike act or act of terrorism, hijack, siege or riot | Victoria Police | 3 |
| | Other threats against persons, property or environment | Victoria Police | 2 |
| A disruption to an essential service | Food supply, critical infrastructure damage or disruption | Victoria Police | 2 |
| | Electricity | DELWP | 2 |
| | Natural gas | DELWP | 2 |
| | Petroleum and liquid fuels | DELWP | 2 |
| | Public transport | DoT | 2 |
| | Roads/bridges/tunnels | DoT | 2 |
| | Drinking water and sewerage services | DELWP | 2 |
| | Cyber Security | DPC | 2 |
| Rescue *(note – not listed in the EM Act 2013 and potentially a support service)* | Building, structure | CFA/MFESB/VICSES | 1 |
| | Cave | Victoria Police | 2 |
| | Land | Victoria Police | 2 |
| | Lift, crane, scaffolding or amusement structure | CFA/MFESB | 1 |
| | Mine/quarry | Victoria Police | 2 |
| | Rail, aircraft and industrial | CFA/MFESB/VICSES | 1 |
| | Road | CFA/MFESB/VICSES | 1 |

| **Emergency** (as per the Emergency Management Act 2013) | **Form of emergency** | **Control agency** (agency with the primary responsibility for responding to the emergency) | **Class of major emergency** |
|---|---|---|---|
| | Trench or tunnel | CFA/MFESB | 1 |
| | Water | Victoria Police | 2 |
| Search *(as above)* | Land | Victoria Police | 2 |
| | Water | Victoria Police / AMSA | 2 |
| | Overdue aircraft | AMSA | 2 |

# Support Services for Response

In addition to the list of control agencies, there are a range of functional support services for response. All agencies listed in Part 7 of this manual, may potentially be support agencies in the event of an emergency, where they have the skills, expertise or resources to contribute to the management of an emergency. Refer to each agency's role statement for a list of the services provided.

The agency with portfolio responsibility for the subject area will generally be the lead agency for the functional area and will coordinate the involvement of service providers within the portfolio.

| Functional support area | Lead agency (state) |
|---|---|
| Agriculture | DJPR |
| Animal Welfare (livestock and companion animals) | DJPR |
| Animal Welfare (wildlife) | DELWP |
| Ambulance / first aid | AV |
| Business and industry | DJPR |
| Coronial services | Coroner's Court of Victoria |
| Courts, corrections and consumer affairs | DJCS |
| Deceased person identification | Victoria Police |
| Earth resources (mines) | DJPR |
| Education | DET |
| Emergency services telecommunications | ESTA |
| Energy (including electricity, gas and liquid fuels) | DELWP |
| Environmental impact (air, land and water quality) | EPA |
| Health and human services | DHHS |
| Health command | AV |
| Local government | DELWP |
| Media/communications | EMV |
| Public land | DELWP |
| Public transport | DoT |
| Responder agencies | CFA, MFESB, DELWP, VICSES |
| Roads | DoT |
| Spatial data | DELWP |
| Specific facilities (including secure facilities) | Owner or manager |
| State Government | DPC |
| Telecommunications | DJPR |
| Tourism | DJPR |
| Transport (including airports and ports) | DoT |
| Water and sewerage | DELWP |
| Weather | BOM |
| Worksafe | Victorian WorkSafe Authority |

# Assistance and Agencies for Relief and Recovery

The tables below provide a guide for relief and recovery planners to understand the range and types of assistance, and the providers of each, to support community relief and recovery.

They must be read in conjunction with the *State Emergency Relief and Recovery Plan* (Part 4 of this manual).

The information shown is in summary form. Refer to the Agency Role Statements following these tables for further details or consult agencies directly. For government post-emergency assistance measures and eligibility refer to Part 8: Appendix 1 of this manual.

This guide does not preclude the provision of these or additional services by others than those shown, provided they are managed within the relief and recovery coordination arrangements outlined in *State Emergency Relief and Recovery Plan* (Part 4 of this manual).

Acronyms, abbreviations and a glossary of terms are provided in Part 8 of this manual.

## Relief

Relief is defined as 'the provision of assistance to meet essential needs of individuals, families and communities during and in the immediate aftermath of an emergency'.

State relief is the responsibility of Emergency Management Victoria, supported by Australian Red Cross. Regional relief coordination is the responsibility of the Department of Health and Human Services and municipal relief coordination is the responsibility of municipal councils.

Relief assistance is grouped into the following areas of responsibility. Each area has a lead coordinating agency/ies responsible for:

- Coordinating strategic information sharing, to facilitate activities listed under that area of responsibility
- Monitoring relief issues, risks, progress and capacity issues
- Determining and implementing appropriate communication and information sharing mechanisms with relevant departments, agencies and key stakeholders to facilitate the above
- Reporting progress and issues to the Relief and Recovery Manager at the next higher level

Each relief area of responsibility is summarised below.

| **RELIEF**<br>*The provision of assistance to meet essential needs of individuals, families and communities during and in the immediate aftermath of an emergency* | | | |
|---|---|---|---|
| **FUNCTIONAL AREA**<br>**(lead coordinating agency)** | **ACTIVITIES** | **INCIDENT/ LOCAL LEAD** | **SUPPORT AGENCIES** |
| Emergency Shelter<br><br>(DHHS) | • Arrange emergency shelter and accommodation for displaced households | • Municipal council | • DHHS |
| Food and Water<br><br>(Aust. Red Cross) | • At regional and state levels, Red Cross coordinates food and water including support from agencies, and provides support at the local level when requested | • Red Cross | • Salvation Army<br>• Foodbank Victoria |
| Reconnecting family and friends<br><br>(VicPol, Aust. Red Cross) | • Operate Register.Find.Reunite in relief centres, enquiry centres or online, to reconnect people with family, friends and their communities | • VicPol | • Aust. Red Cross |
| Disbursement of material aid (non-food items)<br><br>(Salvation Army) | • Provide essential material aid (non-food items) to emergency affected persons including clothing, bedding and other personal requisites. | • Salvation Army | |
| Emergency financial assistance<br><br>(DHHS) | • Administer relief payments through the personal hardship assistance program, to help individuals meet their basic needs | • DHHS | • Australian Government Department of Human Services |
| Animal welfare<br><br>(DJPR, DELWP) | • DJPR is the primary agency for animal welfare (other than wildlife) support services<br>• DELWP is the primary agency to respond to wildlife welfare<br>• Municipal councils are responsible for housing of displaced and lost/stray companion animals | • DJPR<br>• DELWP<br>• Municipal Councils | • Municipal Councils<br>• VFF<br>• RSPCA<br>• Australian Veterinary Association |

| | | | |
|---|---|---|---|
| Drinking water for households<br><br>(DELWP) | • Provide drinking water to households | • Local water corporation | • DELWP<br>• Municipal Councils<br>• DHHS |
| Food and grocery supply logistics continuity<br><br>(DJPR) | • DJPR will support food and grocery supply logistics continuity planning and operations with the major food distribution operators | • DJPR | |
| Health and Medical assistance and first aid<br><br>(Ambulance Victoria) | • Provide pre hospital care to people affected by emergencies<br>• Establish field primary care clinics<br>• Provide other health and medical relief assistance measures | • Ambulance Victoria | • St John Ambulance<br>• DHHS |
| Community information<br><br>(Control agency) | • Provide relief and recovery information to assist communities to make informed decisions about their safety | • Control agency | |
| Psychosocial support<br><br>(DHHS) | • Personal support (psychological first aid and emotional-spiritual care) in relief and recovery centres and through community outreach | • Municipal Councils | • Aust. Red Cross<br>• VCC EM |

## Recovery

Recovery is defined as 'the assisting of persons and communities affected by emergencies to achieve an effective level of functioning'.

State recovery coordination is the responsibility of Emergency Management Victoria at state level, the Department of Health and Human Services at regional level, and municipal councils at the local level. Recovery assistance is arranged into four environments of *social, economic, built and natural.* Each environment has one or more functional areas that bring together a number of related recovery activities to address specific community needs.

The four recovery interrelated environments described below provide a framework within which recovery can be planned, reported, monitored and evaluated. They do not have a single agency responsible for their coordination.

Functional areas describe a community need and bring together a number of related recovery activities. They provide the sector and broader public with a clear understanding of relief and recovery services and the agency responsible for coordinating them. There are fourteen functional areas across the four environments.

The coordinating agency for a recovery functional area will be responsible for:

- overseeing the service delivery of recovery elements for that function
- monitoring and reporting risks, consequences, progress and capacity issues to ensure service delivery is being achieved to impacted communities in a timely manner
- determining and implementing appropriate communication and information sharing mechanisms with relevant departments, agencies and key stakeholders to facilitate the above
- reporting progress and issues to the State Relief and Recovery Manager

Each functional area has a number of recovery activities. An activity is a defined recovery program, service or product that is delivered to assist a community in its recovery. Every activity has a State Government lead agency responsible for its delivery, often with several other agencies supporting them. Community needs will determine if the recovery activity is required.

Recovery environments and functional areas are as follows.

| SOCIAL ENVIRONMENT<br>*The social environment considers the impact an event may have on the health and wellbeing of individuals, families and communities. This environment is primarily concerned with safety, security and shelter, health and psychosocial wellbeing.* | | | |
|---|---|---|---|
| **FUNCTIONAL AREA**<br>**(lead coordinating agency)** | **ACTIVITIES** | **LEAD** | **SUPPORT** |
| Housing and Accommodation (DHHS)<br><br>Assist people displaced by the emergency to access temporary accommodation, and return to permanent housing as soon as possible | • Support securing interim accommodation | • DHHS | • Municipal Councils<br>• Community Housing agencies |
| | • Advice to councils on interim accommodation standards for displaced people | • DHHS | |
| | • Survey and make a determination regarding occupancy of damaged buildings | • Municipal Councils | |
| | • Building advice and information to residents | • VBA | • Municipal Councils |
| | • Transition to permanent housing | • DHHS | • Community Housing agencies |
| Individual and Household Financial Assistance (DHHS)<br><br>Assist households to minimise the financial impact of the emergency by providing advice and financial assistance where eligible | • Personal hardship assistance program- Re-establishment assistance | • DHHS | • DTF<br>• EMV |
| | • Australian Government Disaster Recovery financial assistance | • DHHS as lead Govt liaison | • Aust. Government Department of Human Services |
| | • Insurance advice and information to customers | • DTF as lead Govt liaison | • ICA<br>• VMIA<br>• Victoria Legal Aid |

| | | | |
|---|---|---|---|
| Psycho-social Support (DHHS)<br><br>Support the emotional, spiritual, cultural, psychological and social needs of affected people | • Personal support (psychological first aid and emotional-spiritual care) in relief and recovery centres and through community outreach | • DHHS | • Aust. Red Cross<br>• VCC EM |
| | • Family violence services and information | • DHHS | • Specialist family violence services<br>• Mental health services<br>• Private providers |
| | • Counselling | • DHHS | • Mental health services<br>• Private providers |
| | • Support in emergencies caused by criminal acts | • Victim Support Agency | • VCC EM |
| | • Support and advice to aid schools and early childhood services | • DET | |
| | • Referrals to psychosocial support services for primary producers and animal owners | • DJPR | • DHHS |
| | • Support for the bereaved | • VIFM | • Coroners Court<br>• DHHS<br>• VCC EM |

| | | | |
|---|---|---|---|
| Health and Medical Assistance (DHHS)<br><br>Ensure that health and medical emergency responses are coordinated and appropriate | • Public health advice | • DHHS | • Municipal councils |
| | • Advice on wellbeing in recovery | • DHHS | • Municipal Councils<br>• Aust. Red Cross |
| | • Primary and acute health services | • DHHS | • DHHS funded health care services<br>• Other primary and acute health services and agencies |
| Community development (EMV)<br><br>Support communities to share responsibility in recovery activities | • Community information | • EMV | • DHHS<br>• Municipal Councils |
| | • Formation, leadership and support of Municipal/ Community Recovery Committees | • Municipal Councils | • DHHS |
| | • Local Community Events | • | DJPR |
| | • Provision and staffing for Recovery/ Information Centres | • Municipal Councils | • DHHS<br>• Aust. Red Cross |
| | • Provision and management of community development services | • Municipal Councils | • DHHS |
| | • Organisation of state-wide public appeals | • DPC | • Aust. Red Cross |
| | • Coordination of spontaneous volunteers | • DHHS | • Aust. Red Cross<br>• Volunteering Victoria |

| ECONOMIC ENVIRONMENT<br>*The economic environment considers the direct and indirect impacts that an event may have on business, primary producers and the broader economy* | | | |
|---|---|---|---|
| **FUNCTIONAL AREA**<br>**(lead coordinating agency)** | **ACTIVITIES** | **LEAD** | **SUPPORT** |
| Local Economies<br>(DJPR)<br><br>Mitigate the impact of emergencies on economic activity in affected communities | • Implement available financial assistance under the DRFA to assist voluntary non-profit groups, communities and economies | • DTF | • DPC<br>• DJPR<br>• RAC |
| | • Implement approved actions and projects to assist economic recovery | • DJPR | |
| | • Encourage and bring forward the resumption of local trade and economic activity | • DJPR | |
| | • Monitor broad economic impacts and consequences | • DJPR | |
| Businesses<br>(DJPR)<br><br>Information, advice and support to businesses to facilitate good decision making and assist their recovery | • Assist businesses to access available information and advice following an emergency | • DJPR | |
| | • Information and advice to small businesses to support decision making and encourage return to business | • DJPR | • Small Business Mentoring Services |
| | • Implement available financial assistance under the DRFA to assist small businesses' recovery | • DTF | • RAC<br>• DJPR<br>• DPC |
| | • Implement approved actions to assist business recovery | • DJPR | |
| | • Provide opportunities for the enhancement of knowledge and skills within small businesses | • DJPR | |

| | | | |
|---|---|---|---|
| | • Coordinate the insurance industry response, information, advice and government liaison | • DTF | • ICA<br>• VMIA |
| Agriculture (DJPR)<br><br>To assist the agriculture sector to recover and minimise long term social and economic impact on primary producers and other animal owners | • Deliver recovery programs and advice to primary producers, and rural land managers and other animal businesses | • DJPR | • DPC<br>• DTF |
| | • Implement available financial assistance under the DRFA to assist primary producers' recovery | • DTF | • RAC<br>• DJPR<br>• DPC |
| | • Provide technical advice to primary producers and rural land managers on re-establishment or alternative strategies | • DJPR | |
| | • Assist farmers repair and restore fences damaged by fire or suppression activities | • DELWP<br>• CFA | • DJPR<br>• Municipal councils |

| BUILT ENVIRONMENT<br>*The built environment considers the impacts that an event may have on essential physical infrastructure including essential services, commercial and industrial facilities, public buildings and assets and housing.* | | | |
|---|---|---|---|
| **FUNCTIONAL AREA**<br>**(lead coordinating agency)** | **ACTIVITIES** | **LEAD** | **SUPPORT** |
| Energy Services (DELWP)<br><br>To build resilience within the energy sector from emergencies and minimise the impact on Victoria's economy and communities | • Electricity services assets reinstatement and return to reliable supply | • DELWP lead Govt Liaison | • AEMO<br>• Electricity businesses |
| | • Gas services assets reinstatement and return to reliable supply | • DELWP lead Govt Liaison | • AEMO<br>• Gas businesses and other pipeline operators |
| | • Restoration of liquid fuel supply | • DELWP lead Govt Liaison | • Fuel companies |
| Telecommunications (DJPR)<br><br>To build resilience within the telecommunications sector from emergencies and minimise the impact on Victoria's economy and communities | • Telecommunications assets reinstatement and return to reliable supply | • DJPR lead Govt Liaison | • Telecommunications carriers |
| Drinking Water and Sewerage (DELWP)<br><br>Restoration of drinking water supplies and sewerage services for domestic use | • Recovery and rehabilitation of essential water supply for domestic use | • DELWP<br>• Water Corporations | |
| | • Restoration of sewerage, sanitation systems and wastewater management | • DELWP<br>• Local water Corporations | |
| | • Replacement of essential water used in bushfire fighting | • DELWP<br>• CFA | • Local water Corporations |

| | | | |
|---|---|---|---|
| Transport (DoT)<br><br>To build resilience within the transport sector from emergencies and minimise the impact on Victoria's economy and communities | • Airports restoration to normal activity | • DoT lead Govt Liaison | • Airport owners and operators<br>• Other agencies and businesses as required |
| | • Restoration of port infrastructure | • DoT lead Govt Liaison | • Port Managers<br>• Other agencies and businesses as required |
| | • Restoration of major arterial roads, bridges and tunnels | • DoT | • DEDJTR<br>• VicTrack<br>• VMIA<br>• Infrastructure operators |
| | • Restoration of tram, bus, rail services | • DoT | • DJPR<br>• VMIA |
| | • Assist with logistics interdependencies, contingencies and reconstruction | • DJPR | • Freight, warehouse, port, airport and railway operators<br>• DoT<br>• Other agencies and businesses as required |

| | | | |
|---|---|---|---|
| Buildings and Assets (Activity Leads)<br><br>Management of risk and facilitating restoration of buildings and assets | • Coordination of clean-up activities | • Municipal Councils | • EMV<br>• DELWP |
| | • The provision of financial assistance to municipal councils for the restoration of essential municipal assets | • EMV | • DoT |
| | • Undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. roads, bridges, sporting facilities, public amenities, station buildings, schools, hospitals) where an agency is the manager of that respective building or asset | • Respective asset managing agency | • DoT |
| | • Oversight and inspection of rebuilding/ redevelopment | • Municipal Councils | |
| | • Administration of insurance claims for state assets | • VMIA | |

| NATURAL ENVIRONMENT<br>*The natural environment considers the impact that an event may have on a healthy and functioning environment, which underpins the economy and society.*<br>*Components of the natural environment include air and water quality; land degradation and contamination; plant and wildlife damage/loss; and national parks, cultural and heritage sites.* | | | |
|---|---|---|---|
| **FUNCTIONAL AREA**<br>**(lead coordinating agency)** | **ACTIVITIES** | **LEAD** | **SUPPORT** |
| Natural environment, public land and waterways<br><br>(DELWP) | • Undertake erosion control on public land | • DELWP/PV<br>• DoT | • Municipal Councils |
| | • Restoration, clearing and rehabilitation of public land and assets managed directly by DELWP, PV, or CMAs | • DELWP/ PV | • CMA<br>• VMIA |
| Manage consequence and mitigate risk to the natural environment on public land | • Provision of advice and information services to municipal councils and delegated public land managers and community groups | • DELWP<br>• EPA<br>• CMAs | |
| | • Surveying and protecting threatened bird, marsupial, aquatic and plant species | • DELWP | |
| | • Surveying and protecting ecosystems | • DELWP | |
| | • Monitoring the rehabilitation of injured wildlife | • DELWP | |
| | • Waste pollution management strategies | • DELWP | • EPA |

# Agency Role Statements

These role statements have been discussed with participating emergency management organisations for inclusion in this manual. The general format for role statements includes a categorisation of relevant activities under:

- Prevention/Mitigation/Risk Reduction
- Response
- Relief/Recovery.

Relief is grouped with recovery in this Part of the manual because the relief activities are often similar to those undertaken in the early stages of recovery.

While the role statements are believed to be current at the date of publication, readers are advised to contact the required agency to ensure that functions can still be carried out as expected.

Users of this manual are also requested to suggest additional organisations which they believe should be included in the next edition.

These role statements form part of the *State Emergency Response Plan* (Part 3 of this manual).

## Other Support Agencies

The Victorian community receives significant benefit from the emergency management contributions of a wide range of volunteer groups and organisations whose operations are either quite specialised and/or available mainly in a specific locality.

These groups should be identified in relevant municipal emergency management plans and/or regional response plans or regional recovery plans, as appropriate.

This includes the range of agencies that manage public buildings and assets, who have the responsibility to undertake the assessment, restoration, clearing and rehabilitation of assets within their respective portfolio e.g. roads, bridges, sporting facilities, public amenities, schools and hospitals (refer to 'Building and Assets' functional area).

The organisations listed in this manual are those with either broad or statewide presence, Government organisations, those with a statutory emergency management involvement and some private corporations with specific roles.

# Airservices

Control Agency for Aircraft – inflight emergency.

Airservices Australia is an Australian government organisation providing air traffic management, air navigation infrastructure, and aviation rescue and firefighting services.

## Prevention / Mitigation / Risk Reduction Activities

Aviation safety is the single most important area of focus for Airservices. The safety of the Australian air transport system is maintained and improved by:

- Aircraft collision prevention and separation
- Airspace design
- Pilot and air traffic management procedures
- Surveillance and navigation systems
- Fire and injury prevention and risk management.

## Response Activities

- Provision of an In Flight Emergency Response (IFER) service to aircraft in flight, that need assistance, and that are in communication with air traffic control
- Provision of an Alerting Post service for aircraft in emergency situations, and notification of appropriate agencies and organisations
- Assistance to the Joint Rescue Coordination Centre (JRCC) run by AMSA in the reporting and location of Emergency Locator Transmitters (ELT)
- When appropriate, the initial activation of the relevant Aerodrome Emergency Plan (AEP) on behalf of the pilot of an aircraft in need of assistance that might reach a licensed airport
- Actions in accordance with the Airport Emergency Plan at Melbourne, Essendon, Moorabbin and Avalon airports – in addition to the normal control of aircraft and the aircraft movement areas (at various times) at those airports
- Assistance to aircraft involved in emergency operations (such as extra communications, priority handling, track shortening, etc.)
- Designation of, and assistance with the management of, temporary aviation Restricted Areas in the vicinity of an emergency operation
- Provision of Aviation Rescue Fire Fighting (ARFF) service at Melbourne and Avalon Airport inclusive of:
  - A medical first responder role anywhere on the airport
  - Structural fire fighting to any airport facility
  - Initial Hazardous Materials response.

**Note:**

1. All airspace above all of Victoria (and also a much wider area) is managed by Airservices at Melbourne airport, except for aviation Restricted Areas – some of which are managed by various other agencies and organisations (e.g. Defence). The degree of normal service available varies – depending on the aircraft, the location, and the circumstances.
2. Licensed airports (and their AEPs) are the responsibility of the airport owner – which in many cases is the local council.

3. If aviation Search and Rescue assistance is (or may be) required, the JRCC must be notified.
4. The Australian Defence Force (RAAF) is responsible for handling emergencies connected with Defence aircraft and state aircraft of a foreign country (e.g. visiting Presidents, Prime Ministers, etc.). First response rests with the handling agency (e.g. Airservices air traffic control) at the instance of the occurrence.

## Relief / Recovery Activities

Airservices works with DoT (as lead Government liaison) to deliver the following recovery activities:

- Restoring airports to normal activity
- Assisting logistics interdependencies, contingencies and reconstruction.

# Ambulance Victoria

## Prevention / Mitigation / Risk Reduction Activities

- Provide appropriate pre-hospital leadership, skills and equipment through planning for various health emergencies, including mass casualty incidents
- Undertake and participate in research to improve pre-hospital clinical skills and patient outcomes
- Active participation and representation in emergency management committees and forums at all tiers (municipal, regional and state)
- Coordinate and participate in training and exercises to maintain a high level of preparedness for all emergencies, including mass casualty incidents, both internally and with other emergency services and health service providers
- Engage with communities to build their resilience in preventing and managing emergencies, through targeted and general education programs.
- Provide information to the public relating to health emergencies, and how the risk or consequence of these can be reduced
- Coordinate a Public Access Defibrillation program, and Community Emergency Response Teams.

## Response Activities

The role of Ambulance Victoria under the *State Health Emergency Response Plan* (SHERP) is to:

- Deploy a Health Commander to direct the operational health response
- Assemble and lead the Health Incident Management Team
- Represent Health as a member of the Emergency Management Team
- Activate other key SHERP position holders or mobile specialist teams
- Initially notify receiving hospitals of patients
- Support the Evacuation Manager in evacuating vulnerable people
- Liaise with control agencies to ensure the safety of responders, health care workers, and the public for identified and emergent risks from an incident. This includes activation of personal support arrangements.

The role of Ambulance Victoria is to:

- Respond to requests for pre-hospital emergency care
- Triage patients and determine treatment priority
- Provide pre-hospital clinical care
- Transport and distribute patients to appropriate medical care
- Provide health support to other agencies, where appropriate
- Provide health support to patients undergoing decontamination.

## Relief / Recovery Activities

Relief and recovery coordination responsibilities summary:

- Ambulance Victoria is responsibility for coordination the areas of relief medical assistance and first aid.

Ambulance Victoria is lead agency for the following relief activities:

- Coordinating pre hospital care

- Establishing field primary care clinics or other health relief assistance measures as directed by the State Health Commander
- Restoration, clearing and rehabilitation of public buildings and assets managed within Ambulance Victoria's portfolio.

Ambulance Victoria supports the controller as requested to deliver relief and recovery activities.

# Australian Defence Force: Victoria

Control Agency for emergencies involving Australian Defence Force (ADF) personnel and/or resources.

## Response Activities

Emergency Defence Assistance to the Civil Community (DACC)

**DACC Category 1**: is the provision of emergency assistance for support, that should not normally exceed 48 hours, provided by the Senior ADF Officer (SADFO) or Unit Commanding Officer (CO) from within their own resources, when:

- immediate action is necessary to save human life, alleviate suffering, prevent extensive loss of animal life or prevent widespread loss/damage to property, and environmental damage; and
- local civilian resources are inadequate, unavailable or cannot be mobilised in time.

**DACC Category 2**: is emergency assistance in a more extensive or continuing disaster, beyond that provided by DACC 1, when:

- action, or continuing action, is necessary to save human life or alleviate suffering, prevent extensive loss of animal life or prevent widespread loss/damage to property, including environmental damage;
- local, state or territory resources, including commercially available resources, are exhausted, inadequate, not available or cannot be mobilised in time;
- the support provided exceeds the DACC 1 resources of SADFO or Unit COs; and
- the Australian Disaster Plan (COMDISPLAN) has been activated.

## Relief / Recovery Activities

**DACC Category 3:** is the provision of Defence assistance in the recovery from a civil emergency or disaster which is not directly related to the saving of life or property.

The ADF supports DJPR to deliver its activities of logistics interdependencies, contingencies and reconstruction.

**Note:**

1. Category 1 assistance may be sought by a request directly to a SADFO or Unit CO. The RERC must notify the EMC of such a request through the Senior Police Liaison Officer, unless the request relates to a Class 3 emergency.
2. Category 2 or 3 assistance requires activation of COMDISPLAN and must be sought through the EMC to Emergency Management Australia (EMA).
3. Category 3 assistance involves direct cost recovery unless a waiver is approved.
4. DACC support must not involve the use, or potential use, of force by Defence members. Force includes the restriction of freedom of movement of the civil community whether there is physical contact or not.
5. Requests for Defence assistance should only specify the task and effect required: Defence, in collaboration with EMA, will determine the actual equipment and personnel resources to be deployed.

# Australian Energy Market Operator (AEMO)

The responsibilities of AEMO are as the key support agency for response for:

- Energy supply network disruption, where AEMO and industry manage system stability and restoration of supply, and provide advice to the state.

## Prevention / Mitigation / Risk Reduction Activities

- Coordinate gas and electricity industry emergency exercises
- Prepare gas emergency procedures, in consultation with government, Energy Safe Victoria (ESV) and industry
- Facilitate the Gas Emergency Management Consultative Forum (chaired by ESV) and the Victorian Electricity Emergency Committee
- Provide electricity load shedding priority tables after consultation with industry and government
- Prepare gas curtailment tables in consultation with government.

## Response Activities

- Provide information and advice to the control agency regarding the impact of an emergency on electricity supply or gas and formulate management strategies in relation to incidents that threaten the technical integrity of the generation and transmission system (system security incidents)
- Provide information to the control agency on the extent and likely duration of major disruptions to electricity and gas supply
- Assess the security of Victoria's gas and electricity systems
- Coordinate and direct the gas and electricity industry to respond to a system security emergency
- Operate the Victorian Gas Declared Transmission System.

## Relief / Recovery Activities

AEMO works with DELWP (as lead Government liaison) to deliver the following recovery activities:

- Electricity services assets reinstatement and return to reliable supply by managing electricity system security emergencies. AEMO operate and are responsible for the transmission system while other network operators manage the distribution system and the restoration of infrastructure and electric supply
- Gas services assets reinstatement and return to reliable supply by managing gas system security emergencies within the Victorian Declared Transmission System (DTS). Other pipeline operators manage non DTS segments of the system, and the restoration of infrastructure and gas supply.

# Australian Government Department of Home Affairs

The Department of Home Affairs is the Australian Government department with responsibility for providing national leadership in the development of emergency management measures to reduce the impact of emergencies on the Australian community.

The department achieves this through its various divisions including:

- Emergency Management Australia (EMA)
- National Security Division.

The Department of Home Affairs continues to work closely with Victoria, the other states and territories emergency management organisations and related Australian Government agencies to achieve emergency management objectives. Strong links are also maintained with local governments, community-based organisations, volunteers, academia and researchers, businesses, industry bodies and individuals. The Department of Home Affairs has cultivated international partnerships as Australia takes a greater role in regional emergency and disaster capacity building, response and recovery.

## Prevention / Mitigation / Risk Reduction Activities

The Department of Home Affairs funds and supports several capability development activities, often in partnership with the states and territories. Activities include the Australian Tsunami Warning System, Bushfire Arson Prevention, National Arial Firefighting Centre, Telephone-based Emergency Warnings and Urban Search and Rescue.

The National Security Division is responsible for policy, legislation, advice and programs related to developing resilience in the areas of critical infrastructure resilience, chemical, electronic and identity security and protective security policy.

## Response Activities

EMA has a central role in coordinating the Australian Government response to emergencies in support of the states and territories.

EMA operates the Australian Government Crisis Coordination Centre, which provides whole-of-government situational awareness to inform national decision-making during a crisis. This includes the coordination of physical assistance requested by a State under the Australian Government Disaster Response Plan (COMDISPLAN), as well as briefing and support to executive decision-makers in the Australian Government, the state and territory governments and non-government agencies.

## Relief / Recovery Activities

EMA facilitates the Australian Government financial assistance available under the DRFA to help eligible individuals and communities recover from a major disaster.

# Australian Government Department of Human Services

## Relief / Recovery Activities

The department's priority in a disaster event is:

- continuity of Australian payments and services for existing customers; and
- provision of information and advice about Australian Government payments and services for affected Australians.

The department also delivers additional Australian Government assistance (payments and services) when requested by the Australian Government, including facilitating the delivery of the Australian Government Disaster Recovery Payment, Disaster Recovery Allowance and their equivalent ex-Gratia assistance when activated.

The Australian Government Department of Human Services may also provide the following services:

- participation in the operation of community recovery centres on request of DHHS
- participation in outreach services teams on request of DHHS
- provision of information to the Victorian Government, through the State's recovery governance structures on Australian Department of Human Services payments and services available to the Australian public
- have staff available with specialist skills (for example social workers, community engagement officers, indigenous service officers) to work with disaster affected individuals and communities in relation to Australian Government Department of Human Services payments and services.

The department may also provide National Emergency Call Centre surge capacity on behalf of the Victorian Government on a cost recovery basis, under a separate agreement.

