

# Northern Victorian Integrated Municipal Emergency Management Plan: Loddon Shire



## Northern Victorian Emergency Management Cluster



V7.0 – April 2020



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### Cluster Coordinating Council

- Loddon Shire 2015 – 30 June 2016
- Campaspe Shire July 2016 – 31 March 2019
- City of Greater Bendigo 1 April 2019 – 30 June 2023

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## **Endorsement for the role of Local Government as part of the Northern Victorian Integrated Emergency Management Plan**

The Northern Victorian Integrated Emergency Management Plan has been produced in accordance to the provisions of the Emergency Management Act 1986 and guidelines contained in the Emergency Management Manual Victoria, Part 6.

This Plan addresses the prevention and mitigation of, response to and recovery from emergencies within the municipal boundaries of the five participating councils being the City of Greater Bendigo, the Campaspe Shire Council, the Loddon Shire Council, the Central Goldfields Shire Council and the Mount Alexander Shire Council.

It is the result of the co-operative efforts of the Northern Victorian Integrated Emergency Management Planning Committee.

Each of the agencies on the Committee have fully considered the contents of the Integrated Emergency Management Plan and agree to commit to and fully support the aims and objectives of this Plan.

Each Council will fully commit or make available all available resources at their disposal to assist in the emergency.

In the event the emergency is contained within one municipal boundary then that Council will use its own resources until their capacity and capability are exhausted. The other Councils will then provide their resources to supplement the affected Council. Should these resources also be exhausted the request for resources will be escalated to Regional or State levels through Victorian emergency management arrangements.

## **Endorsement for the role of Agencies as part of the Northern Victorian Integrated Emergency Management Plan**

The Northern Victorian Integrated Emergency Management Plan contains the actions that agencies will take in the preparation for, response to and recovery from emergencies in the municipality. It relies on the ability of all participants to fulfil their obligations under the plan.

The emergency management responsibilities of all agencies are outlined in Section 7 of the Emergency Management Manual Victoria.

All agencies with responsibilities under the MEMP should confirm their capability and commitment to meet their obligations by their endorsement of the MEMP, including revisions, before it is presented to the Council for consideration. Any organisation with a representative on the Committee who cannot meet the obligations outlined in the Plan should raise it with the Committee, along with their reasons as to why.

## Specific definitions of certain terms used in the Plan

CEMRG	Northern Victorian Emergency Management Cluster Reference Group
CEMC	Northern Victorian Emergency Management Cluster Coordinator
CERA	Community Emergency Risk Assessment
Cluster	Northern Victorian Emergency Management Cluster, consisting of five Municipal Councils: City of Greater Bendigo, Loddon Shire, Mount Alexander Shire, Central Goldfields Shire Council and Campaspe Shire.
Council(s)	This refers to the organisation(s) as a whole i.e. - the Local Government Authority.
Crisisworks	The software used by the Councils to manage an incident / event.
DELWP	Department of Environment, Land, Water and Planning
DJPR	Department of Jobs, Precincts and Regions
EM-COP	A website facilitated by EMV to hold Emergency Management Information
EMCG	Emergency Management Coordination Group. The key decision making group during an emergency involving Council response. Formed with MRM, MERO and MERC
EMLO	Emergency Management Liaison Officer representing their relevant agency
EMRG	Emergency Management Reference Group – group of Council Officers with emergency management roles – operates within some Councils in the Cluster
EMMV	Emergency Management Manual Victoria
EMV	Emergency Management Victoria
ICC	Incident Control Centre
IMEMPC	Integrated Municipal Emergency Management Planning Committee. Committee appointed by each of the five Municipal Councils.
Integrated MEMP	Integrated Municipal Emergency Management Plan. The Plan detailing the agreed arrangements for the mitigation and prevention of, preparedness for, response to, and recovery from, emergencies. This Plan covers the footprint of the five municipalities.
MEMPC	Municipal Emergency Management Planning Committee. Appointed under Section 21 of the Emergency Management Act 1986 by individual Councils.
MERC	Municipal Emergency Response Coordinator. A police member appointed by a Divisional Superintendent of Victoria Police to perform the role of an emergency response coordinator in a municipality.
MERO	Municipal Emergency Resource Officer. A Council appointed Officer pursuant to Section 21(1) of the Emergency Management Act 1986 to coordinate the provision of municipal resources.
MOC	Municipal Operations Centre (formerly known as Municipal Emergency Coordination Centre (MECC) The facility which may be utilised, primarily to coordinate Council’s responsibilities on the Response, Relief and Recovery stages during a major emergency.
MRM	Municipal Recovery Manager. When the document refers to the MRM, it means the On Duty MRM.
RERC	Regional Emergency Response Coordinator. A commissioned officer of Victoria Police appointed for a Victorian Government region as RERC.

## 1. INTRODUCTION

### 1.1 Northern Victorian Emergency Management Cluster

A group of five councils (City of Greater Bendigo, Central Goldfields, Mount Alexander, Loddon and Campaspe Shires) have entered into a Memorandum of Understanding which formalises resource sharing between them.

Part of the business case for this MOU was developing cost saving measures and, where possible, prevent any duplication of resources. The development of the Integrated Municipal Emergency Management Plan (hereinafter referred to as the Integrated MEMP), stemmed from this project.

The Northern Victorian Cluster Councils will maintain liaison with neighbouring municipalities to:

- Maintain or develop shared emergency management plans (where appropriate)
- Share Standard Operating Procedures (where appropriate)
- Undertake cross-municipality exercises and arrangements.

### 1.2 Aim and Objectives

The aim of the MEMP is to detail the agreed arrangements for the mitigation and prevention of, preparedness for, response to, and the recovery from emergencies as identified in Part 4 of the *Emergency Management Act 1986*, *Emergency Management Act 2013* and other relevant legislation, which could potentially occur in any of the five participating councils' boundaries.

It is acknowledged that local government play a significant role in engaging local communities, building resilience and helping communities plan for emergencies and disasters. A Council's knowledge about local people, history, risks, vulnerabilities, operational requirements and services is critical in planning for, responding to and recovering from a disaster. (*Victorian Emergency Management Reform White Paper, 2012, page 15*).

The objectives of the MEMP is to ensure organisations involved in emergency management at a local level understand and implement agreed arrangements for prevention/mitigation, response, relief and recovery to emergencies. This includes:

- Implementing measures to prevent or mitigate the causes or effects of emergencies
- Managing arrangements for the utilisation and implementation of municipal resources in response to emergencies
- Managing support that may be provided to or from adjoining municipalities
- Assisting the affected community to recover following an emergency
- Complementing other local, regional and state planning arrangements
- Working in partnership with the community, agencies and other organisations to implement an all hazards approach to improve emergency management, public safety and community resilience
- Consequence management

Given the significant impact of climate change and that the areas across the Cluster are experiencing more frequent and more severe extreme weather events, the MEMP will also consider climate risk and climate change adaptation data relating to the Loddon Mallee region and implications for emergency management planning (for more details see Section 2).

Each Council is required to appoint a multi-agency Municipal Emergency Management Planning Committee (hereinafter referred to as *the Committee*) to prepare the MEMP. It is proposed that each of the Councils will appoint the Integrated MEMPC for this purpose. Under the auspices of EMV, the Councils have developed an Integrated MEMP covering the footprint of the five municipalities. Agencies will endorse the plan, confirming their intention and capability to meet their obligations, and the Integrated MEMPC will submit the MEMP for consideration by the municipal council.

### Authority and Legislation

Part 4 of the Emergency Management Act 1986 (hereinafter referred to as *the Act*) provides the legislative basis for the position of the MEMP as a document that lies within the emergency management planning hierarchy in Victoria.

*The Act* defines *emergency management* as the organisation and management of resources for dealing with all aspects of emergencies.

Section 21(3) of *the Act* states Council MUST appoint a Committee constituted by members and employees of Council, Response and Recovery agencies and local community groups involved in emergency management issues. Section 21(4) of the Act requires the Committee to prepare a draft MEMP for consideration by Council.

Section 18(1) of *the Act* states that two or more municipal councils may cooperate in relation to emergency management. The legislation further states that: 'although two or more municipal councils may plan and act jointly in relation to emergency management, EACH of the councils is separately responsible for discharging the responsibilities imposed by this Act'.

To comply with the current legislation, under the Northern Victorian Cluster model, each of the five Councils is separately responsible for discharging the responsibilities imposed by *the Act*. These responsibilities include the following:

- Prepare and maintain a Municipal Emergency Management Plan (MEMP) (Section 20)
- Appointment of a Municipal Emergency Resource Officer(s) (MERO) (Section 21)
- Appointment of Municipal Emergency Management Planning Committee (MEMPC) (Section 21).

Under the Northern Victorian Cluster model the five participating Councils will share an integrated emergency management plan (this plan). The Emergency Management Legislation Amendment Bill 2018 (Bill) passed Parliament 9 August 2018. The planning reforms included in the Bill do not commence immediately and will be implemented in stages, with state level changes to be implemented first, followed by regional level changes and finally municipal level changes. Existing arrangements continue to apply until the changes in the Bill take effect.

In addition to legislation, emergency management arrangements are governed by the Emergency Management Manual of Victoria (EMMV). The EMMV integrates into a single multi-part book the principal policy and planning documents for emergency management in Victoria. 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 the different elements together.

The EMMV is a public document and can be viewed at: <https://www.emv.vic.gov.au/policies/emmv>

Part 6 of the EMMV describes the policy and procedures that govern the development of the Municipal Emergency Management Plan.

The EMMV permits two or more councils to carry out their municipal emergency management planning jointly. The EMMV currently states:

- *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. In this case a planning committee will prepare one plan on behalf of all the participating councils, and one council will be nominated as the principal council*
- *Approval for this model requires approval from the Minister for Emergency Services.*

Note: The Cluster system is not total integration as individual Councils maintain specific sub-plans for identified risks.

## 1.3 Municipal Emergency Management Planning Committees

### 1.3.1 Committee Membership

It is recognised and acknowledged that the role and function of a Municipal Emergency Management Planning Committee is important in emergency management. Local knowledge is seen as a key component and it will be integrated into the Northern Victorian Integrated Emergency Management Plan.

Where individual Councils have decided to continue with municipal emergency management working groups, meetings will focus on local issues and any issues or findings that have a wider impact and significance can then be tabled and discussed at the Integrated Committee meeting. This information sharing is two-way and anything raised at the Integrated Committee level will be communicated back to the municipal level.

The conduit for this information sharing will be the responsibility of the Local Government emergency management staff, who will attend the Integrated Committee meeting as well as local Municipal Committee meetings.

There is a similar expectation for agency representatives who attend the Integrated Committee meeting; to be the conduit between this meeting and their agency at the local level.

Note: Councils that have had sub-committees addressing specific risks (e.g. Fire Management Planning Sub-Committees) will continue to assist these groups. The Sub-committees will report to the appointed Integrated Committee.

The following persons make up the Committee:

<b>Voting Members – one vote per organisation / agency</b>	<b>Represented by:</b>
Mount Alexander Shire Council	Board Member (General Manager / Director), Councillor and Emergency Management Coordinator
Loddon Shire Council	Board Member (General Manager / Director), Councillor and Emergency Management Coordinator
City of Greater Bendigo	Board Member (General Manager / Director), Councillor and Emergency Management Coordinator
Central Goldfields Shire Council	Board Member (General Manager / Director), Councillor and Emergency Management Coordinator
Campaspe Shire Council	Board Member (General Manager / Director), Councillor and Emergency Management Coordinator
Victoria Police	Regional Emergency Management Inspector or Municipal Emergency Response Coordinators
CFA	Operations Manager, Manager Community Safety or delegate
DHHS	Regional Recovery Manager or delegate
Agriculture Victoria (a division of the Department of Jobs, Precincts and Regions)	Animal Welfare or delegate
VICSES	Regional Manager or delegate
Forest Fire Management Victoria / DELWP	Delegate
Ambulance Victoria	Group Manager or delegate
Australian Red Cross	Regional delegate
Victorian Council of Churches Emergencies Ministry	Loddon Regional Coordinator or delegate
Regional Roads Victoria	Regional delegate
Goulburn-Murray Water	Operations delegate
Coliban Water	Operations delegate
Department of Education and Training	Regional delegate
Centrelink	Delegate
Salvation Army	Delegate
ABC Central Victoria	Chief of Staff or delegate
<b>Non-voting members</b>	<b>Represented by:</b>
Costerfield Mine (Mandalay Resources)	Delegate
Fosterville Mine	Delegate
Tarrengower Women’s Prison	Delegate
Loddon Prison and Middleton	Delegate
Community or business representatives	At the discretion of the Committee
Chair	Local Government senior staff member on annual rotation
Executive Officer	Local Government Emergency Management Coordinator, or equivalent

From time to time other agencies and organisations will be invited to join the Committee to provide specialist input and advice.

### 1.3.2 Committee Terms of Reference

Terms of Reference (ToR) for the Committee can be found at:

[http://files.ndc.em.vic.gov.au/NVEMC Governance/Int-MEMPC-Terms-of-Reference-August-2019.pdf](http://files.ndc.em.vic.gov.au/NVEMC_Governance/Int-MEMPC-Terms-of-Reference-August-2019.pdf)

The ToR describe the roles and responsibilities for members of the Committee as well as providing guidance on matters such as conflict resolution, submission of agenda items, voting and quorums. (The above web address is password protected. Those requiring access should contact the Cluster Executive Officer or the Emergency Management Coordinator of Council).

### 1.3.3 Monitoring and review

This plan will be reviewed by the Northern Victorian Integrated Emergency Management Planning Committee at the quarterly meeting cycle as per a schedule determined by the Committee, and/or after an emergency which has utilised part of this plan. Organisations delegated with responsibilities in this Plan are required to notify the Cluster Emergency Management Coordinator of any changes of detail as they occur.

In addition, the MEMPC Committee will undertake a revision of specific parts of the Plan or the CERA at each Committee meeting. The proposed section for revision will be shown in the meeting agenda to allow the Committee members time before the meeting to undertake their revision and at the meeting table any comments or suggestions that can then be incorporated in future updates.

Updates for the MEMPC should be sent to the Cluster Coordinator, being the Coordinator Resilient Communities from the City of Greater Bendigo, whilst the City of Greater Bendigo is providing the administrative support to the Integrated MEMPC.

Reissue of the Plan, with minor changes such as updating contact details, procedural matters and machinery of government changes, can be undertaken by Council Officers at any time (this includes the period between the recommendation for adoption of the Plan by the MEMPC and a report being considered by the relevant Council). The MEMPC should be advised of these changes at the next meeting.

Any documents which are developed and tailored for an individual municipality will remain the responsibility of that council.

### 1.3.4 Audit

In accordance with the Emergency Management Manual Victoria, a Municipal Emergency Management Plan must be audited every three years. The Chief Officer of VICSES is responsible for the audit process.

The MEMPC is a 'live' document and will be reviewed and revised by the Committee, following any major event or emergency.

A copy of the audit certificate is shown in Appendix 1.

### 1.3.5 Distribution List

Each Committee member / agency listed in 1.3.1 will receive the Plan electronically.

In addition, a copy of the Plan will be provided to the State Library of Victoria. This copy will have confidential information removed.



## 2. BACKGROUND

### 2.1 Context

Since 2003 regional Victoria has felt the impacts of tornado, fire and riverine flooding and flash flooding. In addition to these events the Loddon Mallee Region also endured a decade of drought which led to an identified need for extensive psychosocial assistance. All predictions indicate that Australia will trend towards an increasing number of bad fire weather days in its southern and eastern states with fire seasons beginning earlier and lasting longer than in previous decades (*Be Prepared: Climate change and the Australia Bushfire Threat*, Climate Council 2013).

Severe weather events, fire and flood are not the only significant emergency events faced by regional Victoria in the Loddon Mallee area. Increasing awareness of the dangers of heatwave acknowledges that it must also be treated as an emergency. Other risks have been identified through the CERA process.

This signifies the importance of building community resilience and capability for emergency management in our community, with agencies and with emergency services.

Fundamental to achieving community resilience is the understanding of the hazards, exposures and vulnerabilities of the community. The economic and social effects of emergencies, including loss of life, destruction of property and dislocation of communities are possible but risk based planning enables minimisation of the impacts of emergencies on communities and/or an enhanced recovery process.

In December 2012 the *Victorian Emergency Management Reform White Paper* (The White Paper) was released. This report acknowledges the impact of a number of natural disasters and emergencies in recent years. The report notes that there has not been a major emergency management reform since the 1983 Ash Wednesday Bushfires. Given the changes in the community since then, including demographics and technology major reforms are now underway. The Emergency Management Act of 1986 has been partly amended by the Emergency Management Act of 2013, with further amendments to come.

The White Paper states “Governments and agencies must work together more cooperatively to enable flexible and networked responses that better support the community and place greater emphasis on mitigating hazards and building community resilience.”

Current emergency management arrangements have an “all communities - all emergencies” approach. This approach assumes all emergencies create similar problems and consequences and usually require similar response measures (such as early warning, evacuation, provision of medical services and community recovery) although it is acknowledged that many emergencies require specific preparation, response, relief and recovery measures. These specific arrangements are addressed in the sub plans that are attached to this plan.