The Victorian Department of Health and Human Services is lead liaison with the department.

**Note:**

Any emergency relief/recovery activities undertaken by the Australian Government Department of Human Services are subject to authorisation from the Secretary or delegate.

The Australian Government Department of Human Services will seek cost recovery for activities it undertakes on behalf of another agency or department and such arrangements need to be documented in a formal agreement.

# Australian Maritime Safety Authority

The Australian Maritime Safety Authority is an Australian Government Statutory Authority with a public safety focus.

The Australian Government has a responsibility under a number of international conventions to provide:

- A maritime and aviation search and rescue service, within the Australian Search and Rescue Region covering 52.8 million square kilometres of land and sea
- A response to pollution in the marine environment
- That these obligations have been nationally legislated
- Measures for ship and crew safety.

## Prevention / Mitigation / Risk Reduction Activities

- Development and implementation of legislation designed to enhance safety of ships and crews, and maintain qualifications of crews
- Prevent and mitigate pollution from ships
- Development and maintenance of maritime navigation safety
- Promotion of aviation and maritime search and rescue (SAR) and development of associated arrangements
- Promotion and registration of distress beacons for safety in aviation, maritime and remote land activities including bush walking
- Building awareness of aviation and maritime safety through participation in seminars, aircraft, boat and 4WD shows, safety campaigns and journal articles
- Participation in relevant aviation, maritime, emergency management and critical infrastructure forums, exercises, and training
- Participation in national emergency planning, preparedness and mitigation measures.

## Response Activities

- Control agency for both aviation and maritime search and rescue, and distress beacon detection
- Control agency for ship casualty within Australian waters falling outside of a state or the Northern Territory
- Manager of the *National Plan for Maritime Environmental Emergencies* including management of oil spill response equipment stockpiles, an aerial dispersant capability and a national team of trained responders and emergency managers
- The Australian Maritime Safety Authority is an Australian Government emergency first responder agency.

# Australian Red Cross

## Prevention / Mitigation / Risk Reduction Activities

Delivery of community information to assist people, communities, government and agencies prepare for, respond to and recover from emergencies using resources such as RediPlan.

## Response Activities

Coordination and provision of relief services, as shown below, to ensure communities are effectively supported.

## Relief / Recovery Activities

Relief and recovery coordination responsibilities summary:

- Red Cross supports EMV to undertake state level emergency relief coordination
- Red Cross supports DHHS to undertake regional level relief coordination.

Red Cross is lead agency for the following relief activities:

- Provides and coordinates food and water for emergency relief e.g. catering in emergency relief centres and emergency relief packs to isolated communities, where agreed, at the local level.

Red Cross supports the following agencies to deliver their respective activities.

### Relief

- VicPol in its role to operate Register.Find.Reunite in relief centres, enquiry centres or online, to reconnect people with family, friends and their communities
- DHHS in its role to provide personal support (psychological first aid) in relief centres and through community outreach.

### Recovery

- Municipal councils through advice, guidance and connections to individuals and organisations that can provide additional support to affected persons
- DHHS in its role to provide personal support (psychological first aid), in recovery centres and through community outreach
- DPC in its role to organise public appeals when requested, through collecting monetary donations for state-wide public appeals.

# Australian Transport Safety Bureau

## Prevention / Mitigation / Risk Reduction Activities

The Australian Transport Safety Bureau (ATSB) is an independent Australian Government statutory agency. The ATSB is governed by a Commission and is entirely separate from transport regulators, policy makers and service providers. The ATSB's function is to improve safety and public confidence in the aviation, marine and rail modes of transport through independent investigation of transport accidents and other safety occurrences; safety data recording, analysis and research; fostering safety awareness, knowledge and action.

The ATSB also has the function of cooperating with an agency of the Commonwealth, a state or territory that has functions or powers relating to transport safety or functions affected by the ATSB's function of improving transport safety.

The ATSB performs its functions in accordance with the provisions of the *Transport Safety Investigation Act 2003* and Regulations and, where applicable, relevant international agreements.

## Response Activities

- Under Australian legislation, the ATSB is responsible for investigating accidents and other transport safety matters involving civil aviation, marine and rail operations in Australia that fall within Commonwealth jurisdiction, as well as participating in overseas investigations involving Australian registered aircraft and ships. A primary concern is the safety of commercial transport, with particular regard to operations involving the travelling public
- Through safety investigation, determining contributing and other safety factors to identify and reduce safety-related risk. ATSB investigations determine and communicate the factors related to the transport safety matter being investigated to foster safety awareness, knowledge and actions. It is not a function of the ATSB to apportion blame or determine liability
- Section 21 of the *Transport Safety Investigation Act 2003* defines the power of the ATSB to investigate a transport safety matter. Although the ATSB works in cooperation with the police and emergency services when exercising this power and works in parallel with other investigative bodies, there are significant limitations on release of information/evidence gathered by the ATSB under the *TSI Act*. In addition, noting the agency's significant coercive evidence gathering powers and its no-blame role, ATSB reports are inadmissible in civil or criminal proceedings. However, 'final' ATSB reports are admissible in coronial inquiries
- Issue public reports on investigations, safety issues and reports on remedial safety actions.

# Bureau of Meteorology

## Prevention / Mitigation / Risk Reduction Activities

- Contribute to community awareness activities related to meteorological and hydrological phenomena and warning systems
- Contribute to community hazard mapping by taking the lead role in the analysis of relevant meteorological and hydrological information.

## Response Activities

- Issue warnings on gales, storms and other weather conditions likely to endanger life or property, or that give rise to floods or bushfires
- Provide weather forecasts and meteorological and hydrological information
- Provide expert advice for emergencies that are influenced by meteorological and hydrological conditions
- Provide weather-related information to media, including direct broadcast via radio and the internet.

# Catchment Management Authorities

## Prevention / Mitigation / Risk Reduction Activities

- Manage and prioritise regional flooding issues in cooperation with local government and the community
- Advise government on regional priorities for floodplain management activities through the implementation of regional floodplain management strategies
- In partnership with local government, prepare and implement local floodplain management plans in accordance with the regional floodplain management strategy and community expectations
- Collect, maintain and enhance flood information
- Advise and assist local government in the incorporation of flood related planning controls in planning schemes
- Advise local government and other authorities on planning permit referrals, building issues and infrastructure management within floodplains
- Provide flood advice to local government and the community in general
- Assist local government, the Bureau of Meteorology and DELWP, facilitate the development, maintenance and upgrading of regional flood warning systems
- Prepare flood response action plans for internal use
- Support community education and involvement on flooding issues
- Manage and maintain specific strategic and regional (non-urban) works and measures in accordance with responsibilities under the regional floodplain management strategy or catchment management strategy
- Monitor and report on performance of regional floodplain management strategies
- Implement flood damage restoration programs for flood affected waterways.

## Response Activities

- Support response agencies at the regional level through the provision of flood advice, including flood extent and severity during major flood events
- Monitor significant flood events and collect flood data in conjunction with local government
- Support response agencies through the provision of advice on emergency stabilisation and other activities to arrest river breakaways, and the removal of debris accumulation threatening structural stability of public assets
- Assess all river waterway damage that poses a threat to the stability of river systems.

## Relief / Recovery Activities

Catchment Management Authorities (CMAs) are a lead agency responsible for the following recovery activities:

- Developing and prioritising flood recovery programs for CMA assets/waterways
- Providing advice and information services to municipal councils and delegated public land managers and community groups (with DELWP and EPA)

CMAs support DELWP to deliver on its following recovery activities:

- Restoring, clearing and rehabilitation of public land and assets managed directly by DELWP through:
  - Clearing and restoring of assets and rehabilitation of disturbances on land and waterways managed by CMAs
  - Restoring impacts of river erosion where there is an immediate danger of the formation of river breakaways and/or immediate danger to CMA assets
  - Implementing balanced flood recovery programs consistent with funding allocated.

# CityLink

CityLink is a support agency for any incident that occurs within CityLink leased land and Incident Response Service (IRS) boundaries. CityLink will provide resources, within its capability, to assist control and support agencies or persons affected by an emergency. CityLink may also have a role in emergencies that do not occur on CityLink leased land, but may impact its operation. CityLink will provide the initial response on behalf of DoT within the IRS area.

## Response

During an emergency CityLink will:

- Assist the control and support agencies as required and within its capabilities
- If first responders at a scene, initiate incident management procedures until control agency on site
- Provide an Emergency Management Liaison Officer
- Providing an Incident Management facility to assist in the coordination of the emergency.

## Relief / Recovery

CityLink's role in recovery is:

- Restoration and/or reconstruction of CityLink to return to full operations as quickly as resourcing allows
- Assistance with the on-going management of traffic on the arterial network if the Link is not available for use
- Provision of information concerning the commercial issues
- Work collaboratively with state authorities and local government regarding CityLink operations
- To facilitate steps to ensure the physical and mental wellbeing of all customers and company personnel involved in the emergency
- To participate on a Community Recovery Committee, if required.
- To participate in a post incident review/debrief.

# Coroners Court of Victoria

## Prevention / Mitigation / Risk Reduction Activities

- To contribute to the reduction of the number of preventable deaths and fires through the findings of coronial investigations of deaths and fires, and the making of recommendations by coroners to promote public health and safety.

## Response Activities

- To exercise as necessary the coroner's statutory powers in relation to the investigation of the scene of a reportable death or fire
- To commence the coronial investigation process
- To facilitate the transportation of deceased persons to a coronial mortuary.

## Relief / Recovery Activities

- The Coroners Court is the lead agency for the recovery activity of identifying deceased persons and determining the cause and circumstances of their death.

# Country Fire Authority

Control Agency for:

- fire on private land within Country Area Victoria
- accidents involving gas leakage, hazardous materials, lifts, cranes or scaffolding and amusement structures, and building collapse
- fire and explosion incidents involving aircraft and boilers and pressure vessels
- rescue incidents involving rail, aircraft and industrial, road, trench and tunnel, and building structures.

## Prevention / Mitigation / Risk Reduction Activities

Reduce the number of fires and hazardous incidents through:

- increasing community involvement and awareness in hazard prevention
- changing community behaviour through public education and legislation
- increasing the understanding of the use of fire protection and detection systems
- applying risk management strategies to identified community risk
- developing/enforcing of relevant legislation and regulations
- broadening community awareness and preparedness to minimise the impact of an emergency on the community.

## Response Activities

Provide continuous protection of life, property and the environment from the effects of fire, accidents and other hazards through:

- suppression of uncontrolled fires
- rescue of persons from:
  - fire
  - road, rail and aircraft accidents
  - industrial accidents
  - other emergencies
- controlling accidents involving:
  - boilers/pressure vessels
  - dangerous goods/hazardous materials
  - lifts and cranes
  - tunnelling/trenches
  - building collapse
  - explosions, e.g. gas
- providing advice to threatened and affected communities on actions that they should take during an emergency event.

Provide key support for:

- Urban Search and Rescue (USAR) capability across Victoria in accordance with state arrangements
- initial impact assessment at the request, and in support of the state's requirements.
- provide Emergency Medical Response (EMR) from designated stations to relevant events to support Ambulance Victoria
- investigation into the causes of fire.

## Relief / Recovery Activities

CFA supports DELWP to deliver the following recovery activities:

- assisting farmers to repair and restore fences damaged by fire or suppression activities
- ensuring essential water taken from private landholders during bushfire suppression activities is replaced.

CFA supports the Controller by:

- providing assistance and advice to individuals, families and communities who have been affected by fire or other incidents as described above
- providing assistance, advice and information to other agencies responsible for, or involved in, recovery activities.

CFA is the lead agency for undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets, where the CFA is the manager of that building or asset.

# Department of Education and Training

## Prevention / Mitigation / Risk Reduction Activities

- development of the department's statewide emergency management policy, including guidelines for all children's services, government and non-government schools that can prevent or reduce the risks associated with emergencies.
- development of emergency management planning resources for all children's services, government and non-government schools including templates that assist in identifying actions that support mitigation including resources and training.

## Response Activities

- provision of an emergency notification and reporting service between government schools and emergency services through the department's 24-hour Security Services Unit
- provision of assistance and support for management of incidents involving parents, staff, students and media during emergencies
- coordination of emergency response for children's services, government and non-government schools
- provision of a coordinated departmental response for emergencies at schools and at the scene of off-site emergencies involving school buses, registered camps, excursions and outdoor activities, to ensure the safety of students and staff
- provision of advice and list of suggested resources to non-government schools.

## Relief / Recovery Activities

DET is lead agency for the following recovery activities:

- helping students and school staff of government schools to overcome the immediate impact of an emergency by providing specialist support services including providing psychological first aid and psychoeducation
- providing advice and support to early childhood services and non-government schools when required
- undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. public amenities, schools) where DET is the manager of that building or asset.

# Department of Environment, Land, Water and Planning

The Department of Environment, Land, Water and Planning (DELWP) is the control agency for:

- cetacean (whale and dolphin) stranding, entanglement and vessel strike
- dam safety
- fire in state forest, national park and protected public land
- wildlife affected by marine pollution
- blue-green algae bloom
- drinking water and sewerage service disruption
- energy (electricity, gas and liquid fuels network supply disruptions)
- non-hazardous pollution of inland waters.

DELWP is a support agency for:

- fire on private land
- electricity disruption (in respect of issues affecting water supply to generators)
- drinking water contamination
- flood plain management / flood
- marine pest incursion
- extreme heat
- marine pollution (shoreline response).

DELWP is responsible for relief coordination of:

- animal welfare with DJPR and municipal councils (who are responsible for housing displaced and lost/stray companion animals)
- drinking water for households.

DELWP is responsible for recovery functional area coordination of:

- drinking water for households and sewerage services
- natural environment, public land and waterways.

## Animal welfare (wildlife)

### Prevention / Mitigation / Risk Reduction Activities

- formulation of policy and regulation for wildlife welfare during emergencies
- engagement with DJPR on the delivery of the *Victorian Emergency Animal Welfare Plan*

### Response Activities

- provision of advice to government and emergency agencies regarding impacts of animal welfare for wildlife.
- lead agency for providing a coordinated response to wildlife welfare arising from declared emergencies under the *Victorian Emergency Animal Welfare Plan.*

## Blue-green algae bloom

- provision of advice to government and emergency management agencies regarding the impacts of algal blooms on drinking water supplies and/or recreational water bodies.

## Cetacean (whale and dolphin) stranding, entanglement or vessel strike

### Prevention / Mitigation / Risk Reduction Activities

- formulation of policy and regulation
- planning and delivery of programs to reduce the incidence of cetacean stranding, entanglement and vessel strike.

### Response Activities

- control agency for providing a coordinated response to cetacean entanglements under the *Victorian Cetacean Emergency Plan*
- control agency for providing a coordinated response to cetacean strandings for either living or deceased animals under the *Victorian Cetacean Emergency Plan*
- control agency for response to cetaceans impacted by vessel strike under the *Victorian Cetacean Emergency Plan*.

## Dam safety, drinking water and sewerage services

### Prevention / Mitigation / Risk Reduction Activities

- formulation of policy and regulation for dam safety, drinking water and sewerage services
- administration of dam safety provision in the *Water Act 1989* and water corporation obligations in the Statement of Obligations.

### Response Activities

- manage escalated response activities in order to minimise the impact on the community and the environment from dam safety, drinking water and sewerage service related incidents.

## Energy

### Prevention / Mitigation / Risk Reduction Activities

DELWP responsibilities under Part 7A of the *Emergency Management Act 2013* involves working with the energy sector to enhance critical infrastructure resilience, in particular: through:

- designating vital critical infrastructure where appropriate
- emergency risk management planning by operators
- observing exercises as part of resilience improvement cycles
- formulation of policy

## Response Activities

- provide analysis and advice to government regarding impacts on energy supply
- advise the Minister for Energy, Environment and Climate Change about the potential implications of energy supply disruptions and, in extreme outages, about reserve legislative powers to intervene in energy markets. These include the direction of energy supply or usage through Orders in Council under the *Gas Industry Act 2001*, the *Electricity Industry Act 2000*, the *Fuel Emergency Act 1977* and national arrangements.
- report on the impacts (loss and damage) to energy supply infrastructure to inform immediate priorities and recovery programs, including the restoration and supply of essential services.

While DELWP is the control agency for energy disruptions, most resources are located within each industry sector itself (for example the reinstatement of failed generation or transmission/distribution assets). The industry participants are identified as support agencies. If a disruption is not being resolved effectively by support/other agencies (e.g. the essential service providers) under plans and procedures for dealing with such situations, the specified control agency will take ultimate responsibility within the powers available to resolve the situation.

# Fire

## Prevention / Mitigation / Risk Reduction Activities

- formulation of policy and regulation for bushfire management in state forest, national parks and protected public lands
- planning and delivery of programs to reduce the risk of bushfire in state forest, national parks and protected public lands.

## Response Activities

- Control agency for bushfires in state forest, national parks, and protected public lands in accordance with the *State Bushfire Plan* and the *State Emergency Response Plan* (Part 3 of this manual)
- Support agency for other fires on private land.

# Floodplain management / flood

## Prevention / Mitigation / Risk Reduction Activities

- formulation of policy and regulation for floodplain management
- planning and delivery of floodplain management programs to reduce the risk of major flood.

## Response Activities

- provide real time access to stream flow data collection for flood warning purposes
- provide flood mapping information and flood advice
- provide a coordinated response to manage any residual water after a major flood event.

## Mapping and information services

### Response Activities

- support to emergency response agencies through provision of digital and spatial information and services, and topographical mapping, both hardcopy and electronic.

## Marine pest incursions

### Prevention / Mitigation / Risk Reduction Activities

- formulation of policy and regulation for marine pest incursions
- planning and delivery of programs to reduce the risk of marine pest incursions.

### Response Activities

- Support agency for responding to marine pest incursions.

## Wildlife affected by marine pollution

### Prevention / Mitigation / Risk Reduction Activities

- development of policy, programs and training for responding to incidents of wildlife affected by marine pollution
- development of partnerships and agreements with key organisations that will support DELWP in responding to wildlife affected by marine pollution

### Response Activities

- Control agency for responding to wildlife impacted by marine pollution, including oil or chemical spills, under the *Wildlife Response Plan for Marine Pollution Emergencies*.

## Marine pollution

### Response Activities

- provide support for foreshore and beach clean-up of oil or chemical pollution incidents on public land managed directly by DELWP or Parks Victoria.

### Relief / Recovery Activities

DELWP is lead agency for the following relief activities:

- animal welfare in co-lead with DJPR and municipal councils (who are responsible for housing displaced and lost/stray companion animals). DELWP is the primary agency for wildlife animal welfare support services. DELWP will work with the Victorian Farmers' Federation, RSPCA and Australian Veterinary Association where required.

- ♦ establish links with other agencies and organisations with emergency responsibilities as well as those organisations involved in the management of animal welfare to coordinate the delivery of animal welfare support services
- ♦ as per the *Animal Welfare Plan*, animal welfare support services during relief include, but are not limited to:
  - management of displaced animals (including relocated animals)
  - animal welfare assessment, veterinary treatment, humane destruction, and disposal
  - liaise with DJPR, local government and animal welfare support agencies and organisations to ensure effective allocation of resources
  - advise local government disposal needs of dead or injured animals (e.g. location, number and type of animals)
  - inform and coordinate animal welfare organisations, volunteer groups or community groups wanting to contribute
  - liaise with DHHS where emergencies impacting on human health may also have associated animal health issues.

- Provide drinking water for households.

DELWP is lead agency for the following recovery activities:

- Works with CFA to assist farmers repair and restore fences damaged by fire or suppression activities by:
  - ♦ Determining eligibility of damaged fences for restoration /repair/ replacement
  - ♦ Restoring/repairing/replacement of fences damaged by fire bordering national or state parks or state forest
  - ♦ Restoring/repairing/replacement of fences on public lands
  - ♦ Restoring/repairing/replacement of fences damaged by fire agencies, i.e. machinery/cutting
  - ♦ Coordinating payment to landholders for materials to repair/replace affected fences.
- Recovering and rehabilitating essential water supply for domestic use for areas where reticulated water services are not in use. Oversee activities undertaken by water corporations
- Restoring sewerage, sanitation systems and wastewater management systems for domestic use for areas where reticulated services are not available. Oversee activities undertaken by water corporations
- working with CFA ensuring essential water taken from private landholders during bushfire suppression activities is replaced
- investigating and carrying out erosion control on public land, as co-lead with Parks Victoria and DoT
- restoring, clearing and rehabilitating public land and assets managed directly by DELWP, Parks Victoria and Catchment Management Authorities
- providing advice and information to municipal councils and delegated public land managers and community groups on reforestation of native forest (not plantations). Advice regarding native flora and fauna, including within aquatic and terrestrial environments
- surveying and mitigating risks to protect threatened bird, marsupial, aquatic and plant species affected by emergencies on land within its portfolio and providing advisory services to others

- surveying and mitigating risks to ecosystem species affected by emergencies on land within its portfolio and providing advisory services to others
- providing strategic and expert advice on animal welfare for wildlife
- coordinating waste pollution management strategies
- undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. roads, bridges, public amenities) where DELWP is the manager of that building or asset.

DELWP (LGV) supports municipal councils in their role to coordinate clean-up activities.

# Department of Jobs, Precincts and Regions

The Department of Jobs, Precincts and Regions (DJPR) is Victoria's lead agency for creating the conditions to lift the living standards and wellbeing of all Victorians by sustainably growing Victoria's economy and employment and by working with the private and public sectors to foster innovation, creativity, productivity, investment and trade.

This broad economic development strategy will be complemented by more specific strategies at the sectoral level across resources, investment attraction and facilitation, trade, innovation, regional development and small business, together with key services to sectors such as agriculture, the creative industries, extractive resources and tourism.

DJPR's key responsibility for emergency management is to minimise the impact of emergencies in portfolio areas through effective preparation, coordination and response.

## Prevention / Mitigation / Risk Reduction Activities

DJPR's responsibilities under the *Emergency Management Act 2013* involve working with the communications and food and grocery sectors to enhance critical infrastructure resilience through Sector Resilience Networks and exercising.

DJPR works with industry, primary producers and community groups on the management of threats (including high risk biosecurity threats, economic shocks and stresses and regulation) to the economy, business and industry.

DJPR promotes resilience through:

- agricultural or veterinary chemical contamination of livestock or agricultural produce emergency planning and preparedness
- business continuity
- linkages to emergency services
- communication and networking
- food and grocery supply logistics prioritisation in an emergency
- surge capacity.

## Response Activities

DJPR is the control agency for:

- agricultural or veterinary chemical contamination of livestock or agricultural produce
- biosecurity incursions, including:
  - exotic animal disease outbreaks (including in fish and bees)
  - plant pest or disease outbreaks (including plague locusts)
  - invasive plant and animal incursions
  - rapid and significant increases in established pest populations (vertebrate pests and plagues)
- marine pest incursion.

DJPR is a key support agency for:

- mining and petroleum emergencies by providing expert advice for mine and quarry incidents and rescues, and petroleum/geothermal wells
- critical infrastructure damage or disruption for the communications sector
- essential service disruption to communications

- explosion
- rescue: mine/quarry and lift, crane, scaffolding or amusement structure
- Wildlife affected by marine pollution
- Foodborne illness.

The (vast) majority of resources for response to a disruption to essential services are within relevant industry sectors.

## Relief / Recovery Activities

Relief and recovery coordination responsibilities summary:

- DJPR is responsible for the relief coordination of:
  - food and grocery supply logistics continuity
  - animal welfare.

DJPR is responsible for the recovery functional area coordination of:

- local economies
- businesses
- agriculture
- telecommunications.

DJPR is lead agency for the following relief activities:

- animal welfare support services, other than wildlife, which sits with DELWP, in co-lead with municipal councils who hold responsibility for housing of displaced and lost/stray companion animals. DJPR will work with the Victorian Farmers' Federation, RSPCA and Australian Veterinary Association where required
- As per the *Victorian Emergency Animal Welfare Plan*, animal welfare support services during relief include, but are not limited to:
  - management of displaced animals (including relocated animals)
  - animal welfare assessment, veterinary treatment, humane destruction, salvage slaughter and disposal
  - provision of emergency pet food, livestock fodder and water
  - liaise with DELWP, local government and animal welfare support agencies and organisations to ensure effective allocation of resources advise local government of containment needs of stray or roaming animals and disposal needs of dead or injured animals (e.g. location, number and type of animals)
  - inform and coordinate animal welfare organisations, volunteer groups or community groups wanting to contribute
  - assess and report losses and damage to agricultural assets and animals, and needs of affected persons and communities to government
  - liaise with DHHS where emergencies impacting on human health may also have associated animal health issues.
- Food and grocery supply logistics continuity by providing strategic and expert advice to government and emergency agencies regarding impacts on food and grocery supply logistics.

DJPR is lead agency for the following recovery activities:

- referring primary producers and animal owners to services. DJPR will gather information on affected primary producers and other animal owners' properties to assess the impact, loss and damage. Relevant information will be shared with municipal councils and appropriate departments

- supporting local community events by providing seed funding for events that aid recovery through restoring social networks and functioning
- working with municipal councils to develop and implement appropriate actions and projects that support local and regional economy recovery priorities. Initiatives will be tailored to address the specific consequences of an emergency
- delivering a wide range of marketing/public relations and industry/product development activities, in partnership with regional tourism boards, to assist the affected tourism region/s and businesses recover, including "Open for Business" messaging and campaigns
- working with municipal councils to implement appropriate actions and initiatives that encourage and bring forward the resumption of local economic activity, including:
  - tourism visitation when safe to do so
  - the use of local business in recovery activities
  - buy-local initiatives
  - events that attract visitation
  - other relevant activities.
- monitoring broad economic impacts and consequences in partnership with other agencies and municipal councils, and
  - ensuring this information is shared across government to inform responses
  - working with agencies to prioritise planned activities in order to minimise economic consequences
- assisting businesses to access available information, advice and support following an emergency including from:
  - Australian Tax Office
  - financial institutions
  - Australian Securities & Investment Commission
  - Centrelink
  - Victorian Government
  - other sources and resources
- providing information and advice to small businesses to support decision making and, where appropriate, encourage a return to business. This may include:
  - mentoring and business counselling
  - support through the small business bus
  - connection to other services
- working with municipal councils to develop and implement appropriate approved actions to assist business recovery. Initiatives will be tailored to address the specific consequences of an emergency
- providing opportunities for the enhancement of knowledge and skills within small businesses by supporting the delivery of small business workshops and training, with a particular focus on resilience and business continuity
- delivering recovery programs and advice to primary producers, and rural land managers and other animal businesses by
  - ensuring effective communication channels between various agencies, organisations and communities
  - providing advice on ongoing treatments
  - providing technical advice and services to primary producers, rural land managers and other animal businesses on strategies for the re-establishment of rural enterprises, rehabilitation of productive land and economic recovery

- providing advice about fencing (for safe ongoing containment), feed planning and pasture management, water supplies including dam management, and animal health considerations
- undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. public amenities) where DJPR is the manager of that building or asset.

DJPR is the lead government liaison to support the delivery of telecommunications assets reinstatement, return to reliable supply and restoration of services by coordinating relevant information. DJPR will work with telecommunication businesses as required.

DJPR supports the following agencies in their respective roles to deliver relief and recovery activities:

- EMV in
  - implementing available financial assistance under the DRFA to assist voluntary non-profit groups, communities and economies by administering the Community Recovery Fund subject to the severity and significance of a natural disaster event
  - implementing available financial assistance under the DRFA to assist small businesses and primary producers' recovery by gathering impact and loss information for primary producers and small businesses and providing it to EMV and DPC
- DELWP and CFA in assisting farmers repair and restore fences damaged by fire or suppression activities by collecting information from affected primary producers and refer private fencing damage to municipal councils, and fences on public land to DELWP.

# Department of Justice and Community Safety

The Department of Justice and Community Safety (DJCS) leads the delivery of justice and regulation services in Victoria. It is comprised of divisions that deliver policy and programs, regional services and corporate services. The department delivers its services to the community in seven regions throughout Victoria – Loddon Mallee, Hume, South East Metropolitan, Gippsland, Barwon South West, Grampians and North West Metropolitan. These services include:

- Community Correctional Services
- Prison management
- Offending Behaviour Programs
- Consumer Affairs Victoria
- Dispute Settlement Centre of Victoria
- Registry of Births, Deaths and Marriages
- Sheriff's Operations
- Victims Assistance Program
- Crime Prevention
- Youth Justice.

The DJCS contributes to the broader Victorian emergency management sector through key business units:

- Emergency Management Victoria (EMV), (refer to the specific role statement in this Part of the manual, for EMV and Emergency Management Commissioner's functions)
- Community Safety Building Authority
- Regulation (including the Inspector-General for Emergency Management, refer to separate role statement in this Part of the manual)
- Corrections and Justice Services
- Youth Justice
- Service Delivery Reform, Coordination and Workplace Safety.

## Prevention / Mitigation / Risk Reduction Activities

- Secretary of DJCS is the Deputy Chair of the State Crisis and Resilience Council
- Supports EMV to coordinate whole of government policy and planning for emergency management
- Develops policies and plans to reduce the risk of harm to its people (both staff and clients), facilities, systems and services from major emergencies
- Participates in multi-agency emergency management planning at the local, regional and state level
- Supports EMV in the administration of the Natural Disaster Resilience Grants Scheme for Victoria
- Through the Community Safety Building Authority, develops regulations and policies for building standards and community safety
- Through Correctionsand Justice Reform, can assist communities through the provision of community work.

## Response Activities

- Supports EMV and the Emergency Management Commissioner for emergency response management (predominantly response coordination for major emergencies)
- Provides the initial response capability for emergencies within prisons
- Participates on emergency management teams at the local, regional and state level as required
- Provides support resources to incident and regional control centres, where possible.

## Relief / Recovery Activities

Relief and recovery support agency responsibilities summary:

- Supports EMV and the Emergency Management Commissioner for the coordination of emergency relief and recovery services at State level
- Community Corrections Services can support in the clean-up and restoration of communities, including waterway restoration, weed eradication, large-scale tree planting, countering soil erosion, rubbish collection, fence maintenance and other community projects.
- Provide resources to support relief centres, where possible.
- Provide advice, information and assistance to individuals, communities and funded agencies and councils about relevant DJCS services.
- Coordinates outreach justice services, such as births, deaths and marriages and community work group resources as required for recovery.
- Assumes responsibility for business continuity and disaster recovery for DJCS services.

DJCS is the lead agency for undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets where DJCS is the manager of that building or asset.

# Department of Health and Human Services

The Department of Health and Human Services (DHHS) works to minimise the impact of emergencies on the health and wellbeing of communities and individuals, especially the most disadvantaged and vulnerable.

## Prevention / Mitigation / Risk Reduction Activities

- promoting awareness of safe practices and emergency procedures and implementing safety and warning systems for clients and funded services of DHHS
- providing whole-of-health leadership and direction in planning and preparing for emergencies with major health consequences, including mass casualties
- implementing legislation, programs and monitoring procedures to minimise public health risk from:
  - infectious diseases
  - contaminated food
  - contaminated water supplies
  - radiation and chemicals.

## Response Activities

- control agency for human disease/epidemics, food/drinking water contamination and incidents involving radiological substances and biological releases
- through the *State Health Emergency Response Plan* (SHERP), ensure a safe, effective coordinated health and medical response to emergency incidents that go beyond day-to-day arrangements.
- access additional resources for the provision of appropriate care during an emergency with major health consequences.
- direct the strategic health response during an emergency with major health consequences.
- coordinate the training, development and deployment of suitably-qualified health professionals to enable Victoria to contribute to national or international deployments of health and medical teams, when requested by an interstate government, or by the Australian Government under AUSASSISTPLAN.

## Relief / Recovery Activities

Relief and recovery coordination responsibilities summary:

- DHHS is responsible for regional relief and recovery coordination across the four recovery environments. The Secretary of the DHHS has appointed a Relief and Recovery Coordination Senior Liaison Officer to act as a strategic and operational interface between regional and state tiers of relief and recovery coordination.
- DHHS is responsible for the relief coordination of:
  - Emergency shelter
  - Emergency financial assistance
  - Psychosocial support
- DHHS is responsible for the recovery functional area coordination of:

- Housing and accommodation
- Psychosocial support
- Individual and household assistance
- Health and medical assistance

DHHS is state lead agency for the following relief activities:

- Arranging emergency shelter and accommodation for displaced households when requested by municipal councils
- Administering emergency financial assistance in the form of relief payments through the personal hardship assistance program, to help individuals meet their basic needs
- Providing psychosocial support through information, practical assistance, emotional support, assessment of immediate needs and referrals to other support agencies and services in relief and recovery centres and through outreach.

DHHS is state lead agency for the following recovery activities:

- supporting securing interim accommodation, when requested by councils and other referring agencies, for individuals, families and households whose primary residence is destroyed or damaged
- advising on accommodation standards for interim accommodation of displaced people, when requested by councils
- coordinating plans when requested, to assist households to prepare for the transition to permanent housing
- coordinating the provision of psychological first aid to affected people to overcome the immediate impact, feel safe, connected to others, able to help themselves and able to access physical, emotional and social support
- coordinating the provision of counselling and targeted psychosocial support
- coordinating the provision of personal support through information, practical assistance, assessment of immediate needs and referral to other support agencies and services in relief and recovery centres
- administering income-tested re-establishment payments through the personal hardship assistance program, to help eligible households re-establish as quickly as possible
- liaising with Australian Government and providing advocacy to and liaison with, the Australian Government Department of Human Services regarding income support issues
- providing public health advice to councils, other agencies and the community on a range of topics including safe water, safe food, waste disposal, adequate washing/toilet facilities
- advising on wellbeing in recovery through 'whole-of-health' advice, information and assistance to community
- maintaining community access to primary and acute health services through DHHS funded health care services and other primary and acute health services
- at the regional level, providing tailored information services to affected communities

- coordinating spontaneous volunteers through capturing and providing offers of spontaneous emergency volunteers to municipal councils
- undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. disability housing) where DHHS is the manager of that building or asset.

DHHS supports the following agencies in their respective roles to deliver relief and recovery activities:

- EMV in its role of leading whole of government coordination of public information and communication in relation to emergency management for major emergencies
- DJPR in its role of referring to available services for primary producers and animal owners as needed
- Coroners Court in its role to facilitate support and counselling for families of the bereaved by using relationships with grief and bereavement support agencies to extend assistance for this emergency
- Municipal councils in their roles of
  - forming, leading and supporting Municipal /Community Recovery Committees.
  - providing and staffing of recovery/information centres.
  - advising on, providing and managing community development services.
  - providing tailored information services to affected communities, using e.g. information lines, newsletters, community meetings and websites.

# Department of Premier and Cabinet

Control Agency for Cyber Security

## Prevention / Mitigation / Risk Reduction Activities

- provide information and strategic advice to the Premier, Security and Emergency Management Committee and State Crisis and Resilience Council on whole-of-government security and emergency management issues
- chair the State Crisis and Resilience Council
- support the Security and Emergency Management Committee and State Crisis and Resilience Council to lead coordination of whole-of-government strategic emergency management
- coordinate with Commonwealth and state and territory First Ministers' departments on a range of security and emergency management issues
- maintain the State Crisis Centre to support the government response during an extreme event, in particular under the *National Counter Terrorism Plan*
- support the protection and rehabilitation of Aboriginal cultural and heritage sites on public land affected by emergencies and associated activities, through the Office of Aboriginal Victoria
- Implement actions arising from the Victorian Government Cyber Security Strategy, including enhancing the cyber security resilience of Victorian Government organisations by providing cyber security threat and risk management advice.

## Response Activities

- provide information and strategic advice to the Premier, Security and Emergency Management Committee and State Crisis and Resilience Council and its sub-committees on whole-of-government response activities for emergencies
- advise the Premier on his/her power to declare a State of Disaster
- chair the State Crisis and Resilience Council
- support the Security and Emergency Management Committee and its sub-committees, and State Crisis and Resilience Council to lead coordination of whole of government strategic emergency management
- coordinate with Commonwealth and state and territory First Ministers' departments on security and emergency response matters
- activate and manage the State Crisis Centre to support government response during an extreme event, in particular under the *National Counter Terrorism Plan*
- support the protection and rehabilitation of Aboriginal cultural and heritage sites on public land affected by emergencies and associated activities, through the Office of Aboriginal Victoria
- Coordinate Victorian Government responses to cyber security incidents, including liaison with other states/territories and the Commonwealth Government (via the Australian Cyber Security Centre).

## Relief / Recovery Activities

Relief and recovery coordination responsibilities summary:

- provide information and strategic advice to the Premier, Security and Emergency Management Committee and its sub-committee, and the State Crisis and Resilience Council on whole-of-government relief and recovery activities following emergencies
- advise the Premier, Security and Emergency Management Committee and its sub-committees, and State Crisis and Resilience Council on State and inter-jurisdictional matters relating to the provision of natural disaster assistance
- chair the State Crisis and Resilience Council
- support the Security and Emergency Management Committee and its Sub-Committees, and State Crisis and Resilience Council to lead coordination of whole of Government strategic emergency management
- coordinate with Commonwealth and state and territory First Ministers' departments on recovery matters
- activate and managing the State Crisis Centre to support government during recovery from an extreme event, in particular under the *National Counter Terrorism Plan*
- support the protection and rehabilitation of Aboriginal cultural and heritage sites on public land affected by emergencies and associated activities, through the Office of Aboriginal Victoria.

DPC is lead agency for the following recovery activities:

- organisation of State-wide public-appeals by setting up and allocating the management of public appeals and appeal funds.

DPC also supports EMV in delivering the following recovery activities:

- implementing financial assistance under the DRFA by providing advice to the Victorian Premier to request the Prime Minister activate DRFA Category C and D as required
- implementing available financial assistance under the DRFA to assist small businesses and primary producers' recovery by providing advice to the Victorian Premier to request the activation of DRFA Category B, as required.

# Department of Transport (including Head, Transport for Victoria)

The Department of Transport (DoT) plans, builds and operates an integrated, sustainable and safe transport system for Victoria. DoT's job is to make journeys simpler, safer and more reliable for everyone. The Secretary, as Department Head of DoT, is responsible for overseeing the transport system and transport bodies.

The Head, Transport for Victoria (Head, TfV) is a statutory authority established by s 64A of the Transport Integration Act 2010. Head, TfV is responsible for coordinating, providing, operating and maintaining the public transport system and the road system in Victoria. The objects and functions of the Head, TfV are outlined in sections 64B and 64C of the *Transport Integration Act 2010*, as well as the *Road Management Act 2004*. Head, TfV has taken over the road management responsibilities of the Roads Corporation (VicRoads). Head, TfV practically operates as part of DoT.

DoT supports the Secretary, Ministers, the Head, TfV, and other transport bodies in planning, procuring and commissioning transport infrastructure and commissioning passenger services, rolling stock and transport assets. Statutory functions are held by either the Secretary, DoT or Head, TfV.

DoT aims to coordinate and manage disruptions during construction and delivery of new infrastructure, and to integrate this, whilst planning and managing network operations and challenges across all modes as part of a single broader transport network.

DoT's key responsibility for emergency management is to minimise the impact of emergencies in portfolio areas through effective preparation, coordination and response.

## Prevention / Mitigation / Risk Reduction Activities

DoT's responsibilities include supporting relevant Ministers, and overseeing responsible entities, nominated under Part 7A of the *Emergency Management Act 2013* with respect to the transport system.

DoT works with the transport sectors to enhance critical infrastructure resilience, through:

- designating vital critical infrastructure where appropriate
- emergency risk management planning by vital critical infrastructure owners and operators
- conducting, participating in and observing exercises as part of resilience improvement cycles for vital critical infrastructure owners and operators.

Other activities include:

- providing leadership to the transport sector through development and running of multiagency exercises
- assurance of preparation of vital critical infrastructure owners' and operators' emergency risk management plans
- participation in state and regional emergency management meetings and other fora and exercises where these provide advice on likely risks and impacts to the transport network
- maintaining a high level of preparedness for emergencies that may affect the state's road and rail network.

## Response Activities

DoT is the control agency for level 2 and level 3 marine pollution oil spills in Victorian coastal waters up to three nautical miles. Level 1 spills are the responsibility of designated port managers and facility operators as per arrangements set out in the State Maritime Emergencies (non-Search and Rescue) Sub-plan.

DoT provides staff and other support to the Head, TfV, who is the control agency for disruptions to public transport, roads, bridges and tunnels.

DoT will respond by:

- providing immediate assistance in coordination of all private rail, tram, bus, contracted ferry organisations, road contractor and other organisations related to emergencies involving loss of life, injury to persons, fire, hazardous chemical accidents, general policing incidents and other major emergencies
- providing and facilitating professional and skilled engineering and technical emergency teams/experts, equipment and material to other emergencies from either the department, public transport operators or contractors as appropriate
- providing a mechanism for developing multi-agency/operator incident action strategy
- addressing safety of staff, passengers and the impacted community
- maintaining community safety and confidence
- assisting with the management of road links during emergencies, which includes route selection, emergency traffic management, escorting, route conditions advice and control
- providing transport closure and condition information to the media and public
- providing relevant support to other agencies in the management of emergencies.

The majority of resources for response to a disruption to essential services are within relevant industry sectors, except for a disruption to roads.

## Relief / Recovery Activities

Head, TfV is responsible for, with the support of DoT, coordinating the restoration of rail, tram, contracted ferries and bus services. DoT will provide the following relief/recovery activities:

- restoring major arterial roads, bridges and tunnels
- undertaking erosion control on public land (co-lead with DELWP/PV)
- undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. roads, bridges, public amenities) where DoT is the manager of that building or asset
- leading liaison between airport operators/owners and the Victorian Government and land transport network links to airports, including coordinating information regarding restoration of services and land transport network links to airports – DoT will work with airport owners and operators and other agencies and businesses as required
- leading liaison between port managers and the Victorian Government. DoT will work with port owners and operators and other agencies and businesses as required

- assisting with logistics interdependencies, contingencies and reconstruction by providing clearing, restoration and rehabilitation works on arterial roads and bridges.

## Public Transport Operator Responsibilities

Head, TfV oversees Public Transport Operator Responsibilities, being:

### Melbourne Metropolitan Rail Network

METRO Trains Melbourne (MTM) is responsible for the maintenance of the electrified metropolitan train network in Melbourne and the Stony Point line. MTM also operates Metrol, which is the train control centre for all train and track vehicle movements over the electrified metropolitan rail network and the Stony Point line.

### Melbourne Tram Network

KDR Victoria Pty Ltd (trading as Yarra Trams) is responsible for maintaining the light rail (tram) network in Melbourne. This includes rolling stock, tram lines, the trams control centre in the CBD, depots and Melbourne's tram stops.

### Melbourne Metropolitan, Regional and DET School Bus Networks

DoT is responsible for maintaining the Victorian route and school bus networks. Operators are required to maintain vehicles and depots and compliance with Transport Safety Victoria accreditation requirements. The Head, Transport for Victoria is responsible for the infrastructure associated with bus operations, stops, shelters and hardstands. The Head, Transport for Victoria is also responsible for the Doncaster and North Fitzroy bus depots operated by Transdev Melbourne.

### Intrastate Rail Network

V/Line Corporation is responsible for maintaining the Victorian intrastate train network including both the freight-only and regional passenger networks. This includes some non-electrified, broad gauge freight-only lines in and around the metropolitan area including the Port of Melbourne land. V/Line Corporation also operates Centrol, which is the train control centre for all train and track vehicle movements over the non-electrified intrastate rail network.

### Interstate Rail Lines

The Australian Rail Track Corporation (ARTC) is responsible for the maintenance of the Victorian interstate standard gauge and the Albion to Jacana broad gauge rail lines (known as the Designated Interstate Rail Lines (DIRN)). This includes the lines that run from the Moonee Ponds Junction (located approximately 2 kilometres from Southern Cross Station) to Albury (NSW) including the Benalla to Oaklands line and from Tottenham Junction to Wolseley (South Australia) including the Maroona to Portland line.

The ARTC also operates control centres at Mile End, Adelaide and Junee, NSW for all trains running on its tracks.

# Department of Treasury and Finance

## Relief / Recovery Activities

DTF is lead agency for the following recovery activities:

- Coordinating insurance advice and information to government through liaison with the Insurance Council of Australia (ICA)

DTF supports the following agencies in delivering their respective relief and recovery activities:

- DJPR in its role in delivering recovery programs and advice to primary producers, and rural land managers and other animal businesses.

# EastLink

ConnectEast is the responsible road authority for EastLink under the *Road Management Act 2004*. For the purpose of this document, Connect East and its Operations and Maintenance partner(s) will be referred to as Eastlink.

EastLink is the support agency for any incident that occurs on the leased land.

EastLink will provide resources, within its capability, to assist control and support agencies or persons affected by an emergency on the EastLink project land.

EastLink may also have a role in emergencies that do not involve EastLink directly, but which affect is operation.

## Response Activities

During an emergency Eastlink will support the control and support agencies by:

- Providing a Liaison Officer
- Providing an Incident Management facility to assist in the coordination of the emergency
- Other assistance as required.

## Relief / Recovery Activities

Eastlink's role in recovery is:

- Restoration and /or reconstruction of EastLink
- Assistance with the on-going management of traffic on the arterial network if the Link is not available for use
- Provision of information concerning the commercial issues
- Liaison with state authorities and local government regarding EastLink
- To facilitate steps to ensure the physical and mental wellbeing of all company personnel involved in the emergency
- To participate on a Community Recovery Committee, if required.

# Emergency Broadcasters

## Prevention / Mitigation / Risk Reduction Activities

- broadcast of information that promotes community safety

## Response Activities

- operation and maintenance of appropriate communication system for authorised emergency service representatives to initiate emergency broadcasts
- broadcast of emergency messages (warnings and information) in the form provided by an authorised emergency service representative, interrupting scheduled programming and repeating as required
- broadcast of the Standard Emergency Warning Signal (SEWS) as required, in accordance with the SEWS Guidelines (refer to Appendix 14, Part 8 of this manual)
- broadcast of weather forecast information from the Bureau of Meteorology relevant to developing emergencies
- provision of continuous broadcast services in parts of Victoria affected by a significant emergency (abandoning scheduled programming)
- participation in emergency debrief forums, particularly regarding public information and media issues.

**Note:**

Emergency broadcast arrangements with Victoria's Emergency Services Organisations are formalised through memoranda of understanding (MOU). The MOU facilitates closer working relationships by providing details about the system used to communicate emergency messages.

## Relief / Recovery Activities

- Emergency Broadcasters will support EMV to coordinate relief and recovery communications including public information.

# Emergency Management Commissioner

The Emergency Management Commissioner (EMC) provides leadership for emergency management in Victoria, including driving improvements, particularly for operational capability and interoperability. During a major emergency, the EMC has an over-arching management role to ensure that the response is systematic and coordinated.

The EMC is responsible for leading and promoting the implementation of the elements of the *Strategic Action Plan* that relate to improvements to the operational capability of responder agencies. This includes working with the Chief Executive of Emergency Management Victoria to ensure that agencies implement their work programs under the *Strategic Action Plan.*

The EMC must have regard for the fundamental importance of the role of volunteers in emergency management for Victoria.

## Response Activities

- ensuring the coordination of activities of agencies with roles and responsibilities in Class 1 and Class 2 emergencies
- ensuring that control arrangements are in place for Class 1 and Class 2 emergencies
- appointing a State Response Controller for Class 1 emergencies
- managing the State Control Centre on behalf of, and in collaboration with, agencies that may use it for emergencies
- ensuring that warnings are issued, and information is provided to the community in relation to fires, for the purposes of protecting life and property
- ensuring that the Minister for Police and Emergency Services is provided with timely and up to date information regarding major emergencies either occurring or imminent
- coordinating agencies that manage or regulate services or infrastructure which is, or may be, affected by a major emergency (known as consequence management) for all classes of emergencies
- for major emergencies, appoint a State Consequence Manager, as required

## Relief / Recovery Activities

- for major emergencies, appoint a State Relief and Recovery Manager, as required
- the EMC is responsible for state relief and recovery coordination and effectively oversees the management of coordination at every level, in accordance with the *State Emergency Relief and Recovery Plan* (Part 4 of this Manual)
- reporting to the Minister for Police and Emergency Services on relief and recovery
- coordinating data collection and impact assessment processes.

# Emergency Management Victoria

Emergency Management Victoria (EMV) is a central body for emergency management in Victoria. EMV consists of a Chief Executive and the Emergency Management Commissioner (EMC), supported by staff from the Department of Justice and Community Safety.

EMV is the agency responsible for the coordination and development of the whole-of-government policy for emergency management in Victoria, including the following key roles:

- providing secretariat support for the standing sub-committees of the State Crisis and Resilience Council (SCRC)
- providing policy advice to the Minister for Emergency Services in relation to emergency management
- implementing the government's emergency management reform initiatives
- liaising with the Australian Government on emergency management

In the performance of its roles, EMV must:

- have regard for the decisions made by SCRC
- collaborate and consult with the emergency management sector
- have regard for the fundamental importance of the role of volunteers in emergency management for Victoria.

## Chief Executive of EMV

The Chief Executive of EMV is responsible for:

- ensuring that agencies implement their work programs under the *Strategic Action Plan*, together with the EMC
- providing advice and making recommendations to the Minister for Emergency Services regarding the functions of EMV, having regard for the guidance or advice provided by SCRC
- leading the coordination of investment planning and large-scale strategic projects on behalf of the responder agencies.

## Prevention / Mitigation / Risk Reduction Activities

- establishing and maintaining the Victorian Critical Infrastructure Register
- in collaboration with the whole-of-government, lead the coordination of public information and communication in relation to emergency management for major emergencies

## Response Activities

- supporting the EMC in the performance of his or her functions
- managing the operation and administration of the State Control Centre
- in collaboration with the whole-of-government, lead the coordination of public information and communication in relation to emergency management for major emergencies
- the State Consequence Manager is to lead the coordination of agencies who have responsibilities for consequence management for major emergencies.

## Relief / Recovery Activities

EMV is lead agency for the following recovery activities:

- administering the Victorian Natural Disaster Financial Assistance (NDFA) scheme, in accordance with the Commonwealth Disaster Recovery Funding Arrangements (DRFA)
- providing financial assistance to relevant government agencies and to municipal councils where eligible for disaster expenditure including counter disaster operations and the restoration of essential municipal assets.
- implementing available financial assistance under the DRFA to assist primary producers, small businesses and voluntary non-profit groups by
    - a low-interest concessional loan scheme; and
    - recovery grants, subject to approval by the Australian Government.
- implementing available financial assistance under the DRFA to assist primary producers' recovery subject to activation by the State and Australian governments:
    - a low-interest concessional loan scheme to primary producers; and
    - recovery grants for primary producers, subject to approval by the Australian Government.

Relief and recovery coordination responsibilities summary:

- EMV is responsible for supporting the EMC in
    - state relief and recovery coordination and effectively overseeing the management of coordination at every level, in accordance with the *State Emergency Relief and Recovery Plan* (Part 4 of this Manual)
    - reporting to the Minister for Police and Emergency Services on relief and recovery
    - coordinating data collection and state impact assessment processes
    - coordinating investment and planning.
- state level impact assessment coordination
- in collaboration with the whole-of-government, lead the coordination of public information and communication in relation to emergency management for major emergencies

EMV is responsible for the coordination of the recovery functional area of:

- community development

EMV supports the following agencies to deliver their respective relief and recovery activities:

- DHHS in its delivery of income-tested re-establishment payments through activation of the personal hardship assistance program, to help eligible households re-establish as quickly as possible.
- Municipal councils in their coordinating of clean-up activities where state assistance is required
- DJPR in its role in delivering recovery programs and advice to primary producers, and rural land managers and other animal businesses.

# Emergency Services Telecommunications Authority (ESTA)

ESTA provides the critical link between the Victorian community and the state's emergency services agencies. It provides Victoria's 24-hour state-wide emergency call-taking and dispatch services for Police, Fire, Ambulance and VICSES. ESTA now takes more than 2.4 million calls for assistance per year; on average this is a call every 13 seconds - close to 1.7 million of which come via the Triple Zero emergency call service.

ESTA also manages the provision of advanced, operational communications for Victoria's emergency services. These operational communications support Police, Fire, Ambulance and VICSES personnel in the field by this year carrying close to 20 million radio calls over the Metropolitan Mobile Radio Service (MMR); supporting 7.8 million data transactions on the Mobile Data Network (MDN); and delivering more than a million messages to CFA, VICSES and Ambulance Victoria volunteers and staff via the state-wide Emergency Alerting System (EAS).

## Prevention / Mitigation / Risk Reduction Activities

- progress Triple Zero caller location verification enhancements through enhanced technology and system processes to enable alternate means of communication from the public including the provision of Mobile Origin Location Information (MOLI) and the continual expansion of the emergency markers program.

## Response Activities

- answer Triple Zero emergency calls from Telstra and activate agency responses through a Computer Aided Dispatch (CAD) system
- dispatch appropriate emergency response resources
- track and maintain a record of the progress and status of events and emergency services resources
- conduct immediate, operational enquiries on persons, vehicles and locations for Victoria Police
- provide clinical triage and pre-ambulance life support advice via the telephone and access to specialist referral services as required for medical emergencies
- render communication and media response support for the control agency as appropriate
- support other agencies in business continuity and redundancy planning and testing
- provide an advisory and coordination role on improvements, standards and policy relating to VicMap data, underpinning the CAD system and used by emergency services
- provide information for post-incident data analysis for review and future planning.

# Energy Safe Victoria

## Prevention / Mitigation / Risk Reduction Activities

### Gas

- develop and administer Regulations and codes to ensure:
  - safety of gas supply and use
  - safety of gas installations
  - safety of gas workers
  - safety of the gas industry.
- Conduct public/industry awareness campaigns.

### Electricity

- develop and administer Regulations to ensure:
  - safety of the supply of electricity
  - safety of electricity products
  - safety of electrical installations
  - safety standard of electrical workers.
- develop and administer Code of Practice for power line clearance (vegetation) and bushfire mitigation Regulations to minimise the danger of bushfires and electrocution caused by power lines in contact with vegetation
- investigate electrical accident/fatalities and analyse accident trends to develop preventative measures
- prevent corrosion and associated leakage of underground/underwater structures such as gas, oil, water pipelines and electrical supply/telecommunication cables due to stray electrical current
- conduct public/industry awareness campaigns.

### Pipelines

- administer Regulations to ensure the safety of pipeline construction and operation
- administer Regulations to ensure the protection of the environment during pipeline operation

## Response Activities

### Gas

- investigation of incidents including:
  - fatalities
  - gas Safety implications
  - fires
  - escapes
  - damage.
- provide advice to government
- direct industry to take any necessary actions to ensure safety and supply.

### Electricity

- attend sites of serious electrical accidents to conduct investigations

- intervene as required to ensure appropriate action is taken by all relevant parties in the case of electricity safety emergencies.

**Pipelines**

- attend sites of serious pipeline incidents to conduct investigations
- intervene as required to ensure appropriate action is taken by all relevant parties in the case of pipeline incidents.

## Relief / Recovery Activities

- Energy Safe Victoria works with DELWP (as lead government liaison) to ensure electricity and gas services assets reinstatement and return to reliable supply.

# Environment Protection Authority

The Environment Protection Authority (EPA) provides a technical support agency role in Victoria's emergency management arrangements. Technical advice is provided before, during and after emergencies to the Control agency, government, industry and the community through scientific, engineering and regulatory expertise on the environmental and public health impacts of pollution and waste.

The Chief Environmental Scientist (CES) has an important role during emergencies involving significant pollution consequences by supporting the Emergency Management Commissioner, State Controller and Chief Health Officer with expert advice on the practical measures to protect the environment and public health from the impacts of pollution and waste. The CES also provides a trusted and authoritative public face for the communication of complex pollution and waste advice.

## Prevention / Mitigation / Risk Reduction Activities

In applying and enforcing the Environment Protection Act the EPA provides technical support in the prevention, mitigation and risk reduction of pollution and waste emergencies by:

- Undertaking regulatory, enforcement and investigative activities under the Environment Protection Act
- Working with government, industry and community to help identify and manage significant waste and pollution risks
- Managing systems for the transport of priority waste from generation to disposal
- Equipping government, industry and community with best practice guidance and practical tools to prevent pollution and manage waste
- Supporting regional and state emergency management planning.

## Response Activities

EPA provides a technical support agency role by:

- Responding to and assessing reports of pollution from the community, industry, government agencies and emergency services
- Providing advice to the control agency on risks to the environment and public health, and the practical measures to reduce environmental and public health impacts of pollution and waste from the emergency and response activities
- Providing and coordinating with other support agencies for environmental monitoring to inform the provision of advice
- In cooperation with the control agency, providing advice to the community on the harmful effects of pollution and waste and recommend actions to protect public health
- Supporting the control and other support agencies with powers under the Environment Protection Act where required
- Providing expert advice to the Chief Health Officer on the risks of pollution and waste on public health, as required.

## Relief / Recovery Activities

EPA provides a technical support agency role by:

- Providing advice and information services to recovery agencies, municipal councils, duty holders and community on:
    - the environmental and public health impacts of pollution and waste
    - environmental clean-up methods
    - appropriate disposal of waste
- Providing emergency approvals under the Environment Protection Act
- Undertaking regulatory, enforcement and investigative activities under the *Environment Protection Act 1970*.

# Foodbank Victoria

## Relief / Recovery Activities

- Foodbank Victoria is the co-lead agency with the Salvation Army to provide essential material aid (non-food items) to emergency affected persons including clothing, bedding and other personal requisites
- Foodbank Victoria supports Australian Red Cross in its role to coordinate food and water at regional and state levels, and support food and water coordination at the local level when requested.

# Inspector-General for Emergency Management

The Inspector-General of Emergency Management (IGEM) provides assurance to the government and the community in relation to Victoria's emergency management arrangements and fosters continuous improvement of emergency management.

## Roles / functions

The key roles for IGEM include:

- developing and maintaining a monitoring and assurance framework for emergency management, including measures for assessing the capacity, capability and performance of the emergency management sector
- undertaking system-wide reviews, including reviewing the emergency management functions of responder agencies and departments in relation to the monitoring and assurance framework
- at the request of the Minister for Police and Emergency Services, providing advice to, or preparing a report for, the Minister on any matter relating to the IGEM's functions
- evaluating state-wide training and exercising arrangements to maintain and strengthen emergency management capability
- monitor and report to the Minister for Police and Emergency Services on the implementation of the *Strategic Action Plan* by;
  - responder agencies
  - departments
  - the Emergency Services Telecommunications Authority (ESTA)
  - Emergency Management Victoria.
- monitoring and investigating the performance (in non-financial matters) of ESTA regarding the provision of services to emergency services and related organisations
- making recommendations to the Minister regarding matters arising from monitoring and investigating ESTA.

In the performance of these roles, the IGEM must:

- in relation to making recommendations, have regard to the resources that agencies have to implement the recommendations
- in relation to developing and maintaining a monitoring and assurance framework for emergency management;
  - consult with the parts of the emergency management sector affected by the framework, and the State Crisis and Resilience Council
  - submit the framework to the Minister for approval
- in relation to undertaking system-wide reviews;
  - prepare an annual forward plan of reviews
  - consult with the agencies or departments affected
  - provide a copy of the annual forward plan to the Minister.

# Insurance Council of Australia Ltd

## Relief / Recovery Activities

Insurance Council of Australia provides support to DTF in its role to deliver the following recovery activities:

- providing a point of contact to assist policyholders, and provide information to insurers, governments, the media and other parties
- assisting the insurance industry to respond to claims in an efficient, fair and timely manner through the coordination of insurers, adjusters and intermediaries as appropriate
- establishing contact with government at all levels and participating on any external committee on behalf of the insurance industry
- providing information to insurers, governments, the media and other interested parties and maintaining statistics showing the final insured cost of the event.

# Lend Lease (Peninsula Link)

Lend Lease is responsible for the operation and maintenance of the Peninsula Link freeway. Lend Lease is a support agency for emergencies occurring within Peninsula Link freeway land. Lend Lease will provide resources, within its capability, to assist control and support agencies or persons affected by an emergency on the Peninsula Link freeway. Lend Lease may also have a role in emergencies that do not involve the Peninsula Link freeway directly but affect its operation.

## Response Activities

Lend Lease supports emergency response activities by:

- providing a forward liaison officer
- providing an incident management facility to assist in the coordination of the emergency
- other assistance as required.

## Relief / Recovery Activities

Lend Lease's role in recovery is:

- restoration and /or reconstruction of Peninsula Link
- assistance with the on-going management of traffic on the arterial network if the Link is not available for use
- provision of information concerning the commercial issues
- liaison with state authorities and local government regarding Peninsula Link
- to facilitate steps to ensure the physical and mental wellbeing of all company personnel involved in the emergency
- to participate on a Community Recovery Committee, if required.

# Life Saving Victoria

## Prevention / Mitigation / Risk Reduction Activities

- development of safety standards for the development, operation and use of a range of waterways including beaches, public swimming pools, home pools and spas, and urban waterways
- development and provision of learn water safety, first aid, CPR, swimming and lifesaving programs at swimming pools, open water locations, schools and lifesaving clubs
- provision of aquatic risk management services including safety design services to designers of swimming pools and waterways
- provision of water safety services to aquatic based events
- provision of subject matter expertise on water safety for public awareness campaigns and communications
- provision of expert advice on aquatic risk management systems and water safety signage
- provision of technical and reference manuals, texts, resources, and newsletters on water safety, lifesaving, life guarding, CPR and first aid
- provision of information and education displays at tradeshows and community events
- provision of accredited training for Personal Water Craft and Inflatable Rescue Boats
- provision of vocational education and training programs such as Pool Lifeguard, first aid, oxygen equipment, and specialist areas such as Automatic External Defibrillation (AED) and aquatic and dry spinal injury management
- provision of safety inspection services for swimming pools, urban, coastal and inland waterways using approved risk management tools.

## Response Activities

- provision of both professional and volunteer beach-based patrolling including inshore, rescue and response services provided from 67 locations across Port Phillip Bay, the Victorian coastline and Mildura (Murray River)
- provision of emergency evacuation centres at the lifesaving club clubrooms
- provision of support services to Victoria Police (Water Police Squad)
- provision of coastal communication network
- provision of offshore rescue boat services
- provision of Westpac lifesaver rescue helicopter services.