Local government have a key role in the planning process and bringing together key stakeholders, including local emergency services brigades and units, local business and critical infrastructure agencies. (*Victorian Emergency Management Reform White Paper Victorian Emergency Management Reform White Paper – 2012, page 30*). All agencies need to use a partnership approach towards education, skill development and in conducting multi agency exercises.

Shared accountability for the Municipal Emergency Management Plan (MEMP) will be reflected in future amendments to the Emergency Management Act 2013. The development of this Integrated Plan is underpinned by a risk assessment and management plan, a response plan and a relief and recovery plan in accordance to the guidelines outlined in the *Victorian Emergency Management Reform White Paper (page 30)*.

The Northern Victorian Integrated Emergency Management Plan has been produced pursuant to and in accordance with the current legislation being Sections 20 and 21 of the *Emergency Management Act 1986*. The plan addresses the mitigation of, preparedness for, response to and recovery from emergencies within the municipalities of the City of Greater Bendigo, the Central Goldfields Shire, the Mount Alexander Shire Council, the Loddon Shire Council and the Campaspe Shire Council. As outlined above this revision of the Emergency Management Plan also encapsulates the directions contained in the *Victorian Emergency Management Reform White Paper*. It is the result of the cooperative efforts of the Integrated Municipal Emergency Management Planning Committee and community input.

## 2.2 Area Characteristics

### 2.2.1 Geographic and demographic description

The combined area of the five municipalities is approximately 17,500 square kilometres. The topography ranges from the significant peaks of Mount Alexander and Mount Tarrengower in the south to the riverine flood plains of the Murray River to the north, with most of the region being relatively flat. The Coliban, Loddon and Campaspe Rivers are significant waterways.

The area is traversed by the Calder, Northern, Loddon Valley and Murray Valley Highways, and by a network of train lines including passenger services between Castlemaine, Bendigo, Kerang and Echuca.

Most of the land in the subject area has been cleared for irrigated and dry land agriculture, although there are significant areas of state forest and reserves and national parks around Bendigo and Heathcote, along the Murray River and to the west of Inglewood.

Additional information on individual Municipalities can be found in Appendix 2.

### 2.2.2 Demography

The Cluster area lies on the traditional lands of the Dja Dja Wurrung, Taungurung, Yorta Yorta and Barapa Barapa peoples. These groups are the traditional custodians of the area, with much of the land within the Cluster area lying within the Dja Dja Wurrung area.

The Dja Dja Wurrung Clans Aboriginal Corporation, Taungurung Land and Waters Council and Yorta Yorta National Aboriginal Corporation are the Registered Aboriginal Parties for their areas (see map). These organisations hold decision-making responsibilities under the Aboriginal Heritage Act 2006 for projecting Aboriginal cultural heritage in their areas. There is currently no Registered Aboriginal Party for part of the Loddon Shire north of Boort, however Barapa Barapa Traditional Owners should be consulted and engaged in matters relating to that area.



Ref: <https://achris.vic.gov.au/weave/wca.html>

The total population of the cluster group is approximately 176,000 people. The largest centres are Bendigo, Echuca, Castlemaine, Kyabram, Rochester, Maryborough, Wedderburn and Maldon, with numerous small settlements of 1,000 people or less.

The south and central parts of the region were major gold-mining centres in the 19<sup>th</sup> and early 20<sup>th</sup> centuries. The northern part was founded on riverboat traffic and through large scale soldier settlement schemes following the first and second World Wars.

More detailed statistics for each Municipality can be found in Appendix 2.

### 2.2.3 History of emergencies

The following list summarises the significant emergencies in the past:

#### Loddon Shire

##### **Floods:**

2016 (September-November) – Major flooding occurred across the shire impacting on many road and crops causing damage to some facilities, however not many homes were inundated.

2011 (Jan) – greater than a 1% AEP flood; This followed an extended period of wet weather with major flooding through the lower Loddon and Avoca Rivers in September and December 2010. Heavy rain over the Avoca and Loddon Campaspe in January 2011 caused severe record flooding in both catchments and record outflows from the Loddon storages. A number of communities incurred inundation including Bridgewater, Serpentine, Pyramid Hill, Newbridge, Boort and Durham Ox.

Bridgewater on Loddon - two flood peaks were experienced, the first on 14 January 2011 and the second the following day. The floodwaters affected around 50 houses, as well as the police station, caravan park, hotel and other businesses.

Newbridge - floods caused major damage to the Newbridge Recreation Reserve.

Durham Ox - In the 2011 flood event, the Serpentine creek which runs close to the town, overflowed and inundated several houses in the area, as well as the Durham Ox Memorial Hall, the Durham Ox Church, and the historic Durham Ox Inn.

Pyramid Hill - Waters inundated the town from Bullock Creek. Isolations occurred due to widespread inundation in rural areas.

Boort - A sandbag levee was constructed between Lake Boort and Little Lake Boort, however, this did not hold, allowing water to interact and flow north toward Boort-Pyramid Rd. There was a loss of electricity, road closures and inundation to properties. The floods devastated farms with many hectares of pasture and field crops flooded and many sheep killed.

***Bush and Grass Fires:***

Loddon Shire contains significant areas of bush land, both crown and free hold as well as large expanses of grass land. Small fires occur frequently in about 75% of the Shire in mainly grass land areas. The incidence of major fires is less frequent; being approximately one every 10 years. The most recent was the Morse's Road fire on 26 January 2006, when 34 square kilometres of open plain crop and grassland was burnt under extreme conditions. Based on the CFA bushfire threat index, the areas of high medium bushfire threat are in the southern portion of the Shire from Wychitella through to Laanecoorie. These areas are largely hilly crown land areas. The grassland areas are generally rated as a low to medium threat. There are a number of bush land areas throughout the south of the Shire, mainly around Wedderburn, Wehla and Moliagul that support rural residential development; where due to the presence of dwellings may constitute a hazard if faced with bushfire.

City of Greater Bendigo

***Bush and Grass Fires:***

There have been 16 significant bush fires recorded since 1851, the most recent being on Black Saturday in 2009. A bushfire on the day impacted on the outskirts of Bendigo, spreading to within 1.2kms of the CBD. One life was claimed and 57 homes destroyed. On that day a fire also occurred in the Redesdale and Barfold area and as it spread it involved the City of Greater Bendigo, Mount Alexander, Mitchell and Macedon Ranges, destroying 14 homes and causing significant other damage. Each year there are a significant number of individual house fires in the municipality.

Other significant bush and grass fires have included:

- 1851 – 6 February – Black Thursday
- 1961 – 23 March – Metcalf / Redesdale – 3237ha
- 1969 – 8 January – Maldon / Ravenswood / Kangaroo Flat – 1 fatality
- 1975 – 8 February – Redesdale – 648ha
- 1987 – 16 January – Colbinabbin / Redcastle – 1400ha
- 1997 – 21 January – Heathcote – 220ha
- 1987 – Heathcote / Costerfield - 4100ha
- 2005 – Whipstick Forest north end.

**Floods:**

In March 2010 approximately 89mm of rain was recorded over 3 days with a maximum burst of around 40mm in 2 hours. The resulting flood at Bendigo and Huntly was greater than an 18% AEP event.

In September 2010 around 80mm of rain was recorded in 1 day with 40mm falling over a 10 hour period. A total of around 83.5mm was recorded over a 28 hour period. The resulting flood at Bendigo and Huntly was described as an 18% AEP event.

In February 2011 99mm of rain was recorded over a 48 hour period with approximately 50mm in a 5 hour burst. The main rainfall bursts were separated by a 16 hour period without any rainfall. The resulting flood at Bendigo and Huntly was around a 2% AEP event. While water in the creek peaked just below bank level at the Central City Caravan Park in Golden Square, some shallow water did flow through the caravan park.

Campaspe Shire**Floods:**

Floods have been the cause of the majority of emergencies in the Shire of Campaspe as three rivers, the Goulburn, Murray and Campaspe traverse the Shire. Flooding of the Murray River mainly affects the Port area of Echuca whereas flooding of the Campaspe River causes major problems at Rochester and the surrounding area. Historically, there have been more than 16 significant floods since 1867 in the Campaspe Shire, 4 floods occurred between September 2010 and February 2011.

Rochester - was severely affected by flooding in 2011. The flooding in January 2011 resulted in 80% of Rochester Township being inundated. Over 250 properties had above floor inundation and all businesses in the town were directly affected. The level was higher than the 1% AEP flood.

Echuca - Rural properties surrounding Echuca experienced significant flooding in 2011. 10 houses were affected in Echuca, most near Ogilvie Avenue Bridge and around Chelsworth Drive during January 2011 with many others isolated by floodwater. Falling trees damaged boat ramps and pontoons in the Port of Echuca and along the river frontage to the north near the houseboat moving area. Public areas near the Campaspe and Murray Rivers were flooded and remained closed for a period of time due to the risks of falling trees. Many roads, community facilities and private properties were damaged.