# Melbourne Water

## Prevention / Mitigation / Risk Reduction Activities

- develop and implement plans and operational procedures for the continuity of Melbourne's water supply systems, dams, sewerage systems, waterways and drainage assets
- develop and implement plans for the protection of Melbourne Water's assets and systems, including dam safety, water quality, catchment and asset security
- develop and undertake training and exercise activities to ensure that Melbourne Water's people, customers and partners are able to implement plans and procedures
- prepare sub-catchment drainage strategies to support urban development
- establish agreements with land developers for the provision of drainage infrastructure
- regulate development in flood prone areas within Melbourne Water's waterway management district as a referral authority under council planning schemes
- develop policies and procedures for the management of trade waste
- continue to develop the flood monitoring system for Melbourne Water's waterway management district.

## Response Activities

- implement plans and procedures for the continuity of services in the event of a threat or impact to Melbourne Water's water supply systems, dams, sewerage systems, waterways and drainage assets
- implement plans for the protection of Melbourne Water's assets and systems from threats and impacts, including dam safety, water quality, catchment and asset security
- provide flood predictions to the Bureau of Meteorology for Melbourne's water courses for which flood warning systems have been developed
- provide emergency works to alleviate flooding and clearance of waterways and drainage assets after flooding has occurred
- provide advice and support to the Environment Protection Authority and other response agencies regarding the impact of an incident or emergency (including pollution to waterways) within Melbourne Water's waterway management district
- provide advice and support to the Department of Environment, Land, Water and Planning (DELWP) for any dam safety event.

## Relief / Recovery Activities

Melbourne Water leads delivery of the following relief and recovery activities:

- support the recovery and rehabilitation of areas directly impacted by the failure of Melbourne Water's assets or systems
- restoration, clearing and rehabilitation of public buildings and assets managed within Melbourne Water's portfolio
- recovery and rehabilitation of essential water supply for domestic use by leading the restoration of water supply when reticulated water supply is available (co-lead with DELWP)

- restoration of sewerage, sanitation systems and wastewater management by leading the restoration of sewerage /sanitation systems/wastewater systems for domestic use when reticulated water supply is available (co-lead with DELWP)
- undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. public amenities) where Melbourne Water is the manager of that building or asset.

Melbourne Water, as a local water corporation, supports DELWP in its role to coordinate the provision of drinking water to households, when within Melbourne Water's remit.

# Metropolitan Fire Brigade

Control agency for:

- fire in the Metropolitan Fire District (including the Port of Melbourne and waters as defined in the *Port Management Act 1995*)
- accidents involving gas leakage, hazardous materials, lifts, cranes or scaffolding and amusement structures, and building collapse
- fire and explosion incidents involving aircraft and boilers and pressure vessels
- rescue incidents involving rail, aircraft and industrial, road, trench and tunnel., and building structures.

## Prevention / Mitigation / Risk Reduction Activities

Reduce the number of fires and hazardous incidents through:

- increasing community involvement and awareness in hazard prevention
- changing community behaviour through public education and legislation
- increasing the understanding of the use of fire protection and detection systems
- applying risk management strategies to identified community risk
- developing/enforcing of relevant legislation and regulations
- broadening community awareness and preparedness to minimise the impact of an emergency on the community.

## Response Activities

Provide continuous protection of life, property and the environment from the effects of fire, accidents and other hazards through:

- suppression of uncontrolled fires
- rescue of persons from:
  - fire
  - road, rail and aircraft accidents
  - industrial accidents
  - other emergencies
- controlling accidents involving:
  - boilers/pressure vessels
  - dangerous goods/hazardous materials
  - lifts and cranes
  - tunnelling/trenches
  - building collapse
  - explosions, e.g. gas

Provide key support for:

- Urban Search and Rescue (USAR) capability across Victoria in accordance with state arrangements
- initial impact assessment at the request and in support of, the state requirements
- Emergency Medical Response (EMR) to relevant, as defined, events to support Ambulance Victoria within the Metropolitan Fire District.
- investigation into the causes of fire

- incidents involving explosive devices, natural events (flood, storm and tsunami) and maritime casualty involving commercial ships in Port of Melbourne waters (non-SAR)
- swift water rescue and maritime incidents across the state.

## Relief / Recovery Activities

- MFB is the lead agency for undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets, where the MFB is the manager of that building or asset.
- MFB support the controller by providing post incident assistance and advice to persons impacted by fire and other emergencies.
- Provide support to other agencies, where appropriate, for recovery activities involving personnel or the environment.

# Municipal Councils

This is an indicative list. The nature and extent of work by councils to deliver activities will depend on their capability, capacity and particular circumstances of an event. Municipal councils will utilise a variety of approaches and local arrangements to best affect the delivery of these responsibilities to meet unique municipal needs. Most of the activities in the list below are carried out by councils in close conjunction with, or with direct support by, government departments and agencies.

## Prevention / Mitigation / Risk Reduction Activities

- perform municipal functions under local government, fire, health, building, and planning legislation e.g. planning, building, occupancy
- identification and assessment of hazards/risks
- provision of community awareness, information and warning system(s)
- identification and assessment of risks using a community emergency risk management framework
- implementation/coordination of specific risk treatments for identified risks and exposed elements in the community, including, flood/fire management, maintaining a register of at-risk groups, fire risk reduction (private and council lands).

## Response Activities

- provision of available municipal resources needed by the community and response agencies
- provision of facilities for emergency services' staging areas
- facilitation of the delivery of warnings to the community
- provision of information to public and media
- coordination of the provision and operation of emergency relief (includes catering, emergency relief centres, emergency shelters and material needs)
- clearance of blocked drains and local roads, including tree removal
- support to DoT for partial/full road closures and determination of alternative routes.

## Relief / Recovery Activities

Relief and recovery coordination responsibilities summary:

- Municipal councils are responsible for the coordination of local relief and recovery activities

Municipal councils are the lead agency at the local level for the following relief and recovery activities:

- arranging emergency shelter and accommodation for displaced households
- providing personal support and counselling referral
- housing of displaced and lost/stray companion animals. Municipal councils will work with the Victorian Farmers' Federation, RSPCA and Australian Veterinary Association where required.
- secondary impact assessment — gathering and processing of information

- surveying and making a determination regarding occupancy of damaged buildings
- forming, leadership and supporting Municipal/Community Recovery Committees
- providing and staffing recovery/information centres
- providing and managing community development services and activities
- coordinating clean-up activities, including disposal of dead animals (domestic, native and feral)
- overseeing and inspecting rebuilding/redevelopment
- undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. roads, bridges, sporting facilities, public amenities) where the municipal council is the manager of that building or asset.

Municipal councils support the following agencies in their respective responsibilities to deliver relief and recovery activities:

- EMV for coordination of public information and communication in relation to emergency management for major emergencies
- DJPR for:
  - implementing approved actions and projects to assist economic recovery
  - encouraging and bringing forward the resumption of local trade and economic activity
  - monitoring broad economic impacts and consequences
- Victorian Building Authority for providing building maintenance and safety information to affected persons and residents
- DELWP and CFA for coordinating local volunteer efforts for damage to private fencing after emergencies, as referred to by DJPR
- DELWP, PV, DoT for undertaking erosion control on public land.

# National Offshore Petroleum Safety and Environmental Management Authority

The National Offshore Petroleum Safety and Environmental Management Authority (NOPSEMA) is an Australian Government statutory agency and is Australia's national regulator for health and safety, structural integrity and environmental management for all offshore oil and gas operations in Commonwealth waters.

While NOPSEMA maintains regulatory oversight of offshore petroleum incidents, offshore petroleum titleholders are required to control the response activities.

## Prevention / Mitigation / Risk Reduction Activities

- promotion of safe and environmentally responsible Australian offshore petroleum and greenhouse gas storage industries
- development and implementation of effective monitoring and enforcement strategies for occupational health and safety, well integrity and environmental management in offshore petroleum operations
- investigate accidents, occurrences and other circumstances that may affect occupational health and safety, well integrity and environmental management of offshore petroleum operations
- advising persons on occupational health and safety, well integrity and environmental matters relating to offshore petroleum operations

## Response Activities

- input to strategic direction of the Australian Government response to offshore petroleum incidents
- ensuring that response activities in an offshore area are carried out in a manner consistent with accepted regulatory documents
- provision of expert advice to assist other agencies who are responding to emergencies at or involving offshore petroleum operations
- provision of advice and briefings to Ministers, the public and the media on emergencies at or involving offshore petroleum operations.

# NBN Co

NBN Co. operates a national wholesale-only open-access broadband network, and provides services to retail service provider phone and internet companies, who in turn provide broadband services, over the nbn™ network, to their end user customers.

NBN Co utilises a variety of broadband access technologies, including the following nbn™ fixed line connections (which utilise a physical line running to the premises):

- Fibre to the premises (FTTP)
- Fibre to the Node (FTTN)
- Fibre to the Basement (FTTB)
- Fibre to the Curb (FTTC)
- Hybrid Fibre Coaxial (HFC)

NBN Co also utilises the following technologies which are used mostly in regional and remote areas:

- Fixed wireless
- Sky Muster™ Satellite

NBN Co has a variety of mobile facilities that it may deploy into impacted communities with the aim of delivering limited/partial service restoration subsequent to service disruption driven through the impacts of a natural disaster event.

## Prevention / Mitigation / Risk Reduction Activities

- Provide advice regarding emergency communications infrastructure.

## Response Activities

- Monitor emergency events at local, district and state levels in collaboration with DJPR
- Provide a liaison officer function to the State Control Centre to attend/provide information and advice on the impacts of emergency events regarding nbn™ services as they effect Victoria
- Contribute to the SCC situation reports and National Impact Assessment Model data
- Facilitate actions within, and across the telecommunications sector in response to an emergency event
- NBN Co manages its own emergency response arrangements and supply issues. NBN Co may seek assistance from government through the provision of situational information and in gaining access to impacted areas.

## Relief / Recovery Activities

- NBN Co has a variety of mobile facilities that it may deploy into impacted communities with the aim of delivering limited/partial service restoration subsequent to service disruption driven through the impacts of a natural disaster event.

# Parks Victoria

## Prevention/ Mitigation/ Risk Reduction Activities

- fire prevention and preparedness on public land in Victoria (Fire Protected Area (FPA)): provide support to the Department of Environment, Land, Water and Planning (DELWP) and undertake activities (including works) described in DELWP *Fire Protection and Readiness and Response Plans*
- responsible as the land manager for fire prevention works on parks and reserves managed by Parks Victoria (PV) in the Country Area of Victoria and Metropolitan Fire District (other than planned burns which are the responsibility of DELWP with the support of PV staff)
- responsible for preparing and maintaining emergency response plans (ERPs) for parks, reserves, rivers and waterways managed by PV
- responsible for preparation and implementation of *Safety and Environment Management Plans* (SEMPs) for the local ports of Port Phillip and Western Port
- responsible for the safe, efficient and environmental management of the local ports of Port Phillip, Western Port and Port Campbell, including the navigable sections of the Yarra and Maribyrnong Rivers (excluding Commercial Ports), and other specified navigable waterways in its management areas
- administration of legislation and policy governing the use and enjoyment of parks, reserves, rivers, waterways and ports managed by PV, including Marine National Parks and Sanctuaries to reduce risk to the environment and visitor safety
- support enforcement activities of DELWP in accordance with DELWP policy
- development and administration of procedures and guidelines to ensure processes are in place to manage any potential risks associated with dams managed by PV consistent with the *Strategic Framework for Dam Safety Regulations*. Mitigation activities include:
  - implementing dam safety monitoring procedures for PV dams
  - developing emergency management plans (EMP) for large dams
  - undertake periodic training and exercising to ensure the EMP and associated business continuity plan is tested and can be implemented effectively.

## Response Activities

- fire suppression on public land in Victoria (FPA): provide staff and equipment to support DELWP
- fire suppression activities in parks and reserves managed by PV in the Metropolitan Fire District under the direction of MFESB
- fire suppression activities in parks and reserves managed by PV in the Country Area of Victoria under the direction of CFA
- oil and chemical pollution incidents in the local ports of Port Phillip, Western Port and Port Campbell, and state waters under the direction of the Department of Transport (DoT), in liaison with or as their agents, and the Environment Protection Authority (EPA) under the *Victorian Marine Pollution Contingency Plan (VICPLAN*).
- maritime casualty – non SAR – (all vessels) in local port waters of the local ports of Port Phillip, Western Port and Port Campbell

- non-hazardous waterway pollution (as determined by EPA, MFB, CFA and/or DoT) on rivers managed by PV, under the direction of EPA
- hazardous waterway pollution on rivers managed by PV (as determined by EPA), under the direction of Melbourne Water, MFB, CFA, and DEDJTR or their agents
- oiled wildlife, in accordance with the Wildlife Response Plan for Oil Spills under the direction of DELWP or DoT through the Wildlife Response Plan for Marine Pollution Emergencies and/or the Marine Pollution Contingency Plan
- cetacean strandings and entanglements under the direction of DELWP in accordance with the *Victorian Cetacean Contingency Plan (DELWP)*
- fish kills, under the direction of EPA in accordance with the *Fish Death Response Procedure*
- marine pest incursions under the direction of DELWP in accordance with the *Interim Victorian Protocol for Managing Exotic Marine Organism Incursions* (DELWP)
- search and rescue on land and in Victorian waters, particularly those managed by PV under the direction of Victoria Police
- wildlife incidents on public land under the direction of DELWP
- floods, severe storms and earthquakes particularly within parks, reserves, rivers and waterways managed by PV, under the direction of VICSES
- blue-green algal blooms as described in the *Blue Green Algae Circular* where PV is the designated waterway manager under the *Marine Act 1988*, (e.g. Albert Park Lake, lower reaches of the Barwon River system (including Lake Connewarre, Lysterfield Lake and Tower Hill) under the direction of the relevant CMAs.

## Relief / Recovery Activities

Parks Victoria is lead agency for the following recovery activities:

- investigate and carryout erosion control works on PV managed land (co-lead with DELWP/PV and DoT)
- restoration, clearing and rehabilitation of public land and assets managed directly by DELWP, PV, or CMAs (co-lead with DELWP/PV and CMAs)
  - recovery and rehabilitation of natural values, cultural values, tourism and visitor assets affected by an emergency on parks, reserves, rivers, waterways and local ports managed by PV. In collaboration with DELWP and DHHS
  - clean-up following oil or chemical pollution incidents on parks, reserves, rivers, waterways and local ports managed by PV, in liaison with DELWP, or their agents, and the EPA
  - clean-up of fish kill incidents in collaboration with EPA and DELWP
  - PV can also assist with the recovery and rehabilitation of other public land affected by an emergency.
- undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. roads, bridges, public amenities) where PV is the manager of that building or asset.

# Rural Assistance Commissioner

## Relief / Recovery Activities

Provide financial assistance via grants, interest rate subsidies or concessional loans to disaster affected farmers, small business owners and non-profit organisations.

The Rural Assistance Commissioner supports EMV in its responsibility of:

- implementing available financial assistance under the DRFA to assist voluntary non-profit groups, communities and economies
- implementing available financial assistance under the DRFA to assist small businesses and primary producer's recovery.

# Salvation Army - Victorian Emergency Services

## Response Activities

- provide refreshments to emergency management personnel
- assist in the provision of catering to emergency management personnel and affected persons
- primary support agency at State level for provision of material needs (including bedding and clothing) to affected persons
- make available any Salvation Army service that may be available during an emergency to assist persons affected (e.g. personal support, emergency accommodation, transport)
- provide support to community safety activities.

## Relief / Recovery Activities

Relief coordination responsibilities summary:

- coordinating the provision of essential material aid (non-food items) to individuals, families and communities affected by emergencies such as clothing, bedding materials and personal necessities, to help ensure their personal comfort, dignity, health and wellbeing
- Salvation Army supports the Australian Red Cross in its responsibility of coordinating food and water at regional and state levels, including support from other agencies, and provide support at the local level when requested.

# St John Ambulance Australia (Vic.)

## Prevention / Mitigation / Risk Reduction Activities

- promotion and provision of community first aid training through public education in schools, workplaces and to the public
- improve community readiness through the marketing of appropriate and cost effective first aid kits
- provide onsite consultations with workplaces and community groups to include first aid component within first aid management plans for the prevention of minor injuries
- provide advice to event organisers with the planning of first aid and medical service delivery at local and major events

## Response Activities

- support agency for the provision of first aid services to other emergency service agencies and public
- support for Ambulance Victoria with first aid and medical services within the scope of the *State Health Emergency Response Plan* (SHERP)
- provide response and resources within the scope of the first aid support to the SHERP, i.e., Mobile first aid vehicles, first aid/first responder trained teams, medical assistance teams and provides standalone communication system
- support of Ambulance Victoria through the provision of non-emergency patient transport as a licenced operator

## Relief / Recovery Activities

- provide first aid support to community within the scope of SHERP.

# Telstra Corporation Limited

## Response Activities

- Telstra may provide supporting emergency communications facilities to response agencies on request from the State Control Centre
- provide network status information via its Emergency Management Liaison Officers (EMLO) as required
- identify Telstra sites that may be at risk and potential consequences of loss of asset
- provide priority fault restoration of Telstra services for response agencies.

## Relief / Recovery Activities

- can provide DISPLAN phone lines and internet services to relief and recovery centres and/or deploy mobile shopfront resources as appropriate
- where appropriate, provide relief packages for Telstra customers
- switch payphones to free service in disaster impacted areas as deemed necessary.

# Transport Safety Victoria

Transport Safety Victoria (TSV) supports the independent statutory office of the Director Transport Safety (Safety Director), which is the state's safety regulator for bus, maritime and rail transport. The primary object of the Safety Director is to seek the highest transport safety standards that are reasonably practicable consistent with the transport system vision statement and objectives under the *Transport Integration Act 2010*. The Safety Director administers bus, maritime and rail safety legislation that promotes transport safety outcomes in Victoria.

The Safety Director is Victoria's lead operational agency for the national maritime and rail safety regulatory schemes, exercising powers and functions delegated from the Australian Maritime Safety Authority and the Office of the National Rail Safety Regulator respectively.

As Victoria's transport safety regulator, the Safety Director:

- licences, certifies, registers and accredits operators and other industry participants
- monitors transport operators' and participants' systems for managing safety risks
- monitors compliance with transport safety legislation, and
- takes enforcement action as appropriate to promote safety outcomes in Victoria.

## Prevention / Mitigation / Risk Reduction Activities

- investigate and report on transport safety matters
- conduct safety audits of transport operators and determine compliance with safety requirements
- provide advice and recommendations to the Minister for Ports and the Minister for Public Transport on transport safety matters
- provide information, guidance and education that promotes awareness and understanding of transport safety issues
- collect, analyse and report on safety data and performance
- develop policy relating to the administration of transport safety legislation.

## Response

- receive notifications of notifiable occurrences/ incidents/ accidents in bus, maritime and rail transport
- investigate incidents and accidents for compliance with transport safety legislation and take enforcement action as appropriate
- control agency for maritime casualty non-search and rescue of all vessels in coastal waters excluding those in commercial and local port waters
- liaise with relevant agencies following incidents and accident, including, Victoria Police, Office of the Chief Investigator (Transport and Marine Safety Investigations), WorkSafe and the Department of Transport.

# VicRoads

The Roads Corporation (VicRoads) is responsible for delivering social, economic and environmental benefits to communities throughout Victoria by managing Victoria's road system and its use as an integral part of the overall transport network. The functions and objects of the Corporation are outlined in the *Transport Act 1983*, *Road Safety Act 1986 Road Management Act 2004* and the *Transport Integration Act 2010*.

## Prevention / Mitigation / Risk Reduction Activities

- plan for the management of incidents on major arterial roads with other agencies, including diversion routes for the different classes of vehicles
- maintain a high level of preparedness for emergencies that may affect the state's road network
- active participation and representation in emergency management forums and exercises
- coordinate road safety programs with community groups and other agencies.

## Response Activities

- control agency for the essential service disruption to roads, bridges and tunnels
- assist with the management of road links during emergencies, which includes route selection, emergency traffic management, escorting, route conditions advice and control
- provide support advice on transport matters
- primary support agency for transport service for emergency response activities
- provide road closure and condition information to the media and public
- provide relevant support to other agencies in the management of emergencies.

## Relief / Recovery Activities

VicRoads is lead agency for the following recovery activities:

- restoring arterial roads, bridges and tunnels:
  - undertaking assessments of impacts on infrastructure in relation to major arterial roads, bridges and tunnels
  - rebuilding, upgrading (betterment) or re-locating infrastructure associated with arterial roads, bridges and tunnels.
- undertake erosion control on public land (co-lead with DELWP/PV):
  - investigating and carrying out restoration works associated with roads, bridges and culverts within the arterial road reserve.

VicRoads also supports the delivery of the following relief and recovery activities:

- VicRoads works with DoT (as lead government liaison) in
  - coordinating information regarding restoration of services and land transport network links to airports
  - assisting with logistics interdependencies, contingencies and reconstruction by providing clearing, restoration and rehabilitation works on arterial roads and bridges

- EMV in delivering its responsibility in providing financial assistance to municipal councils, for the restoration of essential municipal assets including local roads, bridges and tunnels under municipal council responsibility.

# Victoria Police

## Prevention / Mitigation / Risk Reduction Activities

Development of community emergency awareness through the provision of information and education in the media, and other means.

## Response Activities

Control agency for:

- search and rescue on land and Victorian waters, other than for Australian Defence Force ships and planes
- road, rail, tram, aircraft and marine (not pollution) accidents/incidents
- rescue in mines and caves
- explosive devices
- threats to life and property (unless otherwise designated)

Responsible for the effective coordination of emergency response within regions and/or municipal areas

Responsible for:

- evacuation - in consultation with the control agency and other expert advice
- registration of evacuees - in conjunction with the Australian Red Cross
- provision of media coordination (where no other facility exists)
- traffic management – in consultation with the control agency and other expert advice.

Support to other agencies in:

- provision of personnel
- provision of land, air and water transport
- dissemination of public information
- access to communications
- coronial investigations.

## Relief / Recovery Activities

Victoria Police is co-lead agency with Australian Red Cross for the relief activity of reconnecting family and friends by operating *Register.Find.Reunite* in relief centres, enquiry centres or online, to reconnect people with family, friends and their communities.

Victoria Police is lead agency for the recovery activity of undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. public amenities, station buildings) where the Victoria Police is the manager of that building or asset.

# Victoria State Emergency Service

Control agency for:

- storm, flood, landslide, tsunami and earthquake
- accidents involving building collapse
- rescue incidents involving rail, aircraft and industrial, road, and building structures

## Prevention / Mitigation / Risk Reduction

- provision of advice, information, education, training and assistance to municipal councils, agencies and the community in relation to emergency management principles and practice
- assistance to municipal councils in the development of emergency management plans including assistance to incorporate an all hazards risk management approach
- audit municipal emergency management plans
- assistance to emergency management planning committees in the facilitation of municipal risk assessments that consider and improve safety and resilience of their community from hazards and emergencies
- provide the emergency response development function to each emergency response region
- engage with communities providing storm, flood, landslide, earthquake and tsunami risk information.

## Response Activities

Provide continuous protection of life, property and the environment through

- leading the response to storms, floods, landslides, tsunami and earthquakes
- rescue of persons from, or endangered by:
  - road, rail aircraft and industrial incidents
  - steep and high angle incidents
  - buildings damaged or collapsed
  - swift water
  - other emergency or dangerous situations.
- provision of information to the community and government.

Provide key support for:

- search and rescue on land, including caves, and on water
- evacuation
- incidents involving mass casualties

## Relief / Recovery Activities

- VICSES undertakes the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. public amenities, unit buildings) where the VICSES is the manager of that building or asset.
- VICSES supports controller through providing human and other resources for relief and recovery activities where appropriate.

# Victorian Building Authority

The Victorian Building Authority (VBA) oversees regulation of building and plumbing practitioners to aid the achievement of efficient and competitive building and plumbing industries in Victoria.

## Prevention / Mitigation / Risk Reduction Activities

- respond to general enquiries from the public about the building and plumbing industries, Building Practitioners Board and Building Appeals Board
- facilitate the registration and licensing of builders and plumbers in Victoria
- provide expert technical advice and informed solutions to industry
- work with other agencies and regulators to ensure builders and plumbers are compliant and that consumers are protected
- publish data for building and plumbing practitioners and participate in their disciplinary processes
- administer the collection of building levies
- oversee the work of building surveyors and Victoria's building permit system.

## Response Activities

- provide building maintenance and safety information resources to response agencies
- undertake inspections, investigations and audits to enforce compliance with relevant legislation.

## Relief / Recovery Activities

- VBA is lead agency for the recovery activity of providing building maintenance and safety information to affected persons.

# Victorian Council of Churches

The Victorian Council of Churches, Emergencies Ministry (VCC EM) provides its services through volunteers from several religious and cultural groups including Christian, Muslim, Buddhist, Sikh and Hindu, trained to respond to all affected persons following emergencies in Victoria.

## Prevention / Mitigation / Risk Reduction Activities

- provide information, education and training to cultural and faith communities, municipal council emergency management staff and other agencies

## Response Activities

- Provide psychosocial support including emotional spiritual care under the *State Health Emergency Response Plan.*

## Relief / Recovery Activities

VCC EM supports DHHS to deliver the following relief and recovery activities:

- provide psychosocial support including psychological first aid, emotional and spiritual care and personal support in relief & recovery centres and through community outreach, direct visits, community meetings and gatherings
- coordinate the multi-faith multicultural response to emergencies
- assist the Department of Premier and Cabinet in the development and coordination of state services of worship and assist in the organisation of public memorials and gatherings to support the recovery of affected communities.

# Victorian Fisheries Authority

The Victorian Fisheries Authority (VFA) is established to promote sustainable and responsible fishing and fishing-related activities in Victoria. It is also a function of the VFA under Section 8(k) of the *Victorian Fisheries Authority Act 2016* to work with land, water, waterway and coastal managers and public sector bodies to improve fisheries, respond to any emergency or undertake compliance and enforcement activities.

The VFA is the control agency for shark hazards in Victorian waters and is a support agency for emergencies in the aquatic environment.

## Prevention / Mitigation / Risk Reduction Activities

- enforcement of regulations relating to shark attractants
- publishing educational material on shark hazards (website)
- publishing information for the community on shark hazards
- supporting DELWP in the delivery of programs to reduce the incidence of cetacean entanglement and vessel strike from fishing activities
- supporting DHHS in sampling of shellfish for marine biotoxin contamination
- publishing educational material on declared noxious aquatic species (website)
- enforcement of provisions under the *Fisheries Act 1995* prohibiting bringing into Victoria, possession, transporting or release of declared noxious aquatic species.

## Response Activities

VFA is the control agency for:

- providing a coordinated response to shark hazards under the State Shark Hazard Plan.

VFA is a key support agency for:

- responding to cetacean entanglements or impacts under the Victorian Cetacean Emergency Plan, including providing vessels and crew
- responding to cetacean stranding's for either living or deceased animals under the Victorian Cetacean Emergency Plan and control agency for the management of shark hazards arising out of strandings
- response to fish mortality (fish kills) events, including an initial impact assessment and notifying the relevant control agency if the cause relates /is suspected to relate to hazards managed by that agency i.e. exotic animal disease, pollution, blue-green algae bloom
- responding to Blue-green algae blooms where these impact on fisheries and fishing
- DHHS responding to food contamination involving fish in Victorian waters
- responding to marine pest incursions
- the relevant control agency responding to pollution of waterways.

## Relief / Recovery Activities

- Liaise with DJPR or other control agencies for relief or recovery activities affecting the fishing or aquaculture industries.

# Victorian Institute of Forensic Medicine

The Victorian Institute of Forensic medicine (VIFM) is the statutory authority providing forensic medical and related scientific services for Victoria. VIFM is established by the *Victorian Institute of Forensic Medicine Act 1985*.

## Prevention / Mitigation / Risk Reduction Activities

- VIFM provides expert forensic medical management and advice to the justice and healthcare sectors (including the Coroners Court of Victoria, criminal justice agencies and healthcare providers)
- in accordance with the Act, VIFM's role is to provide medical death investigation, including:
  - reducing the number of preventable deaths and promote public health and safety and the administration of justice S.64(2)(ha)
  - promoting and assisting in the performance by the Coroners Court of its functions S.64(2)(j)
  - facilities and staff required to undertake medical death investigations including autopsies S.66(1)(a)(d)
  - facilities and staff to conduct chemical, microscopic, serological, toxicological and other examinations of tissue and fluids taken from deceased persons S.66(1)(b)
  - facilities and staff to identify, by radiological or odontological examinations or other means, the remains of deceased persons S.66(1)(c)
  - documenting and recording the findings and results of investigations S.66(1)(e)
  - providing reports to Coroners about causes of death and the results of investigations S.66(1)(f).
- VIFM provides expert medical and scientific advice, including associated public health and safety policy advice, to a variety of Victorian Government departments and agencies on fatality management.

## Response Activities

- coordinate the management of deceased persons (including multi-fatality incidents) for the Victorian State Coroner including liaison with funeral service providers S.66(1)(j)
- assist emergency response agencies with the investigation of a range of death scenes including mass fatality emergencies
- respond to requests from DFAT and AFP regarding fatality incidents overseas
- manage the Victorian State mortuary facility and where required, establish temporary mortuary facilities
- undertake Disaster Victim Identification (DVI) procedures including forensic pathology, anthropology, odontology, radiology and molecular biology (DNA)
- undertake medical, toxicological, microbiological and other forensic scientific analyses related to the investigation of deaths
- prepare specialist reports into deaths required by the criminal justice system (terrorism, arson etc.).

## Relief / Recovery Activities

VIFM is a lead agency for communicating with the families of deceased persons S.66(1)(h)(l)

VIFM can support the following recovery activities:

- Disaster Victim Identification
- reconnection of family and friends
- forensic scientific analysis

VIFM supports the following commonwealth and international agencies in the delivery of their respective recovery activities:

- AFP, DFAT, Interpol, Red Cross/ICRC and ICMP (Missing Persons).

# Victorian Managed Insurance Authority

The Victorian Managed Insurance Authority (VMIA) is a statutory body that provides insurance for State Government assets. VMIA is mandated under the *Victorian Managed Insurance Authority Act 1996*.

## Prevention / Mitigation / Risk Reduction Activities

- provides expert risk management support/advice to individual organisations and through emergency management forums.
- in accordance with the Act, VMIA's role is to assist departments and participating bodies to establish programs:
  - for the identification, quantification and management of risks
  - to monitor risk management by departments and participating bodies
  - to provide risk management advice to the state
  - to provide risk management advice and training to departments and participating bodies, and
  - to act as insurer for, or provide insurance services to, departments and participating bodies.
- VMIA also provides services to the Victorian government on risk and insurance issues and trends
- Provides insurance to emergency services agencies and other agencies and departments involved in emergency management.

## Response Activities

- provides insurance for the Emergency Resource Providers Support Scheme (EmRePSS) for response preparedness (Refer to Part 8, Appendix 11 of this manual for details) to enable use of private resources for emergency response.

## Relief / Recovery Activities

- VMIA is lead agency for the recovery activity of administering insurance claims for the restoration of State Government assets damaged or destroyed in an emergency and liability against state agencies.

VMIA supports the following agencies in the delivery of their respective recovery activities:

- DTF in its role of
  - Providing insurance advice and information to customers
  - Coordinating the insurance industry response, information, advice and government liaison.
- Port of Melbourne Operations Pty Ltd in its role of restoring port infrastructure
- DoT in its role of restoring major arterial roads, bridges and tunnels, tram, bus and rail services
- DEWP/PV in its role of restoring, clearing and rehabilitation of public land and assets managed directly by DELWP, PV, or CMAs.

# Victorian Ports Corporation (Melbourne)

The Victorian Ports Corporation (Melbourne) (VPC(M)) is responsible for the safe management of commercial shipping within the waters of the Port of Melbourne, including the channels between Melbourne and the sea.

## Prevention/Mitigation/Risk Reduction activities

- maintain the Melbourne Port Emergency Management Plan
- chair the Melbourne Port Emergency Management Committee
- ensure safe management of commercial shipping within the waters of the Port of Melbourne via Vessel Traffic Services authority (VTS)
- monitor the movement of dangerous goods through the Port
- provide control systems for fuel bunkering and "Hot Work" activities in the Port
- coordinate whole of port emergency management exercises

## Response Activities:

- provide access to VPC(M) controlled resources
- control agency for maritime casualty non-search and rescue in Port of Melbourne waters under its control
- control agency for oil pollution in the Port Phillip Region (Cape Otway to Cape Shanck)
- provide marine expertise to State response agencies

## Relief / Recovery Activities:

- manage and participate in the development of recovery management within the *Melbourne Port Emergency Management Plan*
- provide maritime expertise to state recovery agencies.

# Victorian Regional Channels Authority

The Victorian Regional Channels Authority (VCRA) is responsible for managing the shipping channels in the Ports of Geelong and Hastings. The shipping channel at the Port of Portland is subject to a legally binding Channel Operating Agreement that assigns VRCA's authority and responsibilities to the port owner, Port of Portland Pty Ltd.

## Prevention / Mitigation / Risk Reduction Activities

- safe management of the movement of all vessels within the port waters of Geelong, Hastings and Portland.

## Response Activities

- control agency for maritime casualty which is non search and rescue in waters under its control.

# VicTrack

## Prevention / Mitigation / Risk Reduction Activities

- identification and removal or reduction of risks on rail reserves, other than operational corridors allocated to transport franchise operators or leased to third parties
- maintain certain road-over-rail bridges and platforms
- maintain certain radio and telecommunication services that support public transport, other than services managed by DoT or the transport franchise operators.

## Response Activities

- provide professional engineering and technical advice to control agencies (communications, level crossings & infrastructure).

## Relief / Recovery Activities

VicTrack has responsibility to repair, recover and provide alternative public transport telecommunications services in times of system outages, other than services managed by PTV or transport franchise operators.

VicTrack supports the following agencies to deliver their respective recovery activities:

- DoT in its role restoring tram, bus, rail services
- DJPR in its role assisting with logistics interdependencies, contingencies and reconstruction.

# Volunteer Search and Rescue Organisations

Search and Rescue operations are often supported by volunteer emergency search and rescue organisations.

There are a number of volunteer emergency land, water and transport search and rescue organisations who are specialised and/or provide search and rescue support services in localised areas of the State, including

- Bush Search and Rescue Victoria
- Arapiles Rescue Group (SES)
- approved units of the Victoria State Emergency Service for Vertical Rescue/Swift Water Rescue
- approved units of Country Fire Authority for Vertical Rescue
- Oscar One (CFA Bendigo) for Mine Rescue
- Echuca Moama Search and Rescue Squad (land and road)
- Shepparton Search and Rescue Squad (land, water and road)

## Response Activities

- support agency to Victoria Police for land, water and transport search and rescue
- provision of specialised search and rescue equipment.

**Note**:

Further information about specific roles/services provided can be obtained by contacting Victoria Police Search & Rescue Squad.

The Country Fire Authority and Victoria State Emergency Service are statutory authorities that also provide volunteer emergency workers for emergency search and rescue response operations (refer to specific role statements in this Part).

# Volunteer Marine Search and Rescue Organisations

These organisations provide marine safety services for recreational and commercial vessels on Victoria's inland and coastal waterways. They support Victoria Police as the control agency. The agencies are:

- Australian Volunteer Coast Guard Association
- Coastwatch Radio and Marine Rescue Squad, Ocean Grove
- Southern Peninsula Rescue Squad
- Torquay Marine Rescue Service
- Volunteer Marine Rescue Mornington
- Volunteer Marine Rescue Hastings
- Port Fairy Marine Rescue Service
- Apollo Bay Ocean Rescue
- approved units of the Victoria State Emergency Service
- approved lifesaving clubs affiliated with Life Saving Victoria

These organisations provide a range of services (not all organisations provide all services) including:

## Prevention / Mitigation / Risk Reduction Activities

- provide small boat seamanship, navigation and marine radio courses for the recreational boating sector
- provide marine safety education and awareness programs for operators of small vessels
- operation of radio stations to provide local weather information and ship reporting services.

## Response Activities

- rescue of persons endangered by:
  - vessel disablement at due to mechanical or electrical failure
  - foundering
  - fire
  - person falling overboard
- in partnership with CFA provide level 1 response activities for small ports and vessels
- support agency for Victoria Police (marine search and rescue)
- support agency for CFA (fire on waterways)
- support Ambulance Victoria with casualties on water.

# Water Corporations

## Prevention / Mitigation / Risk Reduction Activities

- develop appropriate operation and maintenance plans, risk management plans, emergency management plans and business continuity plans to ensure, water supply, wastewater and irrigation and drainage assets perform their function appropriately
- develop appropriate dam safety emergency plans to deal with a potential dam failure
- conduct periodic training exercises to ensure that emergency management plans can be implemented effectively.

## Response Activities

- activate emergency management plans and business continuity plans when there is a foreseeable or actual asset failure or disruption to services.

## Relief / Recovery Activities

Water Corporations lead the delivery of the following recovery activities:

- restoring, clearing and rehabilitating of public buildings and assets managed within water corporations' portfolio
- recovery and rehabilitation of essential water supply for domestic use by leading the restoration of water supply when reticulated water supply is available (co-lead with DELWP)
- in co-lead with DELWP, restoring sewerage, sanitation systems and wastewater management systems s for domestic use when reticulated water supply is available.

Water Corporations support DEWLP in their role to coordinate the provision of drinking water to households.

Water Corporations support DELWP and CFA in their responsibility to make available essential replacement water taken from private landholders during bushfire suppression activities.

# Wireless Institute Civil Emergency Network (WICEN)

## Response Activities

- provision of communications or supplementary facilities for and between response and/or recovery agencies
- provision of communications to the community where conventional communications facilities are not available.

## Relief / Recovery Activities

- WICEN works with DJPR (as lead Government liaison) to coordinate information regarding restoration of telecommunication services including providing alternate communications networks where required.

# WorkSafe Victoria (Victorian WorkCover Authority)

## Prevention / Mitigation / Risk Reduction Activities

- promote workplace health and safety management systems
- development and publishing of guidance notes and alerts on a wide range of occupational health and safety, and dangerous goods matters
- investigation and reporting on:
  - workplace fatalities and incidents resulting in life threatening or serious injury
  - incidents involving transport of dangerous goods and chemicals and high consequence dangerous goods and explosives
  - use, storage and handling of dangerous goods and chemicals and high consequence dangerous goods.
- inspection and certifications/authorisations/approvals under health and safety and dangerous goods legislation
- public safety where WorkSafe has jurisdiction under the *Equipment Public Safety Act* and *Regulations*.

## Response Activities

- technical support to other agencies mainly in the area of plant, chemicals, dangerous goods, high consequence dangerous goods, explosives (other than ordinance and explosives or firearms at crime scenes), mines, prescribed mines, quarries, on-shore petroleum sites and geothermal or on-shore exploration sites
- investigation into the cause of workplace and work-related incidents including incidents in public places involving registered, licensed and prescribed equipment and at major public events where such equipment is involved in an incident including amusement structures and amusement rides.

# Appendices and Glossary

## Part 8: Emergency Management Manual Victoria

# Contents

Appendix 1 Financial Arrangements ..... 8–1

Appendix 2 Best Practice Principles for Community Education, Awareness and Engagement (EAE) Programs ..... 8–9

Appendix 3 Special Response Arrangements (USAR, DVI, Marine EMT) ..... 8–12

Appendix 4 Emergency Support from the Commonwealth Government and Other States 8–15

Appendix 5 Model Arrangements for Leadership During Emergencies of National Consequence ..... 8–23

Appendix 6 States of Emergency Under Victorian Law ..... 8–25

Appendix 7 Legal Protection for Emergency Volunteer Workers ..... 8–27

Appendix 8 Response and Recovery Regions ..... 8–29

Appendix 9 Evacuation Guidelines ..... 8–32

Appendix 10 Multi Agency Plans, Policies and Practice Notes ..... 8–42

Appendix 11 Emergency Resource Providers Support Scheme (EmRePSS) ..... 8–55

Appendix 12 Public Information via Media During Emergencies: The Role of EMJPIC ..... 8–57*

Appendix 13 (Blank) ..... 8–58

Appendix 14 Standard Emergency Warning Signal ..... 8–59

Acronyms and Abbreviations ..... 8–63

Glossary ..... 8–66*

* Withdrawn pending review

# Appendix 1
# Financial Arrangements

## Mitigation and Preparedness

### Mitigation and Preparedness: Financial Assistance for Natural Disasters

#### Natural Disaster Resilience Grants Scheme

The Commonwealth Attorney General's Department provides funding under the National Partnership Agreement on Natural Disaster Resilience (NPA) to support disaster resilience projects which are prioritised by the states in accordance with their respective state-wide natural disaster risk assessments. States are responsible for securing matched funding, which may include third party and in-kind contributions. Each year, the Commonwealth provides up to 50% of the total cost of the approved program up to a set amount.

In Victoria, the NPA funds are applied towards the Natural Disaster Resilience Grants Scheme. The scheme provides grants to organisations for projects that fulfil the purposes of the NPA.

#### Contact Agency

Emergency Management Victoria administers the Natural Disaster Resilience Grants Scheme for Victoria.

## Response and Recovery

The following summarises financial responsibilities for expenditure on response and recovery activities.

### Emergency Payment Responsibilities

- Where an agency's expenditure is in order to fulfil its own responsibilities, that agency is responsible for the costs, including services and resources sourced from others[1]
- An agency cannot transfer its responsibility for the cost of undertaking its roles/responsibilities if the activity is in compliance with the direction or request of a response controller from another agency[2].
- When a control agency requests services and supplies (for example, catering) on behalf of a number of supporting agencies, the control agency will be responsible for costs incurred.
- Municipal councils are responsible for the cost of emergency relief measures provided to emergency-affected people.

### Principles Applying to Types of Organisations

#### Volunteer Agencies

Volunteer agencies are called upon to provide resources within the limit of their means. Where a volunteer agency expends extraordinary funds providing

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[1] Legislation may empower agencies to recover some costs from property owners. For example, the fire services may recover additional costs incurred in attending hazardous materials incidents.

[2] Including directions or requests from the Emergency Management Commissioner.

resources for emergency response or recovery to the extent that it seeks financial reimbursement, it should notify the control agency, or the agency to which it is providing services, at the earliest possible opportunity, preferably before deployment commences.

### Municipal Councils

Municipal councils are expected to use their resources for emergency operations within the municipal district. Municipal resources are those used to perform municipal functions, even if the resources are privately owned (contracted to council). Generally, councils are expected to provide municipal resources without charge, however some resources may be subject to limits and/or constraints, (e.g. the use of some equipment may be limited to a timeframe due to the expense of operation). Such limits and/or constraints should be reasonable, commensurate with each council's capacity to provide such resources, and details included in municipal emergency management plans.

Some reimbursement is available. Extraordinary expenditure incurred, (e.g. for overtime, or equipment hire used in emergency protection works, restoration of publicly owned assets or relief provided to emergency-affected people) may qualify for reimbursement by the Department of Treasury and Finance (DTF) according to a sharing formula. See the next section of this Appendix and Part 6 of this Manual.

### State Agencies

State agencies involved in emergency response and recovery activities as part of their normal activities will initially fund them from within their budgets, including supplies (e.g. catering) purchased from contractors or volunteer agencies. For major emergencies, some funding supplementation may be required from DTF. This would be the subject of a Government decision at the time, in the context of the agency's budget position.

### Commonwealth Agencies

Local resources, including those privately owned, must be fully committed prior to Commonwealth assistance being sought. There is no charge for Australian Defence Force resources used to save human life, alleviate suffering or prevent extensive loss of animals or property. (See also Appendix 4, Part 8).

### Private Organisations

Private organisations that provide resources for emergency response or recovery activities would expect to be paid by the agency using the resources. The emergency response coordinator or municipal council may be an intermediary in sourcing private resources for agencies.

## Recovery: Government Post-Emergency Assistance Measures

This table summarises the basic package of post-emergency assistance measures that may be made available to assist in various aspects of the recovery process. Most are provided by Victorian government agencies; a few Commonwealth assistance measures are also listed. Important factors to note are:

- Assistance measures are identified as being generally available at departmental discretion, or requiring a specific government decision on each occasion;
- The table is intended to list specific assistance in the form of financial or in-kind measures. Other recovery services are listed under Assistance and Agencies for Relief and Recovery in Part 7, pages 7–7 to 7–16.
- Refer to *Acronyms and Abbreviations* for an explanation of abbreviations.

| MEASURE | PURPOSE | AGENCY | OTHER DETAILS |
|---|---|---|---|
| **INDIVIDUAL HUMAN NEED ASSISTANCE MEASURES** | | | |
| ***Generally available at departmental discretion*** | | | |
| **Emergency relief assistance** | To alleviate personal hardship arising from the effects of an emergency by helping to meet immediate essential health, safety and wellbeing needs. | DHHS | Payments available to assist a household during the first seven days after a single house fire or natural emergency event. Payments may also be available for single emergency incidents, other than single house fires, at the discretion of the Director, Emergency Management Branch.<br>Eligibility is based on alleviating hardship, for an individual or household affected by an emergency (occurring or likely to occur) to provide shelter, food, clothing, personal items or transport to leave an affected area.<br>The amount paid is based on a pre-determined 'set' amount per individual (adult and child), capped per household. |
| **RESIDENTIAL AND COMMUNITY RE-ESTABLISHMENT ASSISTANCE MEASURES** | | | |
| ***Available subject to specific government approval*** | | | |
| **Emergency re-establishment assistance** * | To assist with the re-establishment of a principal place of residence and essential household items where the householder's needs are not met by their own resources (including insurance) or other forms of assistance. | DHHS | Payments available to eligible applicants following the activation of this assistance measure by the Minister for Emergency Services or the Premier.<br>Eligibility is based on an applicant's principle place of residence being uninhabitable or inaccessible for more than seven days as a consequence of the natural emergency event. Applicants must also meet an income test and expenses/ losses not being covered by insurance.<br>Payments can be used for alternative accommodation, removal of debris from residential properties, essential repairs to housing to restore it to a habitable condition and repair or replacement of essential household items.<br>The application period closes 180-days after the natural emergency event. |

* Only available for 'Natural Disasters' as defined under the Commonwealth Government's Natural Disaster Relief and Recovery Arrangements. Refer Glossary for a definition.

| MEASURE | PURPOSE | AGENCY | OTHER DETAILS |
|---|---|---|---|
| **Concessional loans for principal residence** * | To assist with the re-establishment of the principal place of residence. | RFCV | Concessional housing loans may be made to people whose principal residence has been damaged or destroyed by natural disaster, and who wish to rebuild or buy another house within Victoria. These loans are granted on the basis of need to bridge the gap between the cost of rebuilding or relocation and the financial resources which are available to the individual including insurance. |
| **Concessional loans for churches, voluntary organisations, etc.** * | To assist with re-establishment of premises | RFCV | Concessional loans may be made available from time to time to non-profit organisations which have no reasonable access to commercial sources of finance. Loans are made on the basis of need to bridge the gap between re-establishment costs and insurance recovery. |
| **COMMUNITY SAFETY/HEALTH ASSISTANCE MEASURES** | | | |
| ***Generally available at departmental discretion*** | | | |
| **Disposal of dead or maimed stock** | To minimise the risk to public health. | Municipal councils in consultation with DEDJTR | Municipal councils are responsible for disposal. DEDJTR provides advice and supervision and may provide reimbursement. |
| **ECONOMIC RECOVERY ASSISTANCE MEASURES** | | | |
| ***Available subject to specific government approval*** | | | |
| **Concessional loans for primary producers** * | For carry-on purposes and to assist with the re-establishment of the economic enterprise. | RFCV | Concessional loans for carry-on purposes (restocking, restoration, etc.) may be made available to full-time bona fide primary producers who have suffered natural disaster losses and, after insurance recovery, are unable to obtain requirements through normal commercial channels on suitable terms, and in the Corporation's opinion have reasonable prospects of recovery. |

* Only available for 'Natural Disasters' as defined under the Commonwealth Government's Natural Disaster Relief and Recovery Arrangements. Refer Glossary for a definition.

| MEASURE | PURPOSE | AGENCY | OTHER DETAILS |
|---|---|---|---|
| **Concessional loans for small business** * | For carry-on purposes and to assist with the re-establishment of the economic enterprise. | RFCV | Concessional loans may be made available to small businesses which are in need of special assistance as a result of natural disasters and which cannot obtain finance on suitable terms from normal sources including insurance and which, in the opinion of the Corporation, have reasonable prospects of recovery. Generally the corporation would expect to share the funding for such businesses with normal sources of institutional finance. |
| **Consequential effect concessional loans** * | For carry-on purposes and to assist with the re-establishment of the economic enterprise. | RFCV | Concessional loans of up to $100,000 may be made available to primary producers, small businesses and/or not-for-profit organisations that have suffered a significant loss of income indirectly from the consequences of a natural disaster. Generally only available where concessional loans of up to $200,000 to directly affected parties are also activated and the community has been affected by the natural disaster for several weeks. |
| **Clean-up grants for small businesses and primary producers** * | To cover the cost of clean-up and reinstatement, not compensation for losses | RFCV | Clean-up grants are aimed at providing a holistic approach to the recovery for regions or communities severely affected by a natural disaster. Grants are subject to Commonwealth Government approval, maximum grant $10,000, up to $25,000 in exceptional circumstances. |
| **Community recovery fund** * | | DPC/ DEDJTR | A community recovery fund may be established in circumstances where a community is severely affected by a natural disaster and needs to restore social networks, community functioning and community facilities. Requires Commonwealth Government approval. Amount to be determined at the time of triggering assistance. |

* Only available for 'Natural Disasters' as defined under the Commonwealth Government's Natural Disaster Relief and Recovery Arrangements. Refer Glossary for a definition.

| MEASURE | PURPOSE | AGENCY | OTHER DETAILS |
|---|---|---|---|
| ***Generally available at departmental discretion*** | | | |
| **Repair of damage to private fences (internal and boundary) by fire agency machinery during bushfire emergencies** | To make an equitable contribution to landholder bushfire recovery. | DELWP/ CFA | Full restoration costs paid for fences damaged on private land paid as a result of machinery used by fire agencies to control bushfires. This includes damage to fences by machinery such as bull-dozers entering the property and/or constructing fire control lines, and other fire emergency vehicles obtaining access. |
| **Restoration of fences damaged by bushfire on the boundary of private land and public land** | To make an equitable contribution to landholder bushfire recovery. | DELWP/ CFA | Half the cost of materials paid to replace or repair fencing between private land and all national parks, state parks and state forests destroyed or damaged by bushfires. |
| **Restoration of fencing damaged by DELWP planned burns that escape from public land** | To make an equitable contribution to landholder bushfire recovery. | DELWP | Full restoration costs paid for fences or other assets that are damaged or destroyed by planned burns that escape from public land onto private land. |
| **Rehabilitation of fire control lines constructed by fire agencies during bushfire emergencies** | To minimise environmental degradation and erosion. | DELWP/ CFA | Assistance is provided to private land-holders to rehabilitate fire control lines, established by fire agencies, during the suppression of bushfires.<br>Fire control line rehabilitation involves pushing back top soil and undertaking erosion control measures to protect the land from soil erosion and protect water quality. Government may also provide seed for use by the land-holder to control erosion and prevent soil movement.<br>Assistance with the rehabilitation of fire control lines does not include replanting of trees, re-establishment of pasture, or any other agricultural crop. |

| MEASURE | PURPOSE | AGENCY | OTHER DETAILS |
|---|---|---|---|
| **Replacement of essential water taken from private land for use in wildfire suppression** | To relieve genuine hardship in the community by replenishing essential private water supplies. | DELWP/ CFA | Water taken from household tanks or agricultural dams for fire fighting will be replaced (up to the quantity taken) when requested by the landholder and water is needed for essential use. The aim is to ensure that landholders have a sufficient water to sustain: the health of residents and pets, and the health and productivity of livestock and crops. |
| **Assistance with contingencies or reconstruction of food supply chains and critical infrastructure** | To ensure the rapid restoration of the supply of food | DEDJTR | |
| **Assistance for the transport of donated fodder to affected rural landholders** | To ensure the immediate welfare of livestock in fire or flood affected areas | DEDJTR | |
| **STATE GOVERNMENT ASSISTANCE TO MUNICIPAL COUNCILS** | | | |
| **Financial assistance to municipal councils:**<br><br>**(a) for the restoration of municipal assets ***<br><br>**(b) for emergency protection works *** | To support extraordinary municipal expenditure during emergencies. | DTF | This assistance is generally available for natural disasters as defined. To lodge claims, see the DTF website at www.dtf.vic.gov.au and search under Victoria's Economy, Natural disaster financial assistance.<br><br>(a) Municipal council meets the first $10,000 of approved expenditure, plus 25% of the next $100,000. Approved expenditure exceeding $100,000 is fully funded by the Government.<br><br>(b) Government meets entire cost. |

* Only available for 'Natural Disasters' as defined under the Commonwealth Government's Natural Disaster Relief and Recovery Arrangements. Refer Glossary for a definition.

| COMMONWEALTH GOVERNMENT ASSISTANCE MEASURES TO PERSONS/ LOCAL GOVERNMENT | | | |
|---|---|---|---|
| **Australian Government Disaster Recovery payment** | To provide short-term financial assistance to people affected by major emergencies. | DHS (Cwlth) | Payment of $1000 per adult plus $400/child to affected persons who are already receiving a Centrelink income support payment. Subject to determination of an event as a major disaster by the Minister for Families, Housing, Community Services and Indigenous Affairs. |
| **Income support, pensions, benefits and allowances** | To assist people affected financially by emergencies. | DHS (Cwlth) | Payments are administered under the provisions of the *Social Security Act*. |
| **Natural disaster relief payments to local government** * | To assist municipal councils affected by natural disasters. | LGV | Grants of up to $35,000 per council per eligible event are provided to reimburse councils for approved costs not reimbursed by DTF. |

* Only available for 'Natural Disasters' as defined under the Commonwealth Government's Natural Disaster Relief and Recovery Arrangements. Refer Glossary for a definition.

# Appendix 2
# Best Practice Principles for Community Education, Awareness and Engagement (EAE) Programs[3]

Community education, awareness and engagement are essential to effective emergency management. The contribution of individuals and communities towards their own safety before and during emergencies can be enhanced by effective programs and other interventions conducted by emergency management agencies. Between 2006 and 2009, a team led by RMIT University conducted a systematic national analysis of community education, awareness and engagement programs in emergency management, that has now been published.

Reproduced below is Chapter 16 of Australian Emergency Manual No. 45, *Guidelines for the Development of Community Education, Awareness & Engagement Programs*, 2010. It is reproduced here with the kind permission of the Federal Attorney-General's Department.

## Best Practice Principles

Six recommended 'principles of effective practice' for community EAE programs and activities for natural hazards, drawn from the synthesis of evaluation findings and the general theory model, are outlined. The list should not be regarded as definitive, but rather should be taken as a basis for discussion and debate among the diverse stakeholder groups in community safety. It should be open to amendment as further theoretical development, research and evaluation illuminate this complex field of social change.

**Principle 1**

Localise programs and activities where possible by:

- adapting generic media materials to specific localities and communities
- developing strategies to access and incorporate local knowledge and expertise in planning activities
- building activities that encourage awareness of the locality into community education activities (e.g. street-corner meetings, 'during event' briefings)
- identifying community champions and supporting them with necessary resources and training, and
- consulting with communities to understand their diversity, values and risk perceptions.

**Principle 2**

Develop a program theory model for present and new programs and activities that will provide a template for detailed planning and implementation, a 'roadmap' for evaluation and a permanent record of the thinking that occurred during program development.

The theory model might specify:

- the nature of the 'problem' to be addressed and its causes
- the outcomes to be achieved

3 Previous contents of Appendix 2, Emergency relief, has now been incorporated into Part 4, the State Emergency Relief and Recovery Plan

- the people and settings (communities and localities) that the programs/activities will be designed for
- the detailed strategies/activities to be offered, and their sequence (the 'treatments')
- the resources (personnel, materials etc) required
- the causal processes that will be activated by the treatments, and
- the diversity of community contexts where the program will be implemented.

Further, it will:

- utilise both expert and local knowledge in its development, and
- be sufficiently flexible to encourage optimal local 'adaptation'.

**Principle 3**

Develop a small suite of programs and/or activities that focus on achieving different intermediate steps (processes) along the pathway from 'risk awareness' to 'preparedness' (planning, physical preparation, psychological preparation) that are integrated into a general plan for enhancing natural hazard preparedness in a locality or region.

At the macro level a possible suite of activities could focus on:

- awareness and engagement
- building trust and self-confidence (in self, others in the community, the agencies involved)
- encouraging confirmation or re-assessment of present thinking and plans (both at household and community levels)
- encouraging community engagement, active participation and collaboration, and
- encouraging workable partnerships (formal) and collaborations (informal) between agencies.

**Principle 4**

Where appropriate, consider an integrated approach to planning, program development and research including:

- a multi-hazard approach
- an approach that links plans, activities, agencies and communities across the spectrum of mitigation, preparedness, response and recovery, and
- an approach that seeks to learn actively from the response and recovery phases of an event, and capitalises on the diversity of community experience during an event.

**Principle 5**

Conduct and report frequent evaluations of programs and activities to continually enhance the evidence base for what works in particular contexts in community safety approaches.

- As the evidence base for developing effective EAE programs for natural hazards is sparse (both in Australia and overseas), the review team believes that all agencies should be encouraged to conduct and publicly report evaluations of both their existing and new programs wherever possible, particularly 'pilot' programs where continued funding may not be guaranteed.
- Simply written but comprehensive evaluation reports are a valuable resource for program developers and managers,

particularly if they are theory-based and contain rich descriptions of program processes and contexts.

- All evaluation is valuable. While randomised experiments with appropriate comparison groups may be appropriate in some (limited) situations, they are not crucial. Mixed-method (quantitative and qualitative) approaches can be as rigorous and are typically more useful for policy and practice improvement, particularly if they focus on the improvement of the underlying theory of the program for a range of appropriate contexts.

**Principle 6**

Optimise the balance between 'central' policy positions, agency operational requirements and specialist expertise on the one hand and community participation in planning, decision making, preparation and response activities on the other by:

- developing open strategies for community participation in planning activities that acknowledge and respond appropriately to the diversity of the Australian community
- ensuring equity in community representation and participation on planning committees and volunteer agencies/activities
- supporting open consultative groups that extend membership invitations to the broader community to incorporate a range of cultural backgrounds, knowledge and expertise and allow for new members to join during the process
- maintaining a transparent information-sharing approach throughout the engagement and consultation process
- considering independent facilitation, particularly in planning situations where it is necessary to work with technical detail, that will promote two-way dialogue
- valuing, hearing and understanding ideas, comments and feedback from diverse participants
- bridging power imbalances and levels of technical knowledge and expertise
- encouraging resident involvement in preparation and response organisations and activities (Community Fireguard-type groups and/or the Community Fire Units offer possible models), and
- developing and fostering partnerships with a range of organisations and community groups.

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# Appendix 3
# Special Response Arrangements (USAR, DVI, Marine EMT)

## A Urban Search and Rescue (USAR)

Urban Search and Rescue (USAR) is a specialised technical rescue capability for location and rescue of entrapped people following a structural collapse.

USAR response consists of highly trained multi agency specialists responsible for their own safety, who operate within a defined structure as a specialised resource working under normal emergency management arrangements.

An effective USAR response requires personnel from different disciples to train and work together for maximum efficiency. Also required are an integrated response system of highly specialised equipment, effective communications, logistical support and an established command and control system.

### Activation

If there is a need for USAR resources at an emergency, the Incident Controller or Emergency Response Coordinator should request their assistance using normal communications channels, from:

- MFB within the metropolitan fire district, or
- CFA or VICSES in the country area of Victoria, depending on the Municipal/Regional emergency response arrangements.

Each request for USAR support is to be accompanied by a detailed overview of the incident and contact names and numbers for communications.

The existing emergency response arrangements of command, control and coordination apply.

USAR is a specialised resource available to the Incident Controller, and USAR team reporting and tasking relies on effective Incident Management System implementation by the Incident Controller.

### USAR Resources

USAR teams, like any other resource, form part of the overall emergency response structure. USAR teams identify their task and support the control agency, and must be able to operate in a manner that allows them to undertake their own risk assessment and safety management.

A USAR team will have specialised equipment, however the control agency, in conjunction with the Emergency Response Coordinator, may need to provide other resources as required.

## B Disaster Victim Identification

Disaster Victim identification (DVI) is the term given to procedures used to positively identify the deceased in a multiple casualty event. These procedures can also be used for smaller events, such as single death incidents, where identification is difficult or where visual identification is unreliable.

Large numbers of deceased persons may arise as a result of any emergency situation. Deceased victims may be badly mutilated or burnt

to the extent where visible identification is unpleasant or impossible. Positive identification must then rely on other means such as fingerprints, odontology, medical condition, scientific analysis, possessions, clothing, and DNA.

Victoria Police has the responsibility for the identification of deceased persons on behalf of the Coroner. The Superintendent, Crime Scene Division, Victoria Forensic Science Centre is the DVI Commander, with the responsibility for DVI in this state.

DVI resources, such as:

- Coroner and staff;
- DVI Commander;
- Police, including crime scene investigators, photographers, and fingerprint experts;
- Medical and dental experts, including pathologists, forensic odontologists, and radiographers;
- Victim support groups, grief counsellors and allied professionals; and
- Support personnel, including transport operators, administrative staff and funeral directors

are requested in accordance with the existing emergency management arrangements, using normal communications channels.

## C Marine Emergency Management Team (Marine EMT)

The Marine Emergency Management Team (Marine EMT) is a team of experts/personnel experienced in dealing with marine emergencies/casualties, and assembled to provide support and specialist advice to the control agency in managing such events within Victoria. The Team will comprise a nominated representative of the Control Agency, the Water RERC and any other person with the specialist knowledge and/or resources to effectively and efficiently contribute to the resolution of the emergency. See page 3-24 of this Manual for further detail in relation to the Emergency Management Team concept.