Kyabram - has a history of occasional flash flooding. Ongoing drainage improvement works continue to reduce the risk of flash flooding within the township.

**Wind Storms:**

Significant wind storms have impacted on the municipal area in the past with varying degrees of magnitude, damage and property loss. From time to time severe hail storms have hit the area within the municipality with varying degrees of impact.

**Environmental:**

Outbreaks of 'Blue Green Algae' along with Goulburn, Murray and Campaspe Rivers have occurred.

**Fires:**

Emergencies as a result of fire in the Shire of Campaspe are mainly due to grass fires.

Five of the largest bushfires have occurred predominantly in grass land. These were:

- 2011 at Wyuna and Kyabram
- 2012, south of Echuca along the railway line – 130ha
- 2012 Toolleen, along the Northern Highway – 198ha
- 2012, Chiswell Road Corop – 195ha
- 2013, east of the Northern Highway Toolleen – 1165ha.

#### *Animal Diseases:*

Campaspe Shire Council is susceptible to outbreaks of anthrax. The spores lie dormant in the soil of the old stock routes until the conditions come together that creates an outbreak.

#### Mount Alexander Shire

#### ***Wind Storms:***

Wind storms occurred around 1974 in Sandon and 1979 in Metcalfe.

#### ***Floods:***

Major Floods have struck the municipality a number of times, including 1889 and 1909 (Castlemaine), 1890, 1954, 2000 and 2001 (Newstead), 1954 and 2000 (Vaughan Springs), 2000 (Campbell's Creek), 2007 (Harcourt and Redesdale),

In recent times, major flooding occurred between 2010 – 2012 across Castlemaine, Campbells Creek, Chewton, Maldon, Taradale, Baringhup and other locations. The recovery costs were in excess of a combined total of \$22 million.

Newstead - The township of Newstead is located in central Victoria about 15 kilometres west of Castlemaine and is part of the vibrant Mount Alexander Shire. Newstead is situated on the banks of the Loddon River, the second longest river in Victoria. Newstead is to the south east of the Cairn Curran Reservoir and Muckleford Creek branches off the Loddon River to the south east of the town. There is a long history of flooding in Newstead. A levee bank was built in the early 1900's which has stopped the town from flooding several times, but the floods of 2010-2011 saw a number of homes in the town inundated. The January 2011 flood event is believed to be the highest, or close to the highest, flood on record. Flooding caused damage to businesses, homes and sporting facilities, and caused significant distress and hardship to members of the community. In September and October 2016, many areas of the Mount Alexander Shire were affected by wide spread riverine and flash flooding. Roads were cut or impassable due to flooding in areas of Baringhup West, Elphinstone, Walmer, Guildford, Harcourt, Castlemaine, Taradale, Metcalfe and parts of the Pyrenees and Midland Highways. Extensive interruptions to school bus routes and cancellation of bus services affected many students and residents in the shire. The impacts on the Loddon House Holiday Park in Baringhup, just downstream of the Cairn Curran Reservoir, resulted in eight caravans sustaining water damage and the evacuation of residents on 3 October 2016, as spills from Cairn Curran weir were increased due to continuing inflows.

Castlemaine, Campbells Creek & Chewton - The Mount Alexander Shire is located within the catchments of two river systems, the Loddon and Campaspe Rivers. The Campaspe River begins to the south of the Shire in the ranges around Trentham and flows north through the eastern areas of the Shire. The Coliban River also flows north through the eastern part of the Shire joining the Campaspe Reservoir at Lake Eppalock. There are numerous creeks that feed both of these rivers within the eastern part of the Shire. These factors all play a part in the risk and the likelihood of the townships becoming flooded. Barkers Creek and Forest Creek meet at Castlemaine and form Campbells Creek which then passes through the township of Campbells Creek on its way to the Loddon River at Guildford. The communities of Castlemaine and Campbells Creek are likely to experience flash flooding from heavy rainfall occurring over a short period of



time. The advice and warning the township may receive are of a general nature as flash flooding generally limits the available time for adequate and accurate predictions of flood impact. Historically flash flooding has occurred so quickly that there may be no time for a warning. It is important for residents to be aware of the potential for future flash flooding and plan for it. Mount Alexander received limited flood warning advice as there are no gauging stations located on Campbells Creek, Barkers Creek or Forest Creek to trigger a warning for riverine flooding.

In September and October 2016, many areas of the Mount Alexander Shire were affected by wide spread riverine and flash flooding. Roads were cut or impassable due to flooding in areas of Baringhup West, Elphinstone, Walmer, Guildford, Harcourt, Castlemaine, Taradale, Metcalfe and parts of the Pyrenees and Midland Highways. Extensive interruptions to school bus routes and cancellation of bus services affected many students and residents in the shire. The impacts on the Loddon House Holiday Park in Baringhup, just downstream of the Cairn Curran Reservoir, resulted in eight caravans sustaining water damage and the evacuation of residents on 3 October 2016, as spills from Cairn Curran weir were increased due to continuing inflows.

### ***Fires:***

The most recent major fire to impact Mount Alexander Shire occurred on 7 February 2009 in the Redesdale Barfold area. Starting in Redesdale, the fire burnt 7,086 ha. mainly in the Mount Alexander Shire, but also impacting small areas on City of Greater Bendigo, Mitchell and Macedon Ranges municipalities.

The fire resulted in the loss of 14 houses, over 50 sheds, a church, bridge, two olive plantations, one vineyard and 300km of fencing. There were no lives lost in this fire.

Other fires to impact the municipality include:

- 2003 – Barkers Creek
- 1986 – South east of Metcalfe
- 1981 and 1996 – Castlemaine Woollen Mill
- 1980 – North West of Maldon, Muckleford Forest
- 1979-80 – Golden Point (east of Maldon, Muckleford / Walmer area)
- 1975 – South west of Redesdale
- 1969 – North and North West of Maldon, and south of Strathlea
- 1965 – South Ravenswood
- Circa 1963 – Walmer
- 1958 and 2001 – Harcourt Cool Store
- 1957 – Harcourt Sawmill.

### ***Environmental:***

Outbreaks of Blue Green Algae are known to occur within the Cairn Curran Reservoir and Loddon River.

## Central Goldfields Shire

### **Fires:**

The major emergency in the region in recent memory was the bushfire in January 1985. This major fire burnt about 1,000 square kilometres of land in a triangle from Avoca to south of Talbot and finishing north east of Carisbrook. The fire took one life, caused about 100 other casualties, destroyed 101 houses and inhabited dwellings, devastated hundreds of farms and holiday properties and killed about 40,000 sheep. Other major fires occurred in the district in 2002 (Daisy Hill), 2001 (Paddy Ranges), 1987, 1969 and 1965. Other less serious bushfires have occurred from time to time. Every year there are a number of individual house fires which require response and recovery activities, particularly with reference to the wellbeing of displaced individuals.

### **Storms:**

Storm damage to houses, other buildings and trees has occurred on many occasions.

### **Floods:**

Flooding has occurred on many occasions although the populated areas, except for the land along the Burnt Creek in Dunolly and areas of Carisbrook (in particular south of the Pyrenees Highway), are not susceptible to heavy flooding. During the Carisbrook Floods in 1956 one person drowned and another during the June 1995 floods drowned in Dunolly and the Boxing Day Flood in 1999 caused in excess of \$2 million in damages to public and private assets throughout the shire. Floods in September 2010, November 2010 and January 2011 have caused in excess of \$30 million in damages to public assets throughout the Shire. Over 200 homes in Carisbrook, Dunolly and Talbot were flooded with all major routes to each of these towns flooded for periods of up to four days. No fatalities during this period. Floods in Central Goldfields in September, October 2016 caused road closures in to many towns including Maryborough and some houses were inundated.

Carisbrook - covered by "four or five feet" of water and a total of 275 houses flooded. The January 2011 flood was reported as "the worst in living memory" and occurred after 215 millimetres of rain fell from the 10 - 14 January, causing:

- Flooding of 300 residences in Carisbrook.
- Flooding of businesses in the town.
- Evacuation of the town.
- Highways to be cut off and damage to roads in and surrounding the town.
- Disruption and damage to essential services including sewerage and telephones. Flooding was severe and fast with most of the floodwater receding within eight hours. While no two floods are the same, floods like this or worse could occur again. It is important for residents to be aware of the potential for future flooding and plan for it.



## All Cluster Councils

### **Exotic Disease:**

Confirmation of the exotic disease, Equine Influenza was confirmed in NSW and QLD in 2007, resulting in a widespread response in Victoria to conduct surveillance of horses in the region and impose movement restrictions at all border crossings into NSW over a number of months.

### **Heat Wave:**

Victoria experienced a three day heatwave Late January and early February 2009. This event immediately preceded the Black Saturday bushfires. The Chief Health Officer estimated that 374 additional deaths occurred when Victoria experienced a four day heatwave in January 2014. The effects of climate change are expected to increase the frequency and intensity of heatwaves (*Heatwave Planning guide, July 2009*). A report released by the Chief Health Officer in September 2014 showed that an extra 167 deaths occurred in this period.

### **Locust Pest Incursion:**

Widespread swarms of Australian Plague Locusts inundated the region in 2010/11, resulting in significant damage to crops, pastures and the broader environment. The outbreak response involved many different agencies, staff and ran over many months

## 2.2.4 Climate change impacts

The impact of climate change across the Cluster councils is already apparent, with increasing temperatures year round, fewer frosts, more frequent and more intense downpours, more extreme heat days, less rainfall in autumn, winter and spring, harsher fire weather and longer fire seasons. The Victorian Government's Climate Ready Victoria Loddon Mallee fact sheet provides more detailed information about expected climate impacts in this area across a wide range of sectors.

(Reference: [www.climatechange.vic.gov.au/\\_data/assets/pdf\\_file/0023/60746/Loddon-Mallee.pdf](http://www.climatechange.vic.gov.au/_data/assets/pdf_file/0023/60746/Loddon-Mallee.pdf))

At a broader level, the compounding and cascading impacts of climate change are expected to add dramatically to the economic costs of natural disasters. In a report commissioned by the Australian Business Roundtable for Disaster Resilience and Safer Communities, Deloitte Access Economics predicts that the cost will more than triple by 2050, from \$1.0 billion for Victoria in 2017 to \$3.2 billion by 2050 (with an expected cost for Australia as a whole of \$39.3 billion by 2050, up from \$13.2 billion in 2017).

(Reference: [http://australianbusinessroundtable.com.au/assets/documents/ABR\\_building-resilience-in-our-states-and-territories.pdf](http://australianbusinessroundtable.com.au/assets/documents/ABR_building-resilience-in-our-states-and-territories.pdf) )

The Australian summer of 2018/19 was the hottest on record by a large margin, and reflected the strong upswing in summer temperatures in recent years (for Victoria 2.54°C above average). Changing patterns of rainfall (less rain overall but with more intense falls) increase the risk of severe flooding events across the Cluster. While fire is a natural part of Victoria's environment and has been for millions of years, the intensity and frequency of bushfires is expected to increase with climate change due to a combination of higher maximum temperatures, higher evaporation rates and reduced rainfall.

Climate change is likely to cause significant decreases in the average rainfall in the Cluster, resulting in lower catchment water flows and more frequent and severe droughts. Heatwave is an extended period of excessive heat, caused by a combination of temperature, humidity and air movement. Heatwaves are becoming hotter, lasting longer and occurring more often.

It is essential for all partners to work together to deal with the challenges of a changing climate.

Community resilience and emergency preparedness initiatives in local communities across the Cluster can assist in mitigating the impact of key climate risks across the region.

### 2.2.5 Major infrastructure / assets

Details of major infrastructure and assets are contained in Appendix 3.

### 2.2.6 Vulnerable persons Community Organisations and Facilities

A list of funded agencies that have vulnerable clients, and a list of facilities where vulnerable persons may be located, can be found in the Contact Database – Refer 11.1.

### 2.2.7 Map showing the area covered by the Municipality

A map showing the five cluster councils and specific municipality maps can be found in Appendix 4.

## 3. PREVENTION / MITIGATION

### 3.1 Introduction

The Cluster municipalities recognise that, together with various state government departments and agencies, they have a key role in prevention and mitigation activities to reduce the likelihood, or minimise the consequences, of emergencies that may occur in the area. Cluster Councils enforcement and continued reviewing of existing policies in land use, building codes and regulations, and urban planning, along with the various agencies responsible for prevention activities throughout the community, combine to ensure that all measures possible are addressed to reduce the likelihood of emergencies. The Committee also plays a role in prevention by undertaking a Community Emergency Risk Assessment (CERA).

### 3.2 Definitions regarding the CERA process

#### 3.2.1 Hazard/Exposure/Vulnerability

The concept of risk for natural hazards or emergencies combines an understanding of the likelihood of a hazardous event occurring with an assessment of its impact (consequences). Risk is the outcome of interactions between a specific hazard (for example bushfire) and assets or functions that are of value to the human system. The extent of the impact from this interaction will be dictated by the exposure and vulnerability of each specific asset, value or function.

The total risk may be decreased by reducing the size of any one or more of the three contributing variables, the hazard, the elements exposed and/or their vulnerability. This can be illustrated by assuming the dimension of each of the three variables represents the side of a triangle, with risk represented by the area of the triangle.

#### 3.2.2 Impacts

The impact of a hazardous event depends on the elements at risk, such as; population or buildings and their associated vulnerability to damage or change as a result of the event. Impacts occur once the hazard has been realised or becomes manifest.

Exposure refers to the inventory of elements in an area in which hazard events may occur. Hence, if population and economic resources were not located in (exposed to) potentially dangerous settings, no problem of disaster risk would exist. While the literature and common usage often mistakenly combine exposure and vulnerability, they are distinct.

Exposure is a necessary, but not sufficient, determinant of risk. It is possible to be exposed but not vulnerable (for example by living in a floodplain but having sufficient means to modify building structure and behaviour to mitigate potential loss). However to be vulnerable to an extreme event, it is necessary to also be exposed.

### 3.2.3 Vulnerability

Vulnerability refers to the propensity of exposed elements such as human beings, their livelihoods, and assets to suffer adverse effects when impacted by hazard events. Vulnerability is related to predisposition, susceptibilities, fragilities, weaknesses, deficiencies, or lack of capacities that favour adverse effects on the exposed elements.

Vulnerability can be seen as situation-specific, interacting with a hazard event to generate risk. Vulnerability to financial crisis, for example, does not infer vulnerability to climate change or natural hazards. It is important to note that exposure and vulnerability change over time.

A community's level of vulnerability can change suddenly and without notice. It will therefore be critical to periodically revisit the assumptions that we have made about them.

### 3.2.4 Residual Risk

The risk that remains in unmanaged form, even when effective disaster risk reduction measures are in place, and for which emergency response and recovery capacities must be maintained.

*Comment: The presence of residual risk implies a continuing need to develop and support effective capacities for emergency services, preparedness, response and recovery together with socio-economic policies such as safety nets and risk transfer mechanisms.*

### 3.2.5 Improve controls

Generally speaking, if a risk has a high residual risk rating and a high control effectiveness rating (current controls are assessed as being ineffective), then action should be taken to review and improve controls.

### 3.2.6 Monitor controls

Conversely, if a risk has a high residual risk rating and a low control effectiveness (i.e. current controls are assessed as having good effect on the risk), then action should be taken to monitor and validate the effectiveness of current controls.

### 3.2.7 Ongoing Process

Based on the risk rating outcome, the MEMPC are able to select and prioritise the risk treatment activities required.

Further meetings of the MEMPC can be convened to:

- Further investigate impacts and existing mitigation controls for each hazard
- Identify improvement opportunities linked to causes and impacts
- Record additional actions, notes and/or comments for inclusion in mitigation treatment plans
- Risk based planning is done at the individual Local Government Authority level.

### 3.3 Preparedness

Cluster Councils are responsible for coordination of emergency preparedness activities including Municipal Operation Centres (MOCs), Neighbourhood Safer Places (Bushfire Places of Last Resort), Emergency Relief Centres (ERCs) and staff training. The member councils are also responsible for maintenance and administration of the Integrated Municipal Emergency Management Plan and other plans including (but not limited to) Municipal Fire Management Plan, Municipal Flood Management Plan, Heatwave Plan and Influenza Pandemic Plan. Common operating policies and procedures have been adopted across the Cluster municipalities to ensure effective preparedness and operation.

Part 5 (Response Arrangements) identifies the roles and responsibilities of the various organisations and agencies that exist in the municipality. Each agency's ability to cope with the identified threats was considered during this process.

An amendment to the EMMV removed the necessity for councils to maintain a MECC facility, however Cluster councils will continue to perform the function of the MECC as required under the EMMV in the lead-up to and during significant or major emergencies and appropriate Cluster Councils may establish a Municipal Operation Coordination Centre for the centralised coordination of municipal operations during the event.

Municipal Operation Centres have been identified, along with an alternative in the event that the Primary MOC should become unserviceable. Likewise, Emergency Relief Centres and Assembly Areas have been determined for use during emergencies.

In the event of an emergency where an ICC has been established, the Cluster will provide an EMLO to that ICC in order to maintain effective liaison between response & recovery agencies and municipalities.

### 3.4 Municipal Fire Prevention Officer (MFPO)

Each Council within the Northern Victorian Cluster has appointed officers to fulfil the functions of Municipal Fire Prevention Officer and Assistant Municipal Fire Prevention Officer in accordance with section 96(A) of the Country Fire Authority Act 1958. The MFPO has a significant role in prevention and risk mitigation in the lead up to the fire season each year. (Refer to local Municipal Fire Management Sub-plans).

For the full role description of the MFPO refer to the EMMV (Part 6).

### 3.5 Community Preparedness

All Victorians have a collective responsibility to help build and maintain 'emergency resilience'.

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

The Victorian Emergency Management Reform White Paper was released in December 2012. The white paper describes the principle in emergency management for Community as:

*Emergency Management founded on community participation, resilience and shared responsibility.*

One of the strategic priorities in the white paper is building community resilience and community safety.

Local knowledge on people, history, risks, vulnerability, operational requirements, infrastructure and services significantly enhances emergency preparation, response and recovery.

Building community resilience requires collective action. Individuals must determine how to help themselves and each other in ways that best suit their circumstances. Governments can help greatly in bringing communities together. Support requirements will inevitably vary between communities.

Government, emergency services organisations, essential services, local businesses and not-for-profit organisations must be ready to work with each community according to its needs.

Communities' strengths and vulnerabilities change over time. They must therefore be able to adapt so that they can maintain resilience. To do this, communities need the skills to access all available resources when necessary. A disaster-resilient community has the inherent capacity to deal with any shock, no matter how well-anticipated or surprising.

Community resilience is established by ensuring people in that community are fully engaged in the resilience-building process and that the process is led from within the community. It is unlikely that everyone in the community will choose to be involved. The challenge is to understand the unique features of a community, determine who to work with, and then determine an approach that is appropriate to lead and develop effective engagement.

A resilient community is one where people work together, using their knowledge and resources to prepare for and deal with emergencies. They use personal and community strengths, and existing community networks and structures. A resilient community is also enabled by strong social networks that offer support to individuals and families in a time of crisis (the *National Strategy for Disaster Resilience*, the Council of Australian Governments [2011]).

The Community Resilience Framework for Emergency Management in Victoria (April 2017) has two focuses. "The first is community, which is at the centre of all emergency management activity in Victoria. The second is the emergency management sector in its broadest definition.... At the heart of the Framework are seven resilience characteristics that emergency managers should aim to strengthen and encourage in communities. These characteristics are:

- Safe and well
- Connected, inclusive and empowered
- Dynamic and diverse local economy
- Sustainable built and natural environment
- Culturally rich and vibrant
- Democratic and engaged
- Reflective and aware.

These characteristics are not immediately 'emergency' related but reflect instead the qualities that enable all sorts of communities to avoid or manage emergencies and to enable them to rebuild and re-establish when necessary."

### 3.6 Risk assessment process and results

The Cluster Project has undertaken a Cluster Community Emergency Risk Assessment (CERA) process under the guidance of the VICSES. CERA is examining the risks across the five participating municipalities. Some disasters will cross municipal boundaries and each Council have developed strong working relationships within the Cluster but also with neighbouring municipalities that share boundaries and specific risks. This process is conducted in a number of stages and is ongoing.

The arrangements detailed in this plan are put in place to deal with any residual risk(s) that exist after the developed treatment plans have been implemented.

The CERA approach combines hazard information and intelligence from a number of sources in order to gain a clear understanding of the elements that define 'risk' within a specific area. These sources include:

- Existing 'single hazard' risk assessments for example the Victorian Fire Risk Register (VFRR), Integrated Fire Management Planning (IFMP) and Flood Studies
- New or existing community profile information for example Part 2 of Municipal Emergency Management Plans
- Subject matter experts and local community representatives.

Integral to the success of the process are the in-depth discussions that occur between experts, decision-makers and community representatives. The CERA meeting format is designed to promote a collaborative discussion between agencies, experts and community representatives on the ways in which various hazards may affect important assets, values and functions for a defined 'community of interest'. This format enables participants to then identify underlying weaknesses, consequences and long term impacts that may not have been uncovered if discussed in isolation.

A practical consideration for the CERA process is the balancing of workshop numbers with the need for community and gender representation. The current community safety approach represents a critical shift away from a sole reliance upon 'professional' perspectives for emergency management planning towards active engagement with and empowerment of the community to investigate its own risks and develop its own solutions. In this sense, agencies and authorities are seeking ways to work more effectively with communities by promoting increased involvement through a diverse range of education and awareness programs for natural hazards safety that emphasise community-level engagement, risk appreciation, forward planning and preparedness.

For the purposes of the CERA process, it is vital that the MEMPC is able to either draw upon existing community education, awareness and engagement programs or set up new processes in order to ensure that the knowledge and perceptions of their citizens are a major input to the decision-making process.



The Cluster CERA risk assessment process to date identifies residual risk as follows:

0			
0 January 1900			
Code	Risk	Ratings Confidence	Residual Risk Rating
BF-L	Bushfire - large, regional	High	High
N-O2	Flood Extreme (Probable Maximum Flood)	High	High
ET-HW	Heat Health	High	High
ST	Storm	Med	High
SD-E	Service Disruption - Electricity	Med	High
I-O1	Service Disruption - Telecommunications	Med	High
SD-G	Service Disruption - Gas	Select	
SD-W	Service Disruption - Water	High	Low
IP	Insect Pest Incursion	High	Medium
PE	Plant Epidemic	Select	
N-O1	Drought	Select	
B-O1	Pandemic - Influenza	Med	Medium
T-TR	Transport Incident - Train, Rail	Med	High
T-RDL	Road Transport Incident - large commercial	Med	High
AE	Exotic Animal Disease	High	High
IA	Industrial Accident	Med	Medium
T-AC	Transport Incident - Aircraft	High	Medium
MA	Mine Accident	Select	
SF-D	Structural Failure - Dam	Select	
EQ	Earthquake	High	Low

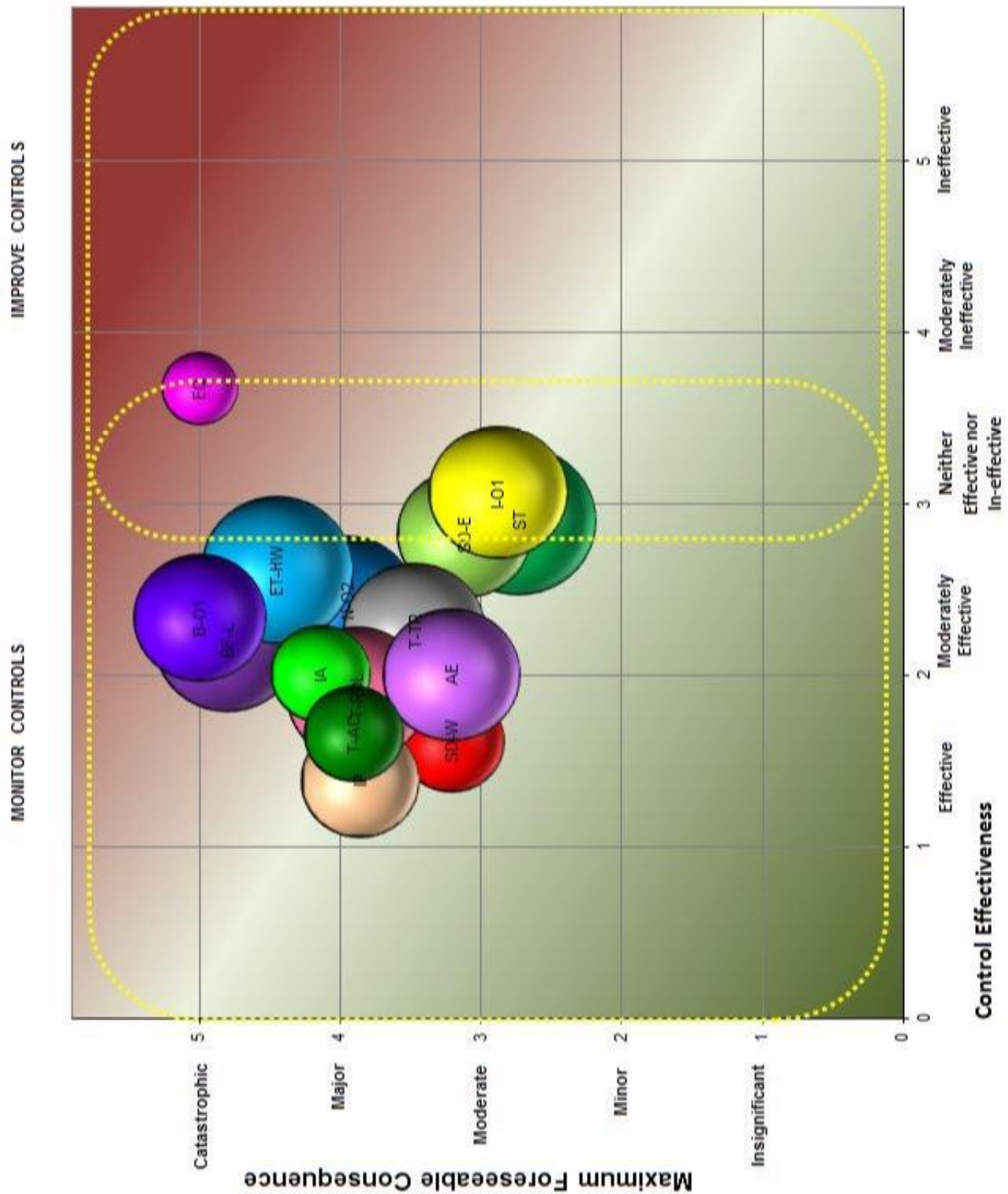
**Note: Size of bubble reflects level of residual likelihood**

Residual Risk Rating = Residual Consequence x Effectiveness of Control x Likelihood

<i>*Select: Not yet completed</i>	
Residual risk rating	Indicative risk tolerance levels
<b>High</b>	Measures should be taken to reduce the risk and will generally require consultation with and support from state and/or federal agencies.
<b>Medium</b>	Subject to being reduced to as low as reasonably practicable levels and with the goal of moving them into a broadly acceptable region.
<b>Low</b>	Generally requiring little if any additional action.

*Assessment confidence - The lower the confidence rating, the higher the level of emphasis that needs to be placed upon better understanding the factors driving the risks and the options available for addressing them.*

# Community Emergency Risk Assessment (CERA) Heat Map



The above heat map diagram plots the committee’s assessment of Residual Consequence, Control Effectiveness and Likelihood. The size of the ‘bubble’ reflects the level of residual likelihood (i.e. after current controls/mitigations).

A gap analysis is utilised to identify Municipality Hazards that were not raised from the Integrated CERA process. A risk assessment can then be conducted (either for the individual municipality, or included in the integrated process). Refer to the following table for detail.

X = Hazard identified from gap analysis

Fill Colour = Assessed Risk (no fill colour = risk yet to be assessed).

Residual Risk Rating – Green = Low, Yellow = Medium, Orange = High, Red = Extreme



## 4. MITIGATION ARRANGEMENTS

### 4.1 Treatment plans

The level of residual risk for particular hazards will vary between Cluster municipalities. Accordingly, a number of mitigation plans have been prepared by individual councils and MEMPC committees.

Details of municipality mitigation plans are shown in the table below. A full list of member councils' plans and SOPs are detailed in Section 12.

	CoGB	Campaspe	Loddon	Central Goldfields	Mount Alexander
Municipal Fire management Plan	✓ (incl. NSPP)	✓ (incl. NSPP)	✓	✓	✓ (incl. NSPP)
Municipal Flood Emergency Plan	✓	✓	✓	✓	✓
Heatwave	✓	✓	✓	✓	✓
Influenza Pandemic	✓	✓	✓	✓	✓
Emergency Animal Welfare Plan	✓	✓	✓	✓	✓
Mass Vaccination		✓			
Community Emergency Risk Management Strategy		✓			✓
Bushfire – Places of last resort			✓	✓	

### 4.2 Community Awareness

The ability of a community to respond to an emergency situation and in turn recover from the effects of an emergency will depend on the level of individual and community emergency preparedness and awareness of risk. Obtaining the preferred response from people during emergencies will require successful community engagement, education and awareness programs from Council and other emergency agencies. E.g. VICSES FloodSafe and StormSafe programs and material.

Cluster Municipalities and the MEMPC will support and promote appropriate prevention and awareness programs within the Cluster municipalities. Methods of warning the community of an impending emergency are addressed Part 5.

Any information released to the public on behalf of the Cluster municipalities will be to educate and assist the community to prepare for emergencies.

## 5 RESPONSE ARRANGEMENTS

### 5.1 Introduction

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

Emergency response operations are 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.

Most incidents are local and can be coordinated from local municipal resources. However, when local resources are exhausted, Emergency Response provides for further resources to be made available, firstly from neighbouring municipalities (on a regional basis) and secondly on a state-wide basis.

This section details the Northern Victorian Cluster's arrangements for response to an emergency.

#### 5.1.1 State Emergency Management Priorities

The following State Emergency Management Priorities underpin the planning and operational decisions made when managing the response to emergencies.

The State Emergency Management Priorities are:

- Protection and preservation of life is paramount. This includes
  - Safety of emergency services personnel; and
  - Safety of community members including vulnerable community members and visitors/tourists located within the incident area
- 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 supports 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.

## 5.2 Coordination, Control and Command

Victoria’s emergency response arrangements are based on the guidelines in the State Emergency Response Plan (Part 3 EMMV) which identifies Victoria’s organisational arrangements for managing the response to emergencies. These guidelines are based on the management functions of coordination, control and command.

In order to meet the objectives of emergency management in Victoria, those performing the coordination, control and command 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.

## 5.3 Coordination

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

The main functions of emergency response coordination are to ensure:

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

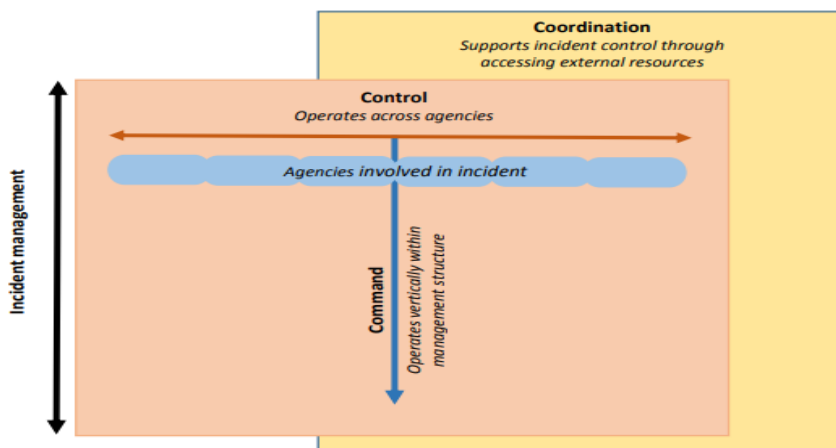
Emergency response coordination operates throughout the management of response, including during provision of immediate relief, and during the transition to recovery. (Refer to the EMMV Part 3)

## 5.4 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 details listed in the EMMV.

The control function is responsible for emergency response activities and the command and coordination functions provide support to those performing the control function.

*Figure 1 – Conceptual depiction of the relationship between control, command and coordination in emergency response (shown at the incident tier)<sup>2</sup>*



For more information regarding Control, including:

- Control Agency
- Controllers and Line of Control
- Principles of Control
- Control of Class 1, Class 2 and Class 3 emergencies

Refer to the EMMV Part 3 (3.1.1).

## 5.5 Command

Command is the internal direction of personnel and resources of an agency, operating vertically within an agency. Where there is an agreed inter-agency arrangement, a functional commander may supervise personnel and resources from more than one agency.

Authority to command is established in legislation or by agreement within an agency. (Refer to the EMMV - Part 3).

## 5.6 Consequence Management

The Emergency Management Commissioner is responsible for consequence management 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 minimizing the adverse consequences of emergencies on the community.

## 5.7 Communications

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

Information on reporting to government and communicating with stakeholder agencies is detailed in Part 3 of the EMMV.

### 5.7.1 Public information and warnings

It is the responsibility of the Control Agency to issue warnings to the potentially affected communities and other agencies. The Northern Victorian Cluster Council involved in the emergency may be asked to assist with the dissemination of this information. During response, warnings and the release of other public information should be authorised by the Incident Controller prior to dissemination. Standard Operating Procedures for council communications have been developed by each council and can be accessed through the EMLO.

Methods for disseminating information: Radio stations, television, electronic media, social media, print media, Police media liaison, Emergency Alert (telephone based system), Agency information line (eg Emergency Information Line), Culturally and Linguistically Diverse group radio stations or newspapers, community newsletters, literature / brochures, information centres (one stop shops), door knocks, vehicle mounted public address systems, local community groups.

## 5.8 Municipal Emergency Response Personnel

### 5.8.1 Municipal Emergency Response Coordinator (MERC)

The member of Victoria Police appointed as an emergency response coordinator for each municipal district is known as a Municipal Emergency Response Coordinator (MERC).

The MERC sits on the Municipal Emergency Management Planning Committee.

The MERC will communicate with the EMC through the RERC (and subsequently the Senior Police Liaison Officer).

For the full role description of the MERC refer to the EMMV (Part 3).

### 5.8.2 Municipal Emergency Resource Officer (MERO)

Each Shire Council within the Northern Victorian Cluster has appointed a MERO and a Deputy MERO pursuant to Section 21(1) of the *Emergency Management Act 1986*.

Responsibilities of the MERO during the response phase of an emergency include:

- Coordination of municipal resources
- Establish and maintain an effective structure of personnel whereby municipal resources required responding to an emergency can be accessed on a 24 hour basis.
- Establish and maintain effective liaison with agencies within or servicing the municipal district.
- Ensure procedures and systems are in place to monitor and record all expenditure by the municipality in relation to emergencies.

For the full role description of the MERO refer to the EMMV (Part 6).

### 5.8.3 Municipal Recovery Manager (MRM)

Each Council within the Northern Victorian Cluster has appointed MRMs and deputies, as required.

Responsibilities of the MRM include:

- Manage municipal and community resources for community support and recovery.
- As part of the Emergency Management Group, liaise with the MERC and MERO on the best use of municipal resources.
- Liaise with the Regional Recovery Committee and Department of Health and Human Services.
- Establish the Emergency Relief and Recovery Centres, as required.
- Liaise, consult and negotiate with recovery agencies and Council on behalf of the affected area and community recovery committees.
- Coordinate the accurate dissemination of recovery information to Council's senior managers and the community.
- Support the post impact assessment process for the collation and evaluation of information.
- Ensure effective management of the MOC for recovery.
- Ensure the monitoring and recording of Council's expenditure is undertaken.
- Manage the timely and planned withdrawal of recovery services.

For the full role description of the MRM refer to the EMMV (Part 6).

#### 5.8.4 Municipal Authority across the Cluster

In accordance with the EMMV, the appointed MERO has full delegated powers to deploy and manage Council's resources during emergencies. This delegation will be unchanged where an emergency impacts on one municipality only.

Where the emergency affects more than one municipality, in accordance with the MoU that has been signed by each CEO, once the deployment of personnel has been approved by the Chief Executive Officers of the affected Council and the Councils providing assistance, the MERO, EMLO or EMC have the delegated authority to commit administrative support or resources in the exercise and application of Council's emergency management functions.

#### 5.8.5 Local Government Emergency Management Liaison Officer

In an emergency an EMLO from the impacted Council will most likely be the initial liaison person between Councils and the incident controller. This may be dependent on the circumstances at the time and the EMLO may be from another Council in the Cluster in the first instance. This person will then be the single point of contact for the municipalities who are part of the Cluster and will be responsible for communication and liaison with affected Councils. Where any resources are requested by the control agency the EMLO will contact the relevant MERO and make the formal request. The EMLO will then record the details of the request for future reference and for accounting purposes.

The role of a Council EMLO within an emergency management context is to represent Council in the MOC or the ICC, and to provide liaison with other organisations regarding:

- Facilitate requests from the ICC for council information
- Facilitate requests by the council or MOC for information from the ICC
- Facilitate requests from the ICC for council resources, including human resources
- Represents and speaks on behalf of the council
- Is empowered by their organisation to make decisions, or is in direct contact with the person in their organisation who can make that decision or release the resource
- Maintains information flow between parties
- Obtains up to date information/intelligence.

The EMLO should operate from the Incident Control Centre (ICC), or equivalent operations centre.

In a protracted event each EMC will form a roster to support the affected municipality and relieve the EMLO.

#### 5.8.6 Agency EMLO

An EMLO:

- Represents their agency
- May represent the agency at the Incident Emergency Management Team or Regional Emergency Management Team, if the relevant agency commander is unable to attend (not the State Emergency Management Team, where a senior agency representative is required to attend)
- Should be empowered to commit, or to arrange the commitment, of resources of the agency to the response to an emergency
- Provides advice in relation to impacts and consequence management being undertaken by the agency
- Should have previous experience in this role or have attended an EMLO training course.

### 5.8.7 Municipal Emergency Response Arrangements

Municipal emergency response is coordinated from the Municipal Operations Centre (MOC). The MOC will be established (in a major emergency) to manage all Council responses to the emergency and the support of the response agencies. Contact with the response agencies will be through the EMLO who will be part of the Emergency Management Team.

### 5.8.8 Municipal Operations Centre (MOC)

Coordination functions in the first instance will be conducted remotely. In the event of a complex, large or protracted emergency the MERC, MERO or MRM may request activation of the MOC. If a MOC is established this must be communicated to the control agency. This may be done through the EMLO situated in an ICC.

The MOC will coordinate the provision of human and material resources within the municipality during emergencies. These resources may be provided to support control agency activities or for the purposes of meeting relief and early recovery needs. The MOC will also maintain an overall view of the operational activities within this Plan's area of responsibility, for recording, planning and debriefing purposes.

The MOC may also be activated to support a neighbouring municipality. Administrative staff for the MOC will be drawn from Council's staff pool in the first instance. In the event of a large scale emergency that requires the MOC to be open for a protracted period of time, staff from the Northern Victorian Cluster will be requested initially through the resource sharing protocols. If these resources are exhausted, other municipalities may be requested (possibly via the MAV's Inter Council Emergency Resource Sharing Protocols or as a cross-municipality agreement). Representation of support agencies and service providers in the MOC will depend on the emergency.

The MOCs for the Northern Victorian Cluster are:

Central Goldfields Shire

Primary: The Hub, Burns St., Maryborough  
 Secondary: Engineering Office, Central Goldfields Shire Office, 12 Nolan Street, Maryborough

Loddon Shire

Primary: Shire office, Calder Hwy., Wedderburn  
 Secondary: Shire office, Loddon Valley Hwy., Serpentine

Campaspe Shire

Primary: Shire office, Heygarth St., Echuca  
 Secondary: Council Depot, Finlay Road, Tongala

City of Greater Bendigo:

Primary: Fountain Court, Bendigo Bank Central, The Board Room, 1<sup>st</sup> floor, Mitchell and High Streets, Bendigo  
 Secondary: Training room, Works Department, Adam St., Bendigo

Mount Alexander Shire:

Primary: Shire office, Lyttleton St., Castlemaine  
 Secondary: Castlemaine Hospital – Board Room – 142 Cornish Street, Castlemaine (Enter via Odgers Road entrance)

Virtual MOC

Depending on the size and complexity of an emergency, Councils may determine to have a virtual MOC.

## 5.9 Sourcing Resources

A resource is essentially any function or item which a responding agency requires to perform its responsible role, including:

- Personnel (e.g. agency support and industry technicians)
- Equipment (e.g. plant, vehicles)
- Services (e.g. phone lines, expert technical advice).

The Northern Victorian Cluster has a well maintained and updated list of municipal resources available through Crisisworks. The maintenance and updating of the resources list is the responsibility of the Emergency Management Coordinator and is accessible to the MERO at all times.



### 5.9.1 Agency resources

An agency may have arrangements in place to access a wide range of resources through:

- Its own agency arrangements
- Support agencies (many are listed in Part 7 of the EMMV)
- Contract or supply arrangements with private industry.

Agencies should exhaust all resources owned or directly within their control prior to requesting assistance from elsewhere. 'Directly within their control' means the resource is available to the agency through a pre-existing arrangement such as a contract or memorandum of understanding.

In situations where an agency accesses a resource, other than a resource it owns, it must notify the incident controller and the emergency response coordinator. This is to allow for effective and efficient resource tracking by the emergency response coordinator and to avoid duplication of requests for the same resources.

Similarly, agencies must notify the emergency response coordinator of the depletion or deployment of sizable or specialist resources.

### 5.9.2 Resource Supplementation

The arrangements for resources supplementation have four levels:

- Agency and local resources
- Support resources
  - Within municipalities / local area
  - Within regions
  - Within the state
- Interstate or commonwealth resources
- International resources.

In an emergency that is localised to one municipality the request for resources should go to the relevant MERO in the first instance. The MERO will be supported by their EMC.

In an emergency that impacts across municipal boundaries an EMLO should be appointed by the Council that suffered the initial impact of the event. The role of this person is described above.

Once the emergency has been escalated and an EMLO is in place then future requests can then be directed to this person who has the delegated authority to commit administrative support or resources in the exercise and application of the affected Council's emergency management functions.

An agency responding to an emergency and requiring supplementary resources can request resources via the Emergency Response Coordinator.

Requests for resources should be provided in a format as decided by the relevant emergency response coordinator, and include the name and position of the person requesting the resources and comprehensive details of the task to be undertaken.

Private providers for resources must be considered as possible sources of supply at each level.

The requesting agency is responsible for making appropriate arrangements for delivery of the supplementary resources.

Details on sourcing resources from within Victoria or the Commonwealth can be found in Part 3 of the EMMV.

### 5.9.3 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.

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.

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.

(Refer to the EMMV, Part 8).

### 5.9.4 Resource sharing

Emergency management roles will be drawn from affected Council