The potential marine emergencies/casualties include marine search and rescue incidents, chemical, oil, or other marine pollution incidents, fire or any other emergency occurring in the Victorian marine environment.

To enable effective utilisation of a Marine EMT, personnel from different disciplines are required to meet and plan regularly to ensure maximum efficiency. An integrated system of specialised marine response knowledge, resources, effective communications, and logistical support, all working within an established emergency management system is necessary in order to ensure the Marine EMT's capacity to effectively perform its function.

### Activation

The Water Region Emergency Response Coordinator (Water RERC) is responsible for ensuring an appropriate response to marine emergencies/casualties within Victoria. In the event of a marine emergency/casualty, where there is a Control Agency identified, the Incident Controller is to immediately liaise with the Water RERC, and advise him of the situation. Where a Control Agency is not identified, the Water RERC will nominate the best equipped agency to assume that responsibility.

It is the responsibility of the Incident Controller, in consultation with the Water RERC to establish a Marine EMT. The composition of the Marine EMT will vary, depending on the emergency type, location and the support/advice required.

The Marine EMT will be responsible to assist the Incident Controller to resolve the emergency situation using the collective knowledge of, and resources available to the members of that Team.

## Control Agency

As the Control Agency will vary with the marine emergency/casualty being encountered, overall responsibility for ensuring effective control rests with the Water RERC. It is recognised that for marine emergencies/casualty, the Control Agency may change throughout the duration of any single event, and any decisions in relation to this aspect of the response must be referred to the Water RERC.

## Water Region Emergency Response Coordinator (Water RERC)

The Water Region Emergency Management Plan primarily refers to the emergency management of Port Phillip and Westernport Bays, however the Water RERC also has the responsibility to ensure that an appropriate response occurs for all marine emergencies/casualties.

The responsibility involves liaison with land-based Regional Emergency Response Coordinators to ensure that a smooth interface exists between emergencies occurring on the land, and water right across the State.

Planning should identify local resources and services that can be made available, in accordance with municipal and regional plans, and those that might need to be obtained from elsewhere.

See page 3-13 of this Manual for further information in relation to the role and responsibilities of Emergency Response Coordinators.

## Marine EMT Resources

The Marine EMT, like its land-based counterpart, forms part of the overall State emergency management structure.

The Marine EMT must be able to operate in a manner that allows individual members of the team to undertake their respective agency's risk assessment and to consider their agency's personnel safety and resource management needs.

Personnel comprising the Marine EMT must have an in-depth knowledge of their respective agency's resources and capability to ensure that the best possible response can be achieved.

Should additional resources be required, they will be requested through the Water RERC in accordance with existing arrangements.

# Appendix 4
# Emergency Support from the Commonwealth Government and Other States

## A Commonwealth Physical Support

## Department of Home Affairs - Emergency Management Australia

The Department of Home Affairs, Emergency Management Australia's (EMA) operational function is the coordination of Commonwealth physical assistance to the States and Territories in the wake of a disaster or major emergency. To achieve this, all Commonwealth resources are centrally coordinated through EMA.

## Commonwealth Physical Support

Under the Constitution, States and Territories have responsibility for the safety and welfare of their citizens. This in turn requires a capability to respond to a major emergency, using the resources of State and local governments and the private sector.

The Commonwealth cannot provide assistance to the State to deal with emergencies, unless officially requested by the affected State or Territory. That request may only be made by a designated State or Territory officer or officers. In the case of Victoria, the Emergency Management Commissioner and the Chief Commissioner of Police are the officers nominated to request Commonwealth physical assistance.

**Criteria for Requesting Commonwealth Support**

For Commonwealth support to be provided, the following criteria must be met:

a. Assistance must be required to save life or property, or to relieve suffering;

b. The task must be beyond the resources of the affected State or Territory, those resources are already fully committed or they cannot be mobilised in time; and,

c. The task cannot be undertaken by commercial means available within the affected State or Territory.

**Response**

The Director-General of EMA determines the appropriate response, based on the substance of the request. While the Australian Defence Force (ADF), because of its capabilities and state of readiness, is frequently used, such use should not be anticipated by the requesting State or Territory. The EMA, given the basic need, timings, priorities and contacts, determines how best the Commonwealth can meet that request.

In parallel with EMA responses to requests, several Commonwealth departmental regional offices and statutory authorities (e.g. Department of Human Services) automatically implement their own response/recovery procedures, keeping the EMA informed.

**Form of Request**

As per COMDISPLAN arrangements, when making a request for Commonwealth assistance, the authorised State or Territory officer or a nominated delegate will contact EMA by telephone; EMA will act upon that call, which should be followed by a confirmatory hard copy as soon as practical. State or Territory agencies requiring Commonwealth assistance must seek such assistance through the appropriate regional or state emergency response co-ordinator. He or she, in turn, must be satisfied that the request meets the criteria before dispatch. The format for requests for Commonwealth assistance is as follows:

| | |
|---|---|
| **Subject:** | Request for Commonwealth Assistance |
| **Date/Time/Origin** | This must include the date and local time of the request and the name of the person and department that is making the request. |
| **Request Number** | This should be a State/Territory number (EMA will allocate separate EMA numbers for each incoming request). |
| **Situation** | A brief summary of the reason for the request. |
| **Own Resources** | An explanation why the requirement cannot be met from within State/Territory (government or commercial resources). |
| **Priority** | Time in which the request is asked to be fulfilled within, e.g. Urgent, within 24 hrs. |
| **Delivery Location** | Details of when and where required. |
| **Task Description** | A brief description of the need and tasks for the requested resource/s (e.g. move 100 bales of fodder from supply dump to properties within a 20 km radius). Requesting authorities should not specify the means for meeting the need or tasks (e.g. by constraints that may influence EMA's decision (e.g. area unsuitable to all but rotary wing aircraft). |
| **Contact Name & Details** | To include full details of delivery point contact officer/s including name, location and telephone/facsimile numbers as appropriate. Where desired, contact officer/s may be from state/territory headquarters. |
| **Jurisdictional Requesting Officer** | Name and contact details. |
| **Remarks** | Any general comments that may contribute to providing the fastest and most effective response to the request. |

## B Role of the Australian Defence Force in Emergencies

Defence Assistance to the Civil Community (DACC) is the provision of Defence resources for the performance of emergency or non-emergency support within Australia and its territories that are primarily the responsibility of the civil community or other government organisations.

**Category 1**

DACC Category 1 is assistance where immediate action is necessary to save human life, alleviate suffering, prevent extensive loss of animal life or prevent widespread loss of, or damage to, property in a localised emergency situation:

- Approved by local commander
- Within local commander's own resources
- Short term, reviewed after 24 hours
- No cost recovery
- No indemnity or insurance required
- Reserves in training can be used
- In theory this support will only be required until State resources can be deployed to the emergency site.

**Category 2**

DACC Category 2 is assistance where action is necessary to save human life or alleviate suffering during a more extensive or continuing disaster following initial Category 1 assistance:

- General emergency with direct threat to life and/or property
- Coordinated by Headquarters joint Operations Command. State authorities approach EMA
- Beyond local resources
- No cost recovery
- No indemnity or insurance required
- Reserves in training can be used.

**Category 3**

DACC Category 3 is assistance associated with recovery from an emergency or disaster, which is not directly related to the saving of life or property:

- Ongoing emergency with no direct threat to life and/or property
- Approved by Headquarters Joint Operations Command (HQJOC). State authorities approach EMA
- Full cost recovery is normal, but variations can be sought
- Indemnity (and if appropriate, insurance) required
- Formal agreement is necessary
- Reserves in training and Reserve specialists can be used.

# C Guidelines for Interstate Disaster Assistance

(Approved by Australian Emergency Management Committee March 2004)

**Principal Purpose**

These Guidelines have been developed on the basis that many emergencies and disasters can require a response, which is beyond the capabilities of a State or Territory. This might result from the scale of the emergency or its duration. The prompt, full and effective use of the resources of an Assisting State for the safety, care and welfare of people, property and the environment of a Requesting State in the event of an emergency or disaster is the underlying principle on which these Guidelines are based.

The principal purpose of these Guidelines is to provide a basis of arrangements for the provision of mutual assistance between States in managing an emergency or disaster.

**Interpretation**

The following definitions are applied in these Guidelines:

Requesting State A State which requests resources of another State to assist in managing an emergency or disaster.

Assisting State A State which provides resources to a Requesting State to manage an emergency or a disaster.

Contingent Support Officer An officer who is responsible for the overall administrative aspects of the deployment to enable the field/forward commander to focus exclusively on the provision of operational support to the Requesting State. The Contingent Support Officer, from the requested assisting agency, provides a conduit for passing information between the field/forward commander and the Assisting State.

Designated Officer An officer of a State who is authorised under national emergency management arrangements (COMDISPLAN) to request Commonwealth physical assistance, the Commissioner of the relevant agency, or other officer appointed by the State to manage the type of emergency for which assistance is requested

Emergency / Disaster Includes all forms of disasters whether natural, the result of a technological hazard or resulting from terrorist or criminal acts. The terms recognise the differing terminology used in States.

Participating State A State which makes arrangements with another State on the basis of these Guidelines

State Includes each of the Australian States and Territories.

**Scope**

These Guidelines do not negate any existing arrangements between jurisdictions in relation to the provision of support, nor do they bind a State to use the approach set out here in preference to other agreements or arrangements the State may have with another State or States. They provide a template, however, which can be adopted readily in whole or in part by Assisting and Requesting States. The Guidelines are not intended to be restrictive, but to be adaptable and flexible to meet the particular requirements of managing an emergency or disaster. Nor are they intended to create any legal relations or to have any legal consequences; and any legal consequences that arise out of or in the

course of anything done as a result of these Guidelines should be dealt with on a case-by-case basis independently of the Guidelines.

These Guidelines do not apply to assistance provided in accordance with existing inter-State cross-border contingency arrangements or for the provision of Commonwealth Government assistance to States under national emergency management arrangements.

**Nature of Assistance**

Assistance may include but is not limited to fire services, emergency medical care, search and rescue, transportation, communications, public works and engineering assistance, recovery services, public health and other general or specialist medical services.

**Requests for Assistance**

No-one but a Designated Officer, or his or her authorised representative, may request assistance on behalf of a Requesting State, unless the Requesting State and the proposed Assisting State otherwise agree.

Requests for assistance may be oral or in writing. If oral, the request must be subsequently confirmed in writing. Acceptance or implementation, however, must not be withheld pending receipt of a written request or confirmation.

Requests for assistance should provide, as a minimum, the following information to enable the Assisting State to determine its capability to support the request:

- A description of the emergency or disaster for which assistance is needed.
- The desired outcome of assistance in the form of clear tasking instructions (to enable the Assisting State to assess correctly the type of resources to be provided) or the number and type of personnel, equipment, materials and supplies needed.
- The expected time of arrival and the duration of the assistance (to enable the Assisting State to plan rostering and changeover arrangements).
- The legislation or the authority for personnel from the Assisting State to provide support and operate with the Requesting State.
- Any issues relating to personnel competency standards or professional registration applying in the Requesting State that need to be considered by the Assisting State in the selection of personnel for deployment.
- The contact details of personnel who will provide initial reception support during the deployment into the area of operations.

**Limitations**

A State requested to provide assistance shall endeavour to make available the resources requested. An Assisting State may, on the basis of its risk assessment, withhold resources to the extent necessary to provide for its own needs and purposes or for any other reason. The Assisting State should endeavour to explain why it is unable to make certain resources available.

An Assisting State has the right to withdraw any assistance provided to a Requesting State at any time; however, sufficient notice appropriate to the circumstances of the emergency or an emerging incident in the

Assisting State should be provided to the Requesting State to enable alternative support arrangements to be made.

**Powers**

A Requesting State shall endeavour to afford to members of an Assisting State the same powers, duties, rights and privileges as are afforded to members of the Requesting State performing equivalent roles or functions.

**Command, Control & Coordination**

The Requesting State shall have primary responsibility for control and coordination of organisational units provided by an Assisting State but personnel from the Assisting State shall continue under their own command arrangements.

Where appropriate, the Assisting State shall provide a Liaison Officer to the headquarters, agency or operations centre as specified by the Requesting State.

To assist in the overall administrative management of the contingent, the Assisting State should consider providing a Contingent Support Officer to the operational headquarters of the Requesting State.

**Operational Deployment**

The Requesting State will use all endeavours to ensure that it effectively utilises the Assisting State's resources at all times.

The Requesting State is not authorised to utilise any equipment or personnel in a manner that is outside of the scope of the initial request, unless authorised by the Designated Officer of the Assisting State, and within the professional competencies and certification levels of the personnel and equipment supplied.

The Requesting State shall establish an orientation process for personnel from the Assisting State. This orientation should be provided before personnel are deployed to the incident site/s. The orientation should cover an overview of the emergency, operational issues (including command, control and communication arrangements), the provision of maps and any other relevant supportive documentation, administration and welfare, local safety and hazards, and any other issues deemed necessary by the Requesting State.

Where there is an issue relating to competencies, the Assisting State recognises that it is the role of the Requesting State to make a determination on the acceptability or not of competencies of personnel.

Personnel deployed from the Assisting State must meet the minimum health and fitness standards that would apply in the Assisting State, under existing Duty of Care provisions, for the type of work that is to be undertaken.

**Administrative Support**

The Requesting State is responsible for the provision of transportation, rationing, accommodation and other such facilities as are appropriate to support personnel for the Assisting State, unless arrangements to the contrary have been agreed.

The Requesting State is responsible for the management of the welfare of Assisting State personnel in consultation with the Contingent Support Officer or other responsible officer from the Assisting State.

Responsibility for issues such as rostering, fatigue and occupational health and safety is the responsibility of the Requesting State in consultation with the Contingency Support Officer or other responsible officer from the Assisting State.

**Cost Recovery**

With the exception of transportation, as outlined above, expenditure incurred in responding and providing assistance is to be met initially by the Assisting State.

Reimbursement of salaries of personnel provided by an Assisting State shall not be sought from the Requesting State, except for over-time, the cost of backfilling shift rosters to cover personnel who have been deployed interstate, and penalties that shall be calculated at the rates applicable in the Assisting State. The Requesting State shall meet all other reasonable additional costs incurred by the Assisting State for any loss, damage or other expense incurred in providing assistance.

Where cost recovery is sought, the Assisting State shall provide the Requesting State with a detailed account of costs claimed with full supporting documentation.

If a dispute arises in relation to the type or extent of costs being claimed, the disputing States shall each appoint appropriate officers to resolve the dispute.

**Liability**

Except to the extent that a relevant law of the Requesting State or the Assisting State or a separate agreement or any indemnity otherwise provides, the Requesting State is responsible for managing any issues incurred by the Assisting State or its personnel arising from personal injuries, death, public risk, property loss, damage, general and professional litigation, and associated expenses including legal representation arising during the course of providing assistance to the Requesting State.

**Third Party Claims**

The Requesting State and the Assisting State will consult concerning the handling of any third party claims that may arise out of the provision of assistance.

**Settlement of Disputes**

Participating States will endeavour to resolve any disputes arising from the interpretation or implementation of arrangements based on these guidelines by consultation or negotiation. Participating States should seek assistance from EMA if arbitration is required to resolve disputes.

**Media**

During the provision of assistance, the Requesting State shall be responsible for provision of information to the media on the management of the incident.

It is recognised that there will normally be significant interest by the media in personnel from an Assisting State. Comments to the media by Assisting State personnel should generally be limited to administrative matters as far as possible with questions on operational management being referred to the Requesting State, unless there is prior agreement from the Requesting State to the contrary.

**Communication**

The Assisting State is responsible for providing communication facilities for use within its own operational units, and for providing any link required to networks in its own State.

The Requesting State is responsible for providing communications from the operational units of an Assisting State to headquarters, agencies or operations centres of the Requesting State.

**Australian Government Involvement**

These Guidelines do not envisage involvement of the Australian Government. A Requesting State, however, may seek assistance from the Australian Government, through EMA, for coordination of resources to be provided by an Assisting State or States.

Where the inter-State provision of resources is likely to require use of Australian Government assets, such as military aircraft, approval is to be obtained for such assistance through EMA.

**Variation and Review of Arrangement**

Arrangements resulting from use of these Guidelines may be reviewed at any time by the Participating States at the request of a Participating State.

**Withdrawal from Arrangement**

A Participating State may, by written notice to Participating States, withdraw at any time from arrangements based on these Guidelines. Sufficient notice should be provided to enable alternative arrangements to be made.

**Commencement Date**

An arrangement based on these Guidelines shall come into operation immediately it is endorsed by the Participating States. Thereafter, it shall be inclusive of other States on their endorsement.

# Appendix 5
# Model Arrangements for Leadership During Emergencies of National Consequence[4]

## 1 Introduction

On 3 July 2008 the Council of Australian Governments (COAG) endorsed the Model Arrangements for Leadership during Emergencies of National Consequence ('the Arrangements').

These Arrangements represent how Australian governments would work together to coordinate the response to, and recovery from, emergencies of national consequence. These are defined, for the purposes of these Arrangements, as emergencies that require consideration of national level policy, strategy and public messaging or inter-jurisdictional assistance, where such assistance is not covered by existing arrangements.

## 2 Purpose

The Arrangements are designed to guide national efforts in coordinating the response to, and recovery from, emergencies of national consequence. They provide clarity about how Australian governments would work together to coordinate national response and recovery assistance to an affected State or Territory.

In endorsing these Arrangements, leaders agreed that they are to be used:

- to inform the response to, or recovery from, emergencies of national consequence for which no national plans currently exist;
- to inform the development of any new national plans for responding to, or recovering from, emergencies of national consequence; and
- as guidance in any revision of existing plans for responding to, or recovering from, emergencies of national consequence.

## 3 Roles and Responsibilities

In adopting the Arrangements, leaders acknowledged the following roles and responsibilities:

- States and Territories have primary responsibility for the management of emergencies within their jurisdictions;
- when emergencies occur, the Commonwealth Government provides certain forms of physical and financial assistance to States and Territories, when requested to do so and may also provide financial and other assistance to individuals directly affected by an emergency;
- the Commonwealth Government also has specific responsibilities in relation to national security and defence, border control, aviation and maritime transport, quarantine, astronomical and meteorological observations, enforcement of Commonwealth legislation, and international relations; and

4 Annex 1 of *Australian Emergency Management Arrangements*, Attorney-General's Department, 2009

- each jurisdiction is responsible for determining its own internal coordination mechanisms to give effect to these Arrangements.

### 4. Coordination Arrangements

As depicted in the attached diagram, these Arrangements provide that, in the event of an emergency of national consequence:

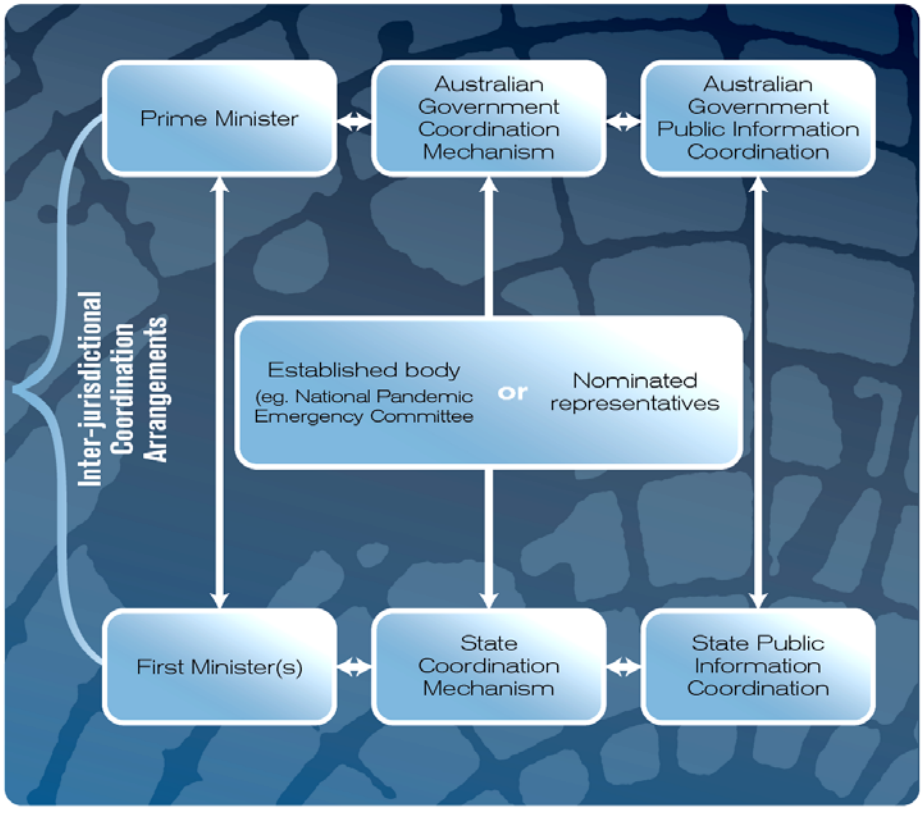
- the Prime Minister and the affected First Minister(s) will consult as necessary to coordinate the response to, and recovery, from the emergency including in relation to policy, strategy and public messaging, in support of an affected State or Territory;
- the Prime Minister and the affected First Minister(s) will consult on, and deliver the key leadership messages to be conveyed to the public;
- there will be communication, as appropriate, with all other States and Territories to enable the sharing of key information and public messages across jurisdictions; and
- all jurisdictions will coordinate the development of public messages through established public information coordination arrangements.

Updated contact arrangements will be maintained to ensure the efficient and effective communications between leaders in the event of an emergency of national consequence.

### 5. Review

These Arrangements will be reviewed by the Commonwealth, State and Territory Governments, in consultation with the Australian Local Government Association, after three years, or earlier as agreed.

The Arrangements may be amended by agreement in writing between the parties at any time.



# Appendix 6
# States of Emergency Under Victorian Law

In addition to a state of disaster under the *Emergency Management Act 1986* (which can be declared for an emergency as defined within the Act, and invokes wide coercive powers), there are specific states of emergency provided for in Victorian legislation.

### *Public Health and Wellbeing Act 2008*

The Minister for Health may, on the advice of the Chief Health Officer and after consultation with the Co-ordinator in Chief and the State Co-ordinator, declare a state of emergency arising out of any circumstances causing a serious risk to public health. Declaration allows the Chief Health Officer to exercise extensive powers via departmental or council officers to eliminate or reduce a serious risk to public health. In addition, the Secretary to the Department of Health has powers to direct councils and/or their officers to perform any functions or duties, or exercise such powers as directed.

### *Public Safety Preservation Act 1958*

Under this Act, assigned to the Premier, there is provision for declaration of a state of emergency in the whole or part of Victoria. This is for use if 'action has been taken or is immediately threatened by any person or body of persons whereby the public safety or order is or is likely to be imperilled …' It gives the Governor in Council wide powers for securing public safety or order.

### *Fuel Emergency Act 1977*

The Minister for Energy and Resources may, under this Act, declare a state of emergency with respect to any kind of fuel, which is, or is likely to become, unavailable to meet the community's reasonable requirements. The Minister and the Premier then have wide powers in respect to the supply of fuel.

### *Essential Services Act 1958*

Under this Act, assigned to the Premier, there is provision for a state of emergency to be declared in relation to a designated essential service, where essential service is likely to be interrupted. The definition of essential service includes transport, fuel, light, power, water and sewerage. The Premier is then given wide powers in relation to the provision of that essential service.

**Notes:**

- Under the *Emergency Management Act 1986*, disruptions to these defined essential services are clearly identified as emergencies.
- Section 23(1A) of the *Emergency Management Act 1986* provides that 'the Premier must not make a declaration [of a state of disaster] under this section for the purpose of taking action against any person or body of persons in the circumstances to which section 4(1) of the *Essential Services Act* 1958 applies.'

### *Petroleum (Submerged Lands) Act 1982*

If the Commonwealth Minister has declared that a state of emergency exists, in relation to certain relevant zones, the State Minister for Energy and Resources may make a like declaration for Victoria. This provides wide powers for restricting entry of shipping, in cases of terrorism or other safety risks.

***Gas Industry Act 2001* and *Electricity Industry Act 2000***

In situations of insufficient supply, the Governor in Council may proclaim emergency provisions that grant the Minister for Energy and Resources extensive powers to ensure and regulate the supply of gas or electricity.

***Public Administration Act 2004***

The Premier may declare that an emergency situation exists under various circumstances, including relevant declarations under other Acts, or if warranted by circumstances, including the necessity to assist all or part of the Victorian community to recover from an emergency. The declaration empowers the head of a public body to assign any duties to an employee, require an employee to perform duties with another public sector body, require an employee to perform duties at a place other than his or her usual place of work or direct an employee not to attend for duty.

**Other Acts**

Relevant declarations under other Acts include:

- a declaration of a vital state project as referred to in the *Vital State Projects Act 1976*;
- a declaration of a vital industry under the *Vital State Industries (Works and Services)* Act *1992*;

# Appendix 7
# Legal Protection for Emergency Volunteer Workers

This appendix sets out those Victorian Acts which contain provision for volunteers about

- compensation in the case of injury or death,
- protection for volunteer emergency workers from legal liability or
- other protection.

It includes those Acts which protect a wider group of volunteers than emergency volunteer workers, but not those Acts which are unlikely to apply to volunteer emergency workers (for example the provisions in the *Education and Training Reform Act 2006).*

It is provided for guidance only and should not be relied on as legal advice.

| Act and reference | Group referred to | Nature of provision |
|---|---|---|
| **Compensation provisions** | | |
| *Emergency Management Act 1986*, Part 6 | '**Volunteer emergency worker**': 'a volunteer worker who engages in emergency activity at the request (whether directly or indirectly) or with the express or implied consent of the chief executive (however designated), or of a person acting with the authority of the chief executive, of an agency to which the state emergency response plan or the state recovery plan applies.' | Sets up a compensation scheme covering both personal injury (including death) and property damage (own property or property under that person's control at the time) to apply in the circumstances specified. Offers benefits equivalent to normal WorkCover benefits.<br>Does not apply to a person entitled to compensation under other Acts as employees, or volunteers attached to the VICSES or CFA. |
| *Country Fire Authority Act 1958*, section 110 (Regulations) and sections 62-65. | **permanent officer or member, casual fire-fighter or voluntary auxiliary worker**. | The Authority has a compensation scheme to cover personal injury and property damage. |
| *Victoria State Emergency Service Act 2005* Part 3 | **Registered** and **probationary members of the Service** | A compensation scheme for both personal injury and property damage is established. |
| *Police Assistance Compensation Act 1968* Section 2 | Persons assisting or attempting to assist a member of the police force either as a result of a request or where a request can reasonably be assumed in relation to the activities specified. | A compensation scheme is set up. |

| Act and reference | Group referred to | Nature of provision |
|---|---|---|
| **Immunity provisions** | | |
| *Emergency Management Act, 1986*, Section 37 | Volunteer emergency worker | No personal liability for loss or injury from emergency work, unless the loss or injury is caused by 'negligence or wilful default' in the specified circumstances. |
| *Country Fire Authority Act 1958*, Section 92 | Chief Officer, other officers exercising those powers, any officer or member of a brigade, a volunteer auxiliary worker or a person who is a forest officer, or employed by Parks Victoria or DEPI in the circumstances specified. | No personal liability for any thing done or not done 'in good faith' in the specified circumstances. Instead the liability attaches to the CFA. |
| *Victoria State Emergency Service Act 2005*, Section 42 | Registered member or probationary member | No personal liability for loss or injury from emergency work in the specified circumstances, unless the loss or injury is caused by 'negligence or wilful default'. |
| *Wrongs Act 1958*, Part IX | Volunteers, that is, individuals who provide a service in relation to community work on a voluntary basis. Excludes volunteer emergency workers under the *Emergency Management Act*, the *Country Fire Authority Act* or the *Victoria State Emergency Service Act*. | 'A volunteer is not liable in any civil proceeding for anything done, or not done, in good faith by him or her in providing a service in relation to community work organised by a community organisation.' |
| *Wrongs Act 1958*, Part VIA | 'Good Samaritan' – 'an individual who provides assistance, advice or care to another person in relation to an emergency or accident' in the circumstances specified | Protection from civil liability for anything done or not done in good faith in the circumstances specified. |
| *Occupational Health and Safety Act 2004*, Sections 144 & 145 | An officer (as defined) of a body corporate, a partnership or an unincorporated body or association who is a volunteer. (Applies to senior management, that is, to people with significant decision-making power. Volunteers are people acting on a voluntary basis, even if they receive out-of-pocket expenses. | From prosecution for a breach of the *Occupational Health and Safety Act* for anything done or not done by him or her as a volunteer. |

# Appendix 8
# Response and Recovery Regions

The emergency response and recovery regions are common to the eight State Government regions (three metropolitan and five non-metropolitan). Some departments and agencies may use alternative regional boundaries to deliver normal services efficiently, however the State Government regions are maintained for emergency response and recovery.

| Municipal District | Response and Recovery Regions | VICSES Region | Fire Service |
|---|---|---|---|
| Alpine | Hume | North East | CFA |
| Ararat | Grampians | Mid West | CFA |
| Ballarat | Grampians | Mid West | CFA |
| Banyule | North & West | Central | MFESB CFA |
| Bass Coast | Gippsland | East | CFA |
| Baw Baw | Gippsland | East | CFA |
| Bayside | Southern | Central | MFESB |
| Benalla | Hume | North East | CFA |
| Bendigo | Loddon Mallee | North West | CFA |
| Boroondara | Eastern | Central | MFESB |
| Brimbank | North & West | Central | MFESB |
| Buloke | Loddon Mallee | North West | CFA |
| Campaspe | Loddon Mallee | North West | CFA |
| Cardinia | Southern | Central | CFA |
| Casey | Southern | Central | CFA |
| Central Goldfields | Loddon Mallee | North West | CFA |
| Colac-Otway | Barwon South West | South West | CFA |
| Corangamite | Barwon South West | South West | CFA |
| Dandenong | Southern | Central | MFESB CFA |
| Darebin | North & West | Central | MFESB |
| East Gippsland | Gippsland | East | CFA |
| Frankston | Southern | Central | CFA |
| Gannawarra | Loddon Mallee | North West | CFA |
| Geelong | Barwon South West | South West | CFA |
| Glen Eira | Southern | Central | MFESB |
| Glenelg | Barwon South West | South West | CFA |
| Golden Plains | Grampians | South West | CFA |
| Hepburn | Grampians | Mid West | CFA |
| Hindmarsh | Grampians | Mid West | CFA |
| Hobsons Bay | North & West | Central | MFESB |
| Horsham | Grampians | Mid West | CFA |
| Hume | North & West | Central | MFESB CFA |
| Indigo | Hume | North East | CFA |
| Kingston | Southern | Central | MFESB CFA |
| Knox | Eastern | Central | CFA |
| Latrobe | Gippsland | East | CFA |
| Loddon | Loddon Mallee | North West | CFA |
| Macedon Ranges | Loddon Mallee | North West | CFA |
| Manningham | Eastern | Central | MFESB CFA |

| Municipal District | Response and Recovery Regions | VICSES Region | Fire Service |
|---|---|---|---|
| Mansfield | Hume | North East | CFA |
| Maribyrnong | North & West | Central | MFESB |
| Maroondah | Eastern | Central | MFESB CFA |
| Melbourne | North & West | Central | MFESB |
| Melton | North & West | Central | CFA |
| Mildura | Loddon Mallee | North West | CFA |
| Mitchell | Hume | North East | CFA |
| Moira | Hume | North East | CFA |
| Monash | Eastern | Central | MFESB |
| Moonee Valley | North & West | Central | MFESB |
| Moorabool | Grampians | Mid West | CFA |
| Moreland | North & West | Central | MFESB |
| Mornington Peninsula | Southern | Central | CFA |
| Mount Alexander | Loddon Mallee | North West | CFA |
| Moyne | Barwon South West | South West | CFA |
| Murrindindi | Hume | North East | CFA |
| Nillumbik | North & West | Central | CFA |
| Northern Grampians | Grampians | Mid West | CFA |
| Port Phillip | Southern | Central | MFESB |
| Pyrenees | Grampians | Mid West | CFA |
| Queenscliff | Barwon South West | South West | CFA |
| Shepparton | Hume | North East | CFA |
| South Gippsland | Gippsland | East | CFA |
| Southern Grampians | Barwon South West | South West | CFA |
| Stonnington | Southern | Central | MFESB |
| Strathbogie | Hume | North East | CFA |
| Surf Coast | Barwon South West | South West | CFA |
| Swan Hill | Loddon Mallee | North West | CFA |
| Towong | Hume | North East | CFA |
| Wangaratta | Hume | North East | CFA |
| Warrnambool | Barwon South West | South West | CFA |
| Wellington | Gippsland | East | CFA |
| West Wimmera | Grampians | Mid West | CFA |
| Whitehorse | Eastern | Central | MFESB |
| Whittlesea | North & West | Central | MFESB CFA |
| Wodonga | Hume | North East | CFA |
| Wyndham | North & West | Central | MFESB CFA |
| Yarra | North & West | Central | MFESB |
| Yarra Ranges | Eastern | Central | MFESB CFA |
| Yarriambiack | Grampians | Mid West | CFA |
| **Non Municipal Areas** | | | |
| Falls Creek ARMB | Hume | North East | CFA |
| Lake Mountain ARMB | Hume | North East | CFA |
| Mt Baw Baw ARMB | Gippsland | East | CFA |
| Mt Buller ARMB | Hume | North East | CFA |
| Mt Hotham ARMB | Hume | North East | CFA |
| Mt Stirling ARMB | Hume | North East | CFA |

| Municipal District | Response and Recovery Regions | VICSES Region | Fire Service |
|---|---|---|---|
| Victorian waterways* | Water | Various | MFESB CFA |

## Response and Recovery Region Maps

* Defined as all waterways in the State of Victoria including both bays and coastal regions from the South Australian border to the New South Wales border.

# Appendix 9
# Evacuation Guidelines

## Table of Contents


Introduction 8–33

Aim 8–33

Overview of evacuation 8–33

Authority to evacuate 8–33

Vulnerable people 8–34

The Evacuation Process 8–35

1. Decision 8–35
2. Warning or recommendation 8–36
3. Withdrawal 8–36
4. Shelter 8–36
5. Return 8–37

Roles and Responsibilities 8–38

Reference 8–40

Checklists 8–40

Checklist 1: Considerations for an evacuation 8–40

Checklist 2: Considerations for evacuation messages 8–41

# Introduction

## Aim

The aim of this document is to provide guidelines for conducting evacuations during emergencies. The guidelines draw on the Emergency Management Australia manual titled *Evacuation Planning*, and address evacuation in all hazards using a multi-agency response. They include:

- an overview of evacuation
- articulating five stages of the evacuation process
- roles and responsibilities of all agencies
- checklists of considerations for evacuation and messaging.

## Overview of evacuation

Evacuation is a risk management strategy which may be used as a means of mitigating the effects of an emergency or disaster on a community. It involves the movement of people to a safer location. However, to be effective it must be correctly planned and executed. The process of evacuation is usually considered to include the return of the affected community[5].

As with all emergency response activities, the main priority when deciding to undertake an evacuation is protection of life.

Evacuation is a scalable activity in that it may be applied to individuals, a house, a street, a large facility (i.e. school or hospital), a suburb, a town or a large area of the State.

## Authority to evacuate

Primary responsibilities for evacuation are held by the control agency and Victoria Police and are detailed in later sections of this document.

In Victoria, evacuation is largely voluntary. The Incident Controller makes a recommendation to evacuate and it is the choice of individuals as to how they respond to this recommendation. However in particular circumstances legislation provides some emergency service personnel with authority to remove people from areas or prohibit their entry. These include:

The *Emergency Management Act 1986* (section 36A) makes provision for the declaration by police of an emergency area if normal community activities and freedom of movement must be restricted because of the size, nature or location of an emergency, and when the extreme powers available under a declared state of disaster are not needed or would take too long to implement. People and vehicles may be prevented from remaining in or entering the emergency area. However this power is limited when a person claims pecuniary interest in a property or goods or valuables in a property within the emergency area. If the person claiming pecuniary interest is not on that property, they can be directed to leave or prevented from entering the emergency area. However if they are located on the property then they cannot be required to leave (section 36B).

The *Country Fire Authority Act 1958* (section 30) provides authority for any member of any fire brigade or police, under the direction of the Chief Officer or his/her delegate, to remove any person whose presence interferes with the operation of the brigade on any land or building burning or threatened by fire. This authority may also be

5 *Evacuation Planning* Manual Number 11 (2005) Emergency Management Australia.

exercised by forest officers and employees of Parks Victoria and the Department of Environment and Primary Industries when directed by an officer or member of the CFA (section 30A). This power is also limited, as a person claiming pecuniary interest cannot be removed.

The *Metropolitan Fire Brigades Act 1958* (section 58) empowers fire fighters and police to forcibly remove people from premises on fire or threatened by fire if they do not first comply with an order to withdraw. This power is also limited, as a person claiming pecuniary interest cannot be removed.

The state of disaster provisions of the *Emergency Management Act 1986* (section 24) also contain a power for the Minister for Police and Emergency Services to compel evacuation from the declared disaster area. Again, this power may not be exercised where there is a pecuniary interest. The Minister may also control or restrict entry into, movement within and departure from the disaster area. This restriction power is not limited by pecuniary interest.

The *Coroners Act 2008* (sections 37(2), 37(3) & 38(1)) provides the Coroner or Chief Commissioner of Police to restrict access to places:

- where a death has occurred
- reasonably connected to the place where a death has occurred
- where an incident has occurred if it is reasonably expected that a person will die as a result of an incident
- reasonably connected to the place where an incident occurred if it is reasonably expected that a person will die as a result of an incident
- where a fire has occurred
- reasonably connected to the place where a fire has occurred.

The *Terrorism (Community Protection) Act 2003* (sections 16, 18 & 21) provides that a senior officer of police, if suspecting that an area has, or people in that area may have been exposed to such contamination by a terrorist act, may authorise a member of the force to direct a person or groups of persons to enter, not to enter, or to leave, any particular premises or area. Police may use reasonable and necessary force to ensure compliance with any authorised direction.

## Vulnerable people

During an emergency or imminent threat of an emergency, special consideration must be given to evacuation of vulnerable people in the community.

Vulnerable people and those who may care for them, including facilities such as hospitals, aged care facilities, educational facilities and prisons, are likely to need more time, resources, support and assistance to evacuate safely.

These facilities should have existing evacuation plans in place to appropriately plan for and undertake an evacuation when this is recommended. However, such plans cannot rely on the availability of emergency service personnel to undertake the evacuation.

Some people living in the community may be unable to activate their own evacuation plan without support and a small number who do not have a personal support network will require assistance to safely evacuate.

In the context of bushfires a vulnerable person is an individual who lives in a high bushfire risk area and is socially isolated and without any other supports. Other factors that may be considered when assessing an individual's vulnerability include:

- lives alone and has additional needs and/or lives with an individual with similar or greater level of additional needs, and/or
- physical dependence, and/or
- inability to make an independent decision due to cognitive or other impairment, and/or
- geographic isolation.

For bushfires, the Departments of Health and Human Services, in conjunction with municipal councils, and other support agencies will provide tailored advice to vulnerable people. This advice will include the need to develop personal safety plans with an emphasis on leaving early and identification of appropriate support to do so.

Victoria Police, as the agency responsible for managing evacuations, will be required to identify vulnerable persons in the community and in addition, facilities that house vulnerable people.

- To access the list of vulnerable persons in the community, the Evacuation Manager will be required to access the web-based Vulnerable Persons Register. The Register is accessible in preparation for emergencies, and in emergencies when an evacuation has been deemed necessary. It provides information on the location of the vulnerable person as well as any special requirements in order to facilitate the evacuation of that person.
- The Victoria Police Evacuation Manager will be dependant on Municipal Emergency Management Plans (MEMPs) to have a list of facilities (and after hours contact details) where vulnerable people are likely to be situated. These lists and after hours contact details will be available to Victoria Police.

## The Evacuation Process

There are five stages in the evacuation process: decision; warning; withdrawal, shelter and return.

### 1. Decision

The decision to recommend that people evacuate is made by the Incident Controller. In making this decision, the Incident Controller should, if time permits, consult with police and consider other expert advice.

In some urgent life threatening circumstances, and in an effort to preserve life, this decision may be made by any agency representative and in this circumstance, the Incident Controller must be notified of the decision as soon as possible.

Some facilities may be evacuated early due to the complexity of the process and the duty of care of the provider. Those housing vulnerable people may be evacuated early by Ambulance Victoria with coordination support from the Department of Health as required.

The decision to evacuate people who are at risk during an emergency is not always straightforward, as it is often based on incomplete or unverified information in a rapidly developing situation. Timing of the decision is a significant issue.

In some cases, evacuation may not be the best option and it may be assessed that people would be safer to seek other alternatives which will vary depending on the type of emergency. For bushfires this may be to shelter in place, or go to Neighbourhood Safer Places/Places of Last Resort or refuges.

Checklist 1 (at the end of this document) provides considerations for evacuation which can be used by the Incident Controller in decision-making.

## 2. Warning or recommendation

In emergency response, the terms 'warning' and 'alert' are often used to refer to communications from response agencies to the community to inform them of an impending emergency and/or provide them with information or advice regarding heightened risk situations.

Applied to evacuations, messages to the community will be either a warning to affected people that they prepare to evacuate or a recommendation that they evacuate immediately.

The Incident Controller is responsible for authorising and issuing such messages to the community. Where authorisation from the Incident Controller is not practicable and an extreme and imminent threat to life may exist, an evacuation message can be issued by any response agency personnel.

If the Incident Controller requires assistance with issuing an evacuation message Victoria Police must be advised who will issue the information.

To maximise the responsiveness to an evacuation message it should:

- be simple and succinct
- use plain language (e.g. be free of jargon or euphemisms)
- include explicit information.

Checklist 2 (at the end of this document) provides considerations for composing and disseminating evacuation messages.

The warning arrangements are set out in the Victorian Warning Protocol available from the Fire Services Commissioner's website at: www.firecommissioner.vic.gov.au > Policies > Victorian Warning Protocol.

The user guide for the Emergency Alert System is on the Emergency Alert portal which can only be accessed by registered users in each agency.

The guidelines for the use of the Standard Emergency Warning Signal are in Appendix 14 in Part 8 of this Manual and are also available from the Office of Emergency Services Commissioner website at: www.oesc.vic.gov.au > Policy and Standards.

## 3. Withdrawal

Withdrawal is the removal of people from a dangerous or potentially dangerous area to a safer area.

The Victoria Police Evacuation Manager is responsible for managing the withdrawal from the affected area which includes developing an evacuation plan which clearly identifies activities and timelines as well as roles and responsibilities of any agencies involved. This will include consultation with the Health Commander and other agencies where required.

The Victoria Police Evacuation Manager may authorise the release of messages regarding withdrawal to the community in consultation with the Incident Controller. Checklist 1 (at the end of this document) can be used by the Evacuation Manager to assist planning for withdrawal.

## 4. Shelter

Emergency shelter provides for the temporary respite of evacuees. It may be limited in facilities, but should provide security and personal safety, protection from the climate and enhanced resistance to ill health and disease. It should also aim to sustain family and community life as far as possible in difficult circumstances[6].

6 The Sphere Project *Humanitarian Charter and Minimum Standards in Disaster Response,* 2004

Emergency shelter, in the context of evacuation, may include:

- assembly areas which cater for people's basic needs
- emergency relief centres
- tents and other impermanent structures
- other places of relative safety.

Emergency shelter should be provided following an evacuation for as long as it is required until other accommodation arrangements are made.

Municipal councils are responsible for the provision of emergency shelter and for managing Emergency Relief Centres, which should be clearly identified in local emergency management plans, and communicated to the public when required.

The Victoria Police Evacuation Manager is responsible for coordinating the shelter of evacuated people. This may include authorising the release of messages regarding shelter to the community in consultation with the Incident Controller.

Shelter is managed according to the State Emergency Relief and Recovery Plan, Part 4 of this Manual.

Emergency relief is described in detail in the Emergency Relief Handbook, available from www.dhs.vic.gov.au/emergency.

## 5. Return

The final stage of the evacuation process involves the return of people to the place from which they were evacuated.

The Incident Controller makes the decision to advise people that they can return to the affected area in consultation with police and other relevant agencies. In the case of longer term evacuations where an Incident Control Centre is no longer activated, this decision may be made by the Victoria Police Evacuation Manager in consultation with relevant agencies.

Where deaths have occurred, or are suspected to have occurred, in the evacuated area, access may be restricted by the Coroner or Chief Commissioner of Police under provisions of the *Coroners Act 2008* (sections 37(2), 37(3) & 38(1)).

Other considerations in the decision include:

- safety of the affected area e.g. presence of hazardous conditions, possibility threat recurrence, structural safety
- crime scene preservation
- availability of services and utilities e.g. electricity, gas, water, sewerage, telecommunications, transportation and food
- availability of health and welfare services and support mechanisms
- evacuees' mental state and physical health
- economic factors involved in the return of evacuees (the condition and viability of commercial, financial, legal and insurance assistance to support the rebuilding process).

The Victoria Police Evacuation Manager is responsible for planning and managing the return of evacuated people with the assistance of other agencies where required. This may include authorising the release of messages regarding return to the community in consultation with the Incident Controller.

## Roles and Responsibilities

The table below sets out the roles and responsibilities of those involved in the evacuation process.

| Organisation/Role | Task |
|---|---|
| Control Agency<br>(Incident Controller) | • Consider and recommend as appropriate evacuation in consultation with Victoria Police Evacuation Manager, Health Commander and other experts<br>• Issue warnings, recommendations to evacuate and provide situation updates and ongoing advice that may impact an evacuation (including the dissemination of public information)<br>• Activate emergency relief services<br>• Maintain ongoing liaison with Victoria Police once the evacuation process has commenced. |
| Victoria Police<br>(Evacuation Manager) | • Assist Incident Controller with the decision and warning stages if required<br>• Manage the withdrawal, shelter and return stages of the evacuation in consultation with the Incident Controller and Health Commander<br>• Source and manage resources to facilitate evacuation in consultation with control and support agencies<br>• Maintain ongoing liaison with Incident Controller for the duration of the evacuation<br>• Coordinate establishment and maintenance of traffic management points<br>• Authorise and action communication with the community regarding withdrawal, shelter and return in consultation with the Incident Controller<br>• Registration of evacuees (with Red Cross). |
| Ambulance Victoria<br>(Health Commander) | • Provide health and medical strategy advice to the Incident Controller and Evacuation Manager<br>• Manage the withdrawal and return of identified vulnerable people from health and aged care facilities<br>• Support the withdrawal and return of identified vulnerable people who have health related needs. |

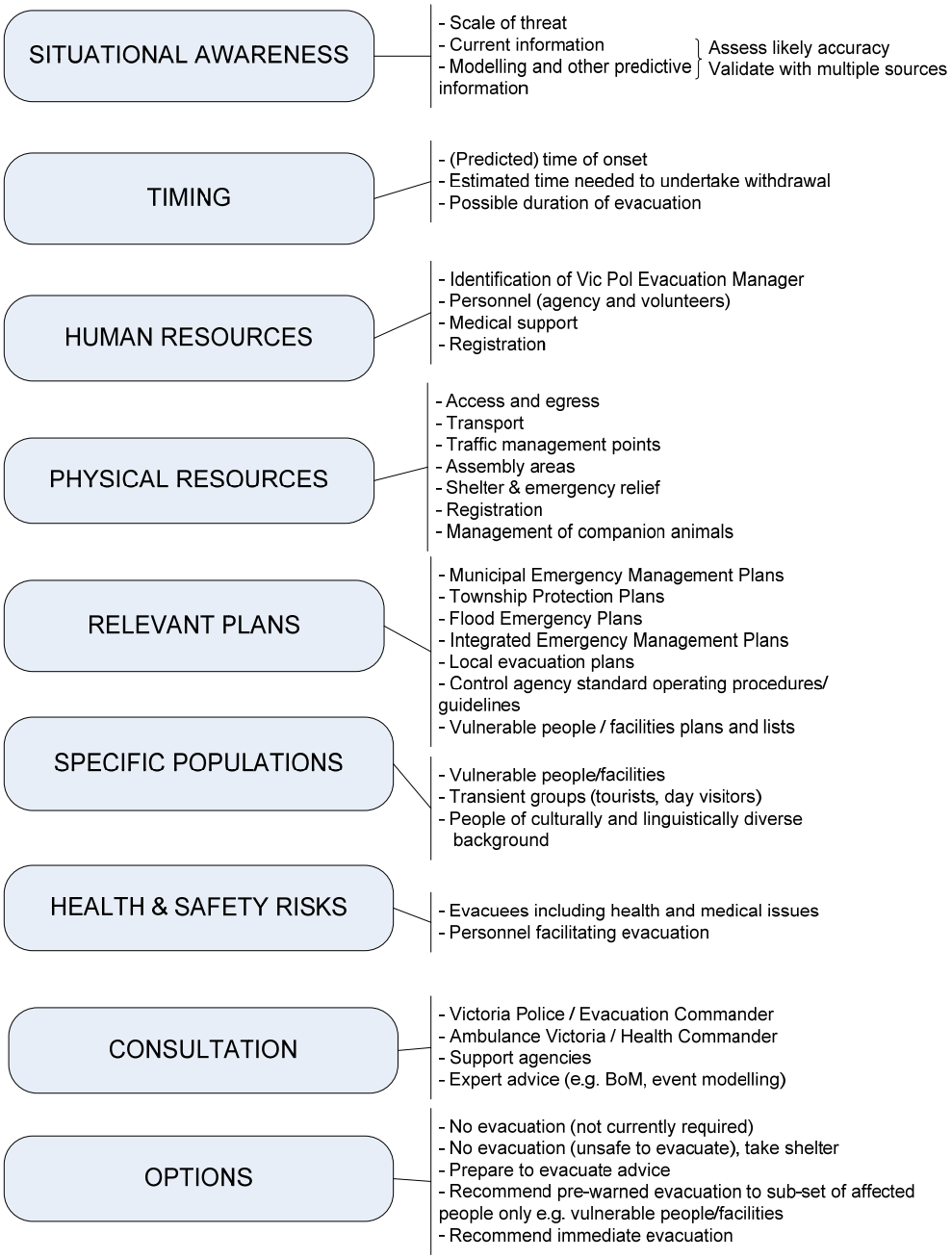
| Organisation/Role | Task |
|---|---|
| Support agencies | • Assist with the provision of resources to facilitate evacuation<br>• Provide support during the evacuation process, under the direction of Victoria Police. |
| Municipal councils | • Coordinate the provision of council resources as required<br>• Establish and manage relief centres as required<br>• Assist Victoria Police with management of traffic flow including provision of information regarding road availability, capacity and safety<br>• Assist VicRoads to maintain list of road closures (public information).<br>With Municipal Emergency Management Planning Committees:<br>• Develop and maintain Municipal Emergency Management Plans<br>• Assist CFA with the development of Township Protection Plans for bushfires<br>• Assist SES with development of Flood Emergency Plans<br>• Identify and document within Municipal Emergency Management Plans facilities where vulnerable people are likely to be located<br>• Maintain within Municipal Emergency Management Plans a list of those services/agencies with awareness of vulnerable people within the community. |
| VicRoads | • Assist Victoria Police with management of traffic flow including provision of information regarding road availability, capacity and safety<br>• Maintain list of road closures (public information). |
| Country Fire Authority (CFA) | • Develop and maintain Township Protection Plans for bushfires. |
| Australian Red Cross Victoria | • Registration of evacuees (with Victoria Police). |
| Department of Health and Human Services | • Support municipal councils in provision of emergency relief. |
| Department of Education and Training, Association of Independent Schools of Victoria, Catholic Education Office | • Development and maintenance of plans to manage evacuation of educational facilities including schools, universities, child care centres, etc. |

## Reference

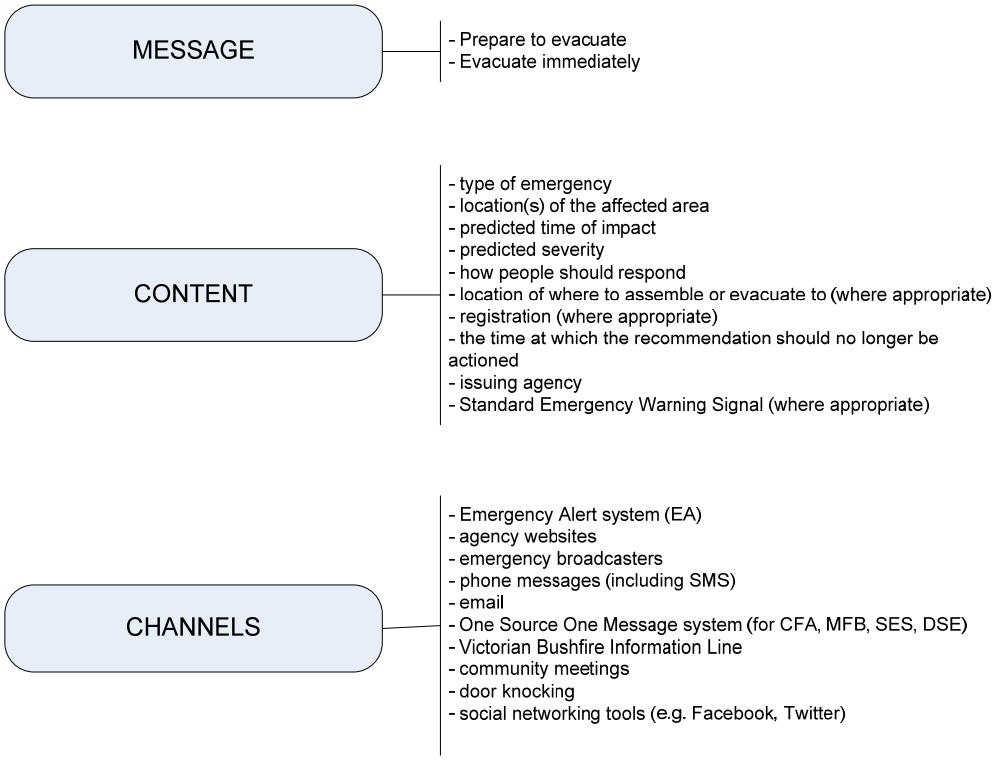
*Evacuation Planning* Manual Number 11 (2005) Emergency Management Australia.

## Checklists

### Checklist 1: Considerations for an evacuation



## Checklist 2: Considerations for evacuation messages



# Appendix 10
# Multi Agency Plans, Policies and Practice Notes

This appendix contains summary details of specific multi-agency emergency management plans, key policy documents, protocols, practice notes and guidelines that contribute to Victoria's emergency management arrangements.*

## Plans

| **Name** | **Road Rescue Arrangements Victoria** |
|---|---|
| Objective/Purpose | To ensure an effective, sound and sustainable system of Road Rescue in Victoria that delivers the best possible care to, and safe extrication of, persons involved in road crashes. |
| Contents | Details the agencies involved, their roles and responsibilities. |
| Date of Publication | November 2017 |
| Availability | Available upon request |
| Custodian Agency | Emergency Management Victoria |
| Related Plan | State Emergency Response Plan |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

| **Name** | **State Bushfire Plan** |
|---|---|
| Objective/Purpose | This plan provides Victorian Government and emergency management agencies with a consolidated overview of the current arrangements for the management of bushfire and its consequences. |
| Contents | Overview of the State's bushfire prevention, response and recovery arrangements. |
| Date of Publication | October 2014 |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/state-bushfire-plan |
| Custodian Agency | Emergency Management Victoria |
| Related Plan | State Emergency Response Plan |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

* Note: Emergency management plans contained in this Manual are not listed in this appendix

| Name | State Emergency Response Plan Earthquake Sub-Plan |
|---|---|
| Objective/Purpose | This plan provides strategic guidance for effective emergency management to earthquake events in Victoria. |
| Contents | Details the roles and responsibilities of agencies/organisations that have a role in planning for, responding to and recovering from an earthquake. |
| Date of Publication | May 2016 (Edition 1) |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/state-earthquake-sub-plan |
| Custodian Agency | Victoria State Emergency Service (VICSES) |
| Related Plans | State Emergency Response Plan |
| Contact Person | Chief Officer, VICSES, Ph: (03) 9256 9000 |

| Name | State Emergency Response Plan Flood Sub-Plan |
|---|---|
| Objective/Purpose | This plan provides strategic guidance for effective emergency response to a flood event in Victoria. |
| Contents | Describes the roles and responsibilities of agencies and organisations that have a role in planning for, responding to and recovering from a flood event – including the provision of timely information to communities (based on meteorological event forecasts). |
| Date of Publication | May 2016 (Edition 1) |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/state-flood-sub-plan |
| Custodian Agency | Victoria State Emergency Service (VICSES) |
| Related Plans | State Emergency Response Plan |
| Contact Person | Chief Officer, VICSES Ph: (03) 9256 9000 |

| Name | State Health Emergency Response Plan (SHERP) |
|---|---|
| Objective/Purpose | SHERP is the framework for a co-ordinated whole-of-health approach to emergencies – mass casualty incidents, complex trauma events, mass gatherings and other incidents that impact the health of Victorians. |
| Contents | Contains principles, procedures and guidelines to enable a safe, effective and co-ordinated health and medical response to emergencies. |
| Date of Publication | September 2017 (Edition 4) |
| Website for Access | www2.health.vic.gov.au/emergencies/shera |
| Custodian Agency | Department of Health and Human Services (DHHS) |
| Related Plan | State Emergency Response Plan |
| Contact Person | Director Emergency Management Branch, DHHS, Ph: (03) 9096 5014 |

| **Name** | **State Emergency Response Plan Storm Sub-Plan** |
|---|---|
| Objective/Purpose | This plan provides strategic guidance for effective emergency management to a storm event in Victoria. |
| Contents | Describes the roles and responsibilities of agencies and organisations that have a role in planning for, responding to and recovering from a storm event – including the provision of timely information to communities (based on meteorological event forecasts). |
| Date of Publication | May 2016 (Edition 1) |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/state-storm-sub-plan |
| Custodian Agency | Victoria State Emergency Service |
| Related Plan | State Emergency Response Plan |
| Contact Person | Chief Officer, VICSES, Ph: (03) 9256 9000 |

| **Name** | **State Emergency Response Plan Tsunami Sub-Plan** |
|---|---|
| Objective/Purpose | This plan provides strategic guidance for effective emergency management to a tsunami event in Victoria. |
| Contents | Describes the roles and responsibilities of agencies and organisations that have a role in planning for, responding to and recovering from a tsunami event. |
| Date of Publication | May 2016 (Edition 1) |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/state-tsunami-sub-plan |
| Custodian Agency | Victoria State Emergency Service |
| Related Plan | State Emergency Response Plan |
| Contact Person | Chief Officer, VICSES, Ph: (03) 9256 9000 |

| **Name** | **State Emergency Response Plan Biosecurity Sub-Plan** |
|---|---|
| Objective/Purpose | This plan provides strategic guidance for effective emergency management to a biosecurity event in Victoria. |
| Contents | Describes the roles and responsibilities of agencies and organisations that have a role in planning for, responding to and recovering from a biosecurity event, which may include; animal disease outbreak, planet pest or disease outbreak, invasive plant or animal incursion or rapid and significant increase in pest populations. |
| Date of Publication | June 2016 (Edition 1) |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/state-biosecurity-sub-plan |
| Custodian Agency | Department of Economic Development, Jobs, Transport and Resources |
| Related Plan | State Emergency Response Plan |
| Contact Person | Agriculture Victoria Customer Service Centre, Ph: 136 186 |

| Name | **State Emergency Response Plan Public Transport Disruption Sub-Plan** |
|---|---|
| Objective/Purpose | This plan provides strategic guidance for effective emergency management to a public transport disruption event in Victoria. |
| Contents | Describes the roles and responsibilities of agencies and organisations that have a role in planning for, responding to and recovering from a public transport disruption event. |
| Date of Publication | June 2016 (Edition 1) |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/state-public-transport-disruption-sub-plan |
| Custodian Agency | Public Transport Victoria (PTV) |
| Related Plan | State Emergency Response Plan |
| Contact Person | PTV Duty Officer, (03) 9027 4241 |

| Name | **State Emergency Response Plan Extreme Heat Sub-Plan** |
|---|---|
| Objective/Purpose | This plan provides strategic guidance for effective emergency management to an extreme heat event in Victoria. |
| Contents | Describes the roles and responsibilities of agencies and organisations that have a role in planning for, responding to and recovering from an extreme heat event. |
| Date of Publication | January 2017 (Edition 1) |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/state-extreme-heat-sub-plan |
| Custodian Agency | Emergency Management Victoria |
| Related Plan | State Emergency Response Plan |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

| Name | **State Emergency Response Plan Electricity and Gas Supply Disruption Sub-Plan** |
|---|---|
| Objective/Purpose | This plan provides strategic guidance for effective emergency management to an electricity or gas supply disruption event in Victoria. |
| Contents | Describes the roles and responsibilities of agencies and organisations that have a role in planning for, responding to and recovering from an electricity or gas supply disruption event. |
| Date of Publication | September 2017 (Edition 1) |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/state-electricity-and-gas-supply-sub-plan |
| Custodian Agency | Department of Environment, Land, Water and Planning (DELWP) |
| Related Plan | State Emergency Response Plan |
| Contact Person | Energy Sector Reform, DELWP, Ph: 136 186 |

| **Name** | **State Maritime Emergencies (non-search and rescue) Plan** |
|---|---|
| Objective/Purpose | This plan provides strategic guidance for effective emergency management to a marine (non-search and rescue) event in Victoria. |
| Contents | Describes the roles and responsibilities of agencies and organisations that have a role in planning for, responding to and recovering from a marine (non-search and rescue) event, including marine pollution, maritime casualties and wildlife affected by marine pollution. |
| Date of Publication | November 2016 (Edition 1) |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/state-maritime-emergencies-non-search-and-rescue-plan |
| Custodian Agency | Department of Economic Development, Jobs, Transport and Resources |
| Related Plan | State Emergency Response Plan |
| Contact Person | State Duty Officer, 0409 858 715 |

| **Name** | **Victorian Emergency Animal Welfare Plan** |
|---|---|
| Objective/Purpose | To provide the efficient and effective management of animals and coordination of animal welfare support services before, during and after an emergency. |
| Contents | The Plan details the principles and policy for the coordinated management of animal welfare impacts to companion animals, livestock and wildlife as a direct result of an emergency event. |
| Date of Publication | January 2016 (Revision 1) |
| Website for Access | www.agriculture.vic.gov.au/agriculture/emergencies/response/victorian-emergency-animal-welfare-plan |
| Custodian Agencies | Department of Economic Development, Jobs, Transport and Resources & Department of Environment, Land, Water and Planning |
| Related Plan | N/A |
| Contact Person | Agriculture Victoria Customer Service Centre, Ph: 136 186 |

| **Name** | **Victorian Action Plan for Influenza Pandemic** |
|---|---|
| Objective/Purpose | The action plan sets out Victoria's strategic approach to reduce the social and economic impacts and consequences of pandemic influenza on communities. |
| Contents | Describes the potential impacts and consequences of pandemic influenza, the preparation and response actions to mitigate these consequences, and communication considerations to ensure accurate, timely and helpful information is provided to the community. |
| Date of Publication | August 2015 |
| Website for Access | www.emv.vic.gov.au/responsibilities/state-emergency-plans/victorian-action-plan-for-pandemic-influenza |
| Custodian Agency | Emergency Management Victoria |
| Related Plan | Victorian health management plan for pandemic influenza (October 2014) |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

## Key Policy Documents

| **Name** | **Bushfire Safety Policy Framework** |
|---|---|
| Objective/Purpose | Provides direction and guidance to government and agencies on the improvement of community bushfire safety for Victoria. |
| Contents | The Framework identifies broad aims and key principles that guide the development and implementation of policies, programs and initiatives. It identifies five key priority areas for action:<br>• Awareness and education<br>• Community capacity building<br>• Local community planning<br>• Fire danger information and warnings<br>• Bushfire safety options. |
| Date of Publication | November 2017 |
| Website for Access | www.emv.vic.gov.au/publications/bushfire-safety-policy-framework |
| Custodian Agency | Emergency Management Victoria |
| Related Policy | N/A |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

| **Name** | **Community Alert Sirens – Policy and Guidelines** |
|---|---|
| Objective/Purpose | Provides the policy framework and responsibilities for the use, testing, maintenance and education of the community about the use of sirens to alert Victorian communities to emergencies. |
| Contents | Contains the policy and guidelines for the use of fixed sirens anywhere in Victoria for any type of emergency, and the implementation and assessment processes for fixed sirens. |
| Date of Publication | January 2016 |
| Website for Access | www.emv.vic.gov.au/responsibilities/community-alert-sirens |
| Custodian Agency | Emergency Management Commissioner |
| Related Policy | Victorian Warning Protocol |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

| **Name** | **Community Fire Refuges – Policy** |
|---|---|
| Objective/Purpose | To provide the framework for identifying, establishing, managing, operating, maintaining, recording, auditing and decommissioning community fire refuges in areas of very high risk where other bushfire survival options are limited. |
| Contents | Contains the policy framework for community fire refuges in Victoria, including the principles for the identification, establishment and operation of a community fire refuge, one of the shelter options in Victoria's Bushfire Safety Policy Framework. |
| Date of Publications | June 2015 |
| Website for Access | www.emv.vic.gov.au/publications/community-fire-refuges-policy-2015 |
| Custodian Agency | Emergency Management Commissioner |
| Related Policy | Bushfire Safety Policy Framework |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

| **Name** | **Emergency Broadcasting Victoria – Memoranda of Understanding** |
|---|---|
| Objective/Purpose | To ensure that emergency warnings and information is broadcast by participating media organisations in a timely way |
| Contents | The agreements between the Victorian Government and various media organisations provide details of special broadcast arrangements for emergencies, including the obligation for the media organisations to broadcast emergency warning information provided by emergency services. |
| Date of Publication | Various |
| Website for Access | www.emv.vic.gov.au/responsibilities/victorias-warning-system/emergency-broadcasters/emergency-broadcasting-victoria |
| Custodian Agency | Emergency Management Victoria |
| Related Policy | Practice Note - Broadcasting of Emergency Warnings and Information |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

| **Name** | **State Tier Emergency Management Governance Arrangements** |
|---|---|
| Objective/Purpose | To detail the arrangements for establishment and operation of governance committees in Victoria. |
| Contents | Information on the establishment and operation of governance committees during operational readiness, response and recovery activities for all major emergencies in Victoria. |
| Date of Publication | December 2017 (version 5.0) |
| Website for Access | Available upon request |
| Custodian Agency | Emergency Management Victoria |
| Related Plan | State Emergency Response Plan |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

| **Name** | **Victorian Warning Protocol** |
|---|---|
| Objective/Purpose | To provide emergency response agencies with coordinated and consistent direction on advice and/or warnings to inform the Victorian community of a potential or actual emergency event. |
| Contents | Contains detailed protocol covering all aspects of warnings such as authorisation, message construction and dissemination, process flowcharts and an appendix on telephony based warnings. |
| Date of Publication | October 2017 |
| Website for Access | www.emv.vic.gov.au/responsibilities/victorias-warning-system/victorian-warning-protocol |
| Custodian Agency | Emergency Management Victoria |
| Related Documents | Practice Note - Broadcasting of Emergency Warnings and Information |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

## Practice Notes / Guidelines

| **Name** | **Guidelines for the Operation of Traffic Management Points During Class 1 emergencies** |
|---|---|
| Objective/Purpose | To assist in the control and management of road travel in the vicinity of the scene of a class 1 emergency |
| Contents | Provides information regarding the establishment of traffic management points, assignment of access levels and associated operational procedures |
| Date of Publication | November 2014 (version 1.1) |
| Availability | Available upon request |
| Custodian Agency | Victoria Police (VicPol) |
| Related Documents | N/A |
| Contact Person | State Emergency Response Coordination, VicPol, Ph: (03) 9247 6946 |

| **Name** | **Emergency Management Team Arrangements** |
|---|---|
| Objective/Purpose | To detail the arrangements for establishment and operation of Emergency Management Teams (EMT) in Victoria. |
| Contents | The EMT Arrangements include information on the establishment and operation of EMT at the incident, regional and State tiers of emergency management in Victoria. Appendices include a template and case study for EMT at each tier. |
| Date of Publication | December 2014 |
| Website for Access | www.emv.vic.gov.au/responsibilities/incident-management |
| Custodian Agency | Emergency Management Victoria |
| Related Documents | State Emergency Response Plan |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

| **Name** | **Local Government Emergency Management Handbook** |
|---|---|
| Objective/Purpose | To provide guidance for municipal councils for undertaking their emergency management roles and responsibilities. |
| Contents | The handbook provides an overview of emergency management in Victoria and the emergency management roles and responsibilities of municipal councils, including the source of these obligations in Victorian legislation. |
| Date of Publication | April 2015, second edition |
| Website for Access | www.mav.asn.au/policy-services/emergency-management/capability-improvement/Pages/default.aspx |
| Custodian Agency | Municipal Association of Victoria (MAV), on behalf of MEMEG |
| Related Documents | N/A |
| Contact Person | MAV, Emergency Management Policy, Ph. (03) 9667 5555 |

| **Name** | **Practice Note - Operation of a Municipal Emergency Coordination Centre** |
|---|---|
| Objective/Purpose | To provide guidance to municipal councils and emergency management agencies regarding the operation of a Municipal Emergency Coordination Centre (MECC) |
| Contents | Describes the purpose of establishing a MECC, its functions and operational guidelines, includes detailed role descriptions, work flow diagrams and templates |
| Date of Publication | August 2010 (version 2.1) |
| Website for Access | www.mav.asn.au/policy-services/emergency-management/capability-improvement/Pages/default.aspx |
| Custodian Agency | Local Government Victoria, on behalf of MEMEG |
| Related Documents | Local Government Emergency Management Handbook |
| Contact Person | MEMEG Secretariat – Local Government Victoria Ph. 1300 764 373 |

| **Name** | **Initial Impact Assessment for Class 1 emergencies – Guidelines** |
|---|---|
| Objective/Purpose | To provide guidance to emergency management agencies regarding a standard approach for undertaking Initial Impact Assessment. |
| Contents | Describes the importance of early impact information for managing emergencies – includes operational guidelines, role descriptions and information flow diagrams |
| Date of Publication | October 2015 (version 1.0) |
| Availability | Available upon request |
| Custodian Agency | Emergency Management Victoria |
| Related Documents | Municipal Secondary Impact Assessment Guidelines |
| Contact Person | Emergency Management Commissioner, Ph: (03) 8685 1355 |

| **Name** | **Practice Note - Sourcing Supplementary Emergency Response Resources from Municipal Councils** |
|---|---|
| Objective/Purpose | Clarifies the policy and procedures regarding sourcing of supplementary emergency response resources from municipal councils. |
| Contents | Provides detailed information about sourcing supplementary resources for emergency response operations, including resources contracted by councils and responsibilities for payment and insurance. |
| Date of Publication | May 2015 (version 3.2) |
| Website for Access | www.mav.asn.au/policy-services/emergency-management/Pages/memeg.aspx |
| Custodian Agency | Local Government Victoria, on behalf of MEMEG |
| Contact Person | MEMEG Secretariat – Local Government Victoria, Ph. 1300 764 373 |

## National or Australian Government Plans

| Name | Description |
|---|---|
| Australian Emergency Management Arrangements (AIDR, Handbook 9) | The Australian Emergency Management Arrangements provide the Australian public with a high-level overview of how Australia addresses the risks and impacts of hazards through a collaborative approach for comprehensive emergency management.<br>Website: www.knowledge.aidr.org.au |
| Intergovernmental Agreement on National Search and Rescue Response Arrangements<br><br>National Search and Rescue Manual | The Agreement puts in place arrangements between the Commonwealth and State/Territory SAR Authorities on the coordination of search and rescue in the Australian region.<br><br>The manual is the standard reference document for use by all Australian Search and Rescue authorities and promulgates the agreed methods of coordination through which search and rescue operations are conducted within Australia.<br>Website: www.natsar.amsa.gov.au |
| Australian Veterinary Emergency (AusVet) Plan | AUSVETPLAN provides an overview of the national planning structure for the management of animal disease.<br>Website: www.animalhealthaustralia.com.au |
| The Australian Health Management Plan for Pandemic Influenza | The Australian Health Management Plan for Pandemic Influenza (AHMPPI) outlines the agreed arrangements between the Australian Government and State and Territory Governments for the management of an influenza pandemic. To support an integrated and coordinated response, it also gives a broad indication of the roles and responsibilities of the other key health sector stakeholders that would be involved.<br>Website: www.health.gov.au |
| National Counter-Terrorism Plan (NCTP) | The National Counter-terrorism Plan outlines responsibilities, authorities and the mechanisms to prevent, or if they occur manage, acts of terrorism and their consequences within Australia.<br>Website: www.nationalsecurity.gov.au |
| National Plan for Maritime Environmental Emergencies | The National Plan for Maritime Environmental Emergencies sets out national arrangements, policies and principles for the management of maritime environmental emergencies.<br>Website: www.amsa.gov.au/marine-environment |

The following Australian Government Emergency Management plans are noted on the Attorney General's Department website: www.ag.gov.au/emergencymanagement/emergency-response-plans

| **Name** | **Description** |
|---|---|
| Australian Government Disaster Response Plan (COMDISPLAN) | This plan explains how the Australian Government responds to requests for assistance from state and territory governments responding to a disaster. |
| Australian Government Overseas Disaster Assistance Plan (AUSSASSISTPLAN) | This plan explains the coordination arrangements for providing physical assistance following a disaster or emergency in another country. |
| Australian Government Plan for the Reception of Australian Citizens and Approved Foreign Nationals Evacuated from Overseas (AUSRECEPLAN) | This plan explains how the Australia Government evacuates Australian citizens and approved foreign nationals following an emergency incident overseas. |
| Australian Government Aviation Disaster Response Plan (AUSAVPLAN) | The Plan provides guidance for the management of time critical phases of a response to a major aircraft accident. It addresses the processes associated with rapid deployment of search and rescue facilities and the establishment of the subsequent investigatory processes (COMDISPLAN can be activated to support AUSAVPLAN). |
| Australian Space Re-entry Debris Plan (AUSPREDPLAN) | This plan explains how the Australian Government manages risk posed by re-entering space debris, which may impact Australia. |
| National Catastrophic Natural Disaster Plan (NATCATDISPLAN) | This plan explains the national coordination arrangements for supporting states, territories and the Australian Government in responding to and recovering from catastrophic natural disasters in Australia. |

# Appendix 11
# Emergency Resource Providers Support Scheme (EmRePSS)

## What is EmRePSS?

EmRePSS is an insurance scheme that provides cover for private sector organisations or individuals who provide their resources, equipment, labour and professional services, for emergency operations on an ad hoc basis, i.e. not under a pre-existing contract.

The Scheme provides insurance cover for privately owned resources used in emergency operations at no cost to the owners of the resources. A number of government agencies with emergency management responsibilities participate in EmRePSS, which is insured by the Victorian Managed Insurance Authority (VMIA).

## Why was EmRePSS Implemented?

Following government privatisation programs and outsourcing, the ownership of many specialised resources required to support emergency response and recovery operations has transferred from the public sector to the private sector.

Under EmRePSS, the participating government agencies (tasking agencies) can provide assurances (regarding adequate insurance) to the private sector owners of resources that are needed for emergency operations. EmRePSS facilitates the utilisation of privately owned resources for emergency operations and it is designed to ensure that insurance considerations will not be a disincentive to the private sector to provide assistance for emergencies.

Legislated immunities for volunteer emergency workers do not apply because resource providers and their employees are not considered to be volunteers, as they are generally paid for their services (refer to Part 8, Appendix 7).

## Summary of Cover Provided by EmRePSS

Subject to the terms, conditions, limits and exclusions of the policies issued by VMIA, EmRePSS insurance is provided for:

**Property Damage and Business Interruption**

Indemnifies the resource provider for damage or loss of equipment used in the emergency. Indemnity is also provided for the resultant loss of income (net of the resource provider's fixed business operating costs) suffered by the resource provider as a result of damage to or loss of equipment.

The property (equipment) is covered for its reinstatement and replacement value.

**Motor Vehicle**

Indemnifies the resource provider for loss of or damage to a vehicle that is registered or licensed for use on public roads that is used in the emergency. The resource provider will also be covered for legal liability for loss of or damage to property resulting from the use of the vehicle.

**Public and Products Liability**

This covers the legal liability of the resource provider for property damage and/or personal injury to other parties (not employees) arising out of the provision of the activities and products of the resource provider.

**Professional Indemnity**

Provides cover for the legal liability of the resource provider for claims made by third parties for financial loss, property damage and/or personal injury to other parties arising out of a breach of professional duty owed by the resource provider.

It should be noted that professional advisers retained during an emergency by a tasking agency would be expected to maintain their own professional indemnity insurance coverage over their normal activities.

**Directors and Officers Liability**

The Directors and Officers policy insures against:

- A civil claim against a director or officer and the legal costs of defending it
- Legal expenses incurred by a director or officer of attending a prosecution, proceeding or inquiry incurred with agreement from VMIA.

The insured's conduct giving rise to the claim, or to the requirement to attend a prosecution, proceeding or inquiry, must be in his/her capacity as a director or officer.

## Summary of Limits and Exclusions to EmRePSS Cover

**Limits**

The limit of cover is $10,000,000 with a $5,000 deductible to be paid by the tasking agency.

**Exclusions**

Resources made available within the terms of pre-existing agreement for reward or consideration, which specifically provides that they are for an emergency purpose will not be covered by this scheme.

The Scheme does not provide insurance to cover injury or death to the operators of the equipment. Its major cover is of risks associated for property damage, professional indemnity and legal liability.

## Tasking Agencies

The agencies that participate in EmRePSS are:

- Department of Economic Development, Jobs, Transport and Resources
- Department of Environment, Land, Water and Planning
- Department of Health and Human Services
- Environment Protection Authority
- Municipal Association of Victoria (on behalf of all councils)
- VicRoads
- Victoria Police
- Victoria State Emergency Service
- Victorian Water Industry Association (on behalf of all water authorities).

Other agencies are invited to participate in EmRePSS, noting that claims for events prior to joining the Scheme will not be accepted.

## Further Information

Further information about EmRePSS including details of how to claim are on the VMIA website at www.vmia.vic.gov.au/insure/policies/emrepss.

# Appendix 12
# Public Information via Media During Emergencies: The Role of EMJPIC

This appendix has been temporarily withdrawn pending review

# Appendix 13
# (Blank)[7]

7 Previous contents of Appendix 13, Command and Control for Victorian Emergencies, is now incorporated into Part 3. the State Emergency Response Plan.

# Appendix 14
# Standard Emergency Warning Signal

## Background

In 1999, an agreement was reached between all States and Territories on the need for a Standard Emergency Warning Signal (SEWS) to be used in assisting the delivery of public warnings and messages for major emergencies.

The signal to be used for the SEWS is the existing Bureau of Meteorology tropical cyclone warning signal.

The State and Territories further agreed to accept responsibility for the preparation and implementation of procedures related to the use of SEWS in each jurisdiction and to develop and conduct appropriate public awareness programs. Victoria endorsed this approach.

The 2009 fires in Victoria resulted in the 2009 Victorian Bushfires Royal Commission, whereby further recommendations were made for the use of SEWS. Victoria is particularly vulnerable to fire and the Royal Commission recommendations have been incorporated into these procedures.

SEWS may be broadcast immediately before an emergency warning or group of warnings for an emergency, or threat of an emergency, including:

- Major Fires
- Major Floods
- Major Severe Storms and their associated Storm Surges
- Earthquakes
- Chemical Hazards and any associated Major Pollution; or
- any other significant emergency

The signal may be occasionally broadcast as a test message. Any test of the signal will be announced prior to and after the signal.

## Purpose of SEWS

SEWS is designed to:

- alert the public via a media announcement that an official emergency announcement is about to be made concerning an actual or potential emergency which has the potential to affect them; and
- alert the community at large, via a public address system, that an important official emergency announcement is about to be broadcast.

It should be noted that there is a set of National Guidelines for the Request and Broadcast of Emergency Public Warnings, which was been developed in consultation with States and Territories and media outlets for the broadcast of emergency warnings. They are available at www.ag.gov.au/nbew.

The guidelines state that "an incident may require the activation of SEWS. Should this occur then the SEWS guidelines supersede the Guidelines for Broadcast of Emergency Public Warnings".

The content and format of the announcement which **follows** the SEWS must:

- be simple, arresting and brief
- consist of clear language and avoid euphemisms
- contain explicit information,

- be suited to the needs of the potentially affected community
- be worded in accordance with advice from the relevant agencies, and
- utilise appropriate guidelines provided in the Victorian Warning Protocol

**IMPORTANT**: It is vital that the impact of the warning signal be preserved by ensuring that it is used only for emergencies of major community significance.

## Overuse of SEWS

The overuse of SEWS can diminish its effectiveness. SEWS is not intended for use as an alert for general news, editorial comment or the dissemination of general emergency preparedness messages. Whilst the SEWS is for all hazards, in the event of fires, where the incident controller must ensure the signal is only broadcast before warnings about life threatening fires and, on extreme days, the frequency of its use is limited so as not to undermine the effectiveness of warning.

## Three levels of warning

There are 3 distinct levels of alerts which are to be utilised for community warnings within Victoria.

| | |
|---|---|
| **Advice** | There is no immediate danger. General information to keep you up-to-date with developments. SEWS **must not** be used |
| **Watch & Act** | It is likely that you may be impacted by the emergency. You may be in danger and should start taking action to protect your life and your family. SEWS **must not** be used |
| **Emergency Warning** | You will be impacted by the emergency. You are in danger and must take action immediately. This message **will usually** be preceded by the Standard Emergency Warning Signal (SEWS) |

The SEWS should only be used for the **Emergency Warning** category of warning.

Where there are a high number of warnings happening concurrently, or very close together, SEWS should be played before each group of warnings. This decision is made by the Incident Controller when a group of warnings is for an incident under his/her control. This decision can also be made at an ERC level when a group of warnings occurs across areas of operation.

**IMPORTANT**: Emergency Warning Notices are not to be construed as evacuation notices.

## Authorisation of SEWS

The decision to use SEWS rests with the incident controller. This is reflected in and supports the State Emergency Response Plan (Part 3 of this Manual) and is also governed by the Victorian Warning Protocols.

## Emergency Warning Messages

Emergency Warning templates will be used to ensure that uniform warnings are broadcast. A new computer system has been implemented for the 2009/2010 fire season, whereby automated templates are generated regarding fire. This technology will be migrated to all hazards but at this point in time that technology is not available.

Agencies are encouraged to have pre-planned message templates to assist in the timely development and dissemination of warnings to the community. Telephony warning message templates are found in the Victorian Warning Protocols and reflect a common language for all hazards.

The operational application requires information to be compiled and supplied by the incident controller, for compilation of the appropriate notice. The incident controller will then arrange for the notice to be forwarded to the relevant media outlets.

The duration of the SEWS sound should be no more than 10 seconds. The incident controller can vary the duration of this signal depending on the circumstances of the emergency and the method by which the emergency warning message is to be delivered.

The primary responsibility for issuing information and warnings to the community lies with the incident controller, and in the event that he/she is unable to do so, the subsequent tiers of the control agency and then the State Controller.

The relevant control agency is to ensure that a copy of SEWS is made available to all local media outlets – this is available in digital form, and can be e-mailed to the media outlet. After hours contacts for media outlets should be checked before they are required during an emergency. In addition, a check with local media outlets to ensure that they have the SEWS signal should be conducted at this point.

Control agencies are to ensure that they liaise with relevant stakeholder and support agencies, utilising an Emergency Management Team where appropriate, that includes regular and timely information sharing with the State Controller. The Incident Controller (or representative) shall ensure where practicable that the Control Agency command, the supporting agency commanders for the incident and the Police co-ordinator are notified prior to a SEWS (and subsequent Emergency Warning) being issued.

The appropriate Emergency Warning message will be issued to the media through the Incident Controller's relevant agency. If required, assistance to disseminate the message(s) may be requested via the Police Liaison officer who will facilitate action through the Police Media Unit.

Agencies, where practicable and feasible, should monitor in real time the effectiveness of the dissemination of the warnings.

The Incident Controller should inform the community that the heightened risk / threat has passed / eased. SEWS is **not** to be used for this purpose.

## Expectations of the Media

There are currently a number Memoranda of Understanding in place with media outlets, for example.

- Memorandum of Understanding – ABC Victoria and Victorian Emergency Services Organisations
- Memorandum of Understanding – Victorian Government and Sky News
- Memorandum of Understanding – Broadcasting of Emergency Information by Commercial Broadcasters in Victoria

These and other MOUs can be located at the Fire Services Commissioner's web site www.firecommissioner.vic.gov.au>Policies>Emergency Broadcasters. Agencies should ensure relevant personnel are familiar with the MOUs.

On receipt of a formal request to issue a warning, the media are expected to:

- Confirm the message (if in doubt)
- Break into broadcasting to commence the broadcast of the warning (or group of warnings) by playing the SEWS for a maximum of 10 seconds, unless specific duration is requested by the incident controller (when SEWS is specifically requested) and
- Broadcast the emergency announcement **verbatim**.

The emergency announcement, preceded by the SEWS, is to be repeated **twice** at approximately a five minute interval, unless requested otherwise by the Incident Controller.

If SEWS has been broadcast for some time and media have not been advised to cease the message at a certain time, they should confirm that it still needs to be played with the Incident Controller.

# Acronyms and Abbreviations

| | |
|---|---|
| AA | Airservices Australia |
| ADF | Australian Defence Force |
| AEMA | Australian Emergency Management Arrangements |
| AEMI | Australian Emergency Management Institute |
| AEMO | Australian Energy Market Operator |
| AFAC | Australasian Fire and Emergency Services Authorities Council |
| AGCDTF | Australian Government Counter Disaster Task Force |
| AGD | Attorney-General's Department (Commonwealth) |
| AHMPPI | Australian Health Management Plan for Pandemic Influenza |
| AIDR | Australian Institute for Disaster Resilience |
| AIIMS | Australian Inter-Service Incident Management System |
| AMSA | Australian Maritime Safety Authority |
| ANZEMC | Australia-New Zealand Emergency Management Committee |
| ARCV | Australian Red Cross Victoria |
| ARFF | Aviation Rescue and Firefighting (part of Airservices Australia) |
| ARTC | Australian Rail Track Corporation |
| ATSB | Australian Transport Safety Bureau |
| AusSAR | Australian Search and Rescue (part of AMSA) |
| AUSVETPLAN | Australian Emergency Veterinary Plan |
| AV | Ambulance Victoria |
| AVCG | Australian Volunteer CoastGuard |
| BOM | Bureau of Meteorology |
| CAD | Computer Aided Dispatch |
| CBR | Chemical, Biological, Radiological |
| CBRIE | Chemical, Biological, Radiological, Incendiary Explosive |
| CCP | Chief Commissioner of Police |
| CCoV | Coroners Court of Victoria |
| CERA | Community Emergency Risk Assessment |
| CERM | Community Emergency Risk Management |
| CERT | Community Emergency Response Team |
| CFA | Country Fire Authority |
| CI | Critical Infrastructure |
| CMA | Catchment Management Authority |
| COAG | Council of Australian Governments |
| COMDISPLAN | Commonwealth Government Disaster Response Plan |
| CWA | Country Women's Association |
| DACC | Defence Assistance to the Civil Community |
| DEDJTR | Department of Economic Development, Jobs, Transport and Resources |
| DELWP | Department of Environment, Land, Water and Planning |
| DET | Department of Education and Training |
| DFACA | Defence Force Aid to the Civil Authorities |
| DFSV | Dairy Food Safety Victoria |
| DGEMA | Director-General Emergency Management Australia |
| DHA | Department of Home Affairs (Commonwealth) |
| DHHS | Department of Health and Human Services |
| DJR | Department of Justice and Regulation |
| DLHV | Disaster Legal Help Victoria |
| DPC | Department of Premier and Cabinet |
| DTF | Department of Treasury and Finance |
| DVI | Disaster Victim Identification |
| EA | Emergency Alert System |

| | |
|---|---|
| EM | Emergency Management |
| EMA | Emergency Management Australia |
| EMC | Emergency Management Commissioner |
| EMLO | Emergency Management Liaison Officer |
| EMJPIC | Emergency Management Joint Public Information Committee |
| EMMV | Emergency Management Manual Victoria |
| EmRePSS | Emergency Resource Providers Support Scheme |
| EMS | Emergency medical service |
| EMT | Emergency Management Team |
| EMV | Emergency Management Victoria |
| EOC | Emergency Operations Centre |
| EPA | Environment Protection Authority |
| ERC | Emergency Response Coordinator |
| ERCC | Emergency response coordination centre |
| ERDO | Emergency response development officer |
| ERM | Emergency Risk Management (also Enterprise Risk Management) |
| ESLG | Emergency Services Leadership Group |
| ESTA | Emergency Services Telecommunications Authority |
| GIS | Geospatial information system |
| HHS | Health and Human Services |
| HIMT | Health Incident Management Team |
| IIA | Initial Impact Assessment |
| ICA | Insurance Council of Australia |
| ICC | Incident Control Centre |
| IDRO | Insurance Disaster Response Organisation |
| IEMT | Incident Emergency Management Team |
| IERC | Incident Emergency Response Coordinator |
| IFMP | Integrated Fire Management Planning |
| IGEM | Inspector General for Emergency Management |
| IMS | Incident Management System |
| IMT | Incident Management Team |
| LCCSC | Law, Crime and Community Safety Council |
| LSV | Life Saving Victoria |
| MACES | Ministerial Advisory Committee on Emergency Services |
| Marine EMT | Marine Emergency Management Team |
| MAV | Municipal Association of Victoria |
| MECC | Municipal Emergency Coordination Centre |
| MEM | Municipal Emergency Manager |
| MEMEG | Municipal Emergency Management Enhancement Group |
| MEMP | Municipal Emergency Management Plan (also MEMPlan) |
| MEMPC | Municipal Emergency Management Planning Committee |
| MERC | Municipal Emergency Response Coordinator |
| MERO | Municipal Emergency Resource Officer |
| MFB | Metropolitan Fire Brigade |
| MFESB | Metropolitan Fire & Emergency Services Board |
| MFPO | Municipal fire prevention officer |
| MoG | Machinery of Government |
| MRM | Municipal recovery manager |
| MTM | Metro Trains Melbourne |
| NCTP | National Counter Terrorism Plan |
| NDFA | Natural Disaster Financial Assistance |
| NDRGS | Natural Disaster Resilience Grants Scheme |
| NDRRA | Natural Disaster Relief and Recovery Arrangements |
| NERAG | National Emergency Risk Assessment Guidelines |

| | |
|---|---|
| NOPSEMA | National Offshore Petroleum Safety and Environmental Management Authority |
| NPW | Nuclear powered warship |
| NRIS | National Registration and Inquiry System |
| NSDR | National Strategy for Disaster Resilience |
| POC | Police Operations Centre (D24) |
| POMC | Port of Melbourne Corporation |
| PTV | Public Transport Victoria |
| PV | Parks Victoria |
| Red Cross | Australian Red Cross Victoria |
| REMPC | Regional Emergency Management Planning Committee |
| REMT | Regional Emergency Management Team |
| RERC | Regional Emergency Response Coordinator |
| RERCC | Regional Emergency Response Coordination Centre |
| RFC | Rural Finance Corporation |
| RR | Road rescue |
| RSPCA | Royal Society for the Prevention of Cruelty to Animals |
| SAR | Search and Rescue |
| SBCS | Small Business Counselling Service |
| SCC | State Control Centre |
| SCC | State Crisis Centre |
| SCN | Security and Continuity Network |
| SCRC | State Crisis and Resilience Council |
| SEAWC | State Emergency Animal Welfare Coordinator |
| SEMC | Security and Emergency Management Committee (of Cabinet) |
| SEMT | State Emergency Management Team |
| SESC | State Emergency Support Centre |
| SEWS | Standard Emergency Warning Signal |
| SFMPC | State Fire Management Planning Committee |
| SHERP | State Health Emergency Response Plan |
| TAC | Transport Accident Commission |
| TESS | Transport, Engineering and Services Support |
| TSV | Transport Safety Victoria |
| USAR | Urban Search and Rescue |
| VBA | Victorian Building Authority |
| VCC | Victorian Council of Churches |
| VCF | Volunteer Consultative Forum |
| VGC | Victoria Grants Commission |
| VICPLAN | Victorian Marine Pollution Contingency Plan |
| VicPol | Victoria Police |
| VICSES | Victoria State Emergency Service |
| V/Line | V/Line Passenger Pty Ltd |
| VRCA | Victorian Regional Channels Authority |
| VWA | Victorian WorkCover Authority (WorkSafe) |
| WICEN | Wireless Institute Civil Emergency Network |

# Glossary

The Glossary has been temporarily withdrawn pending review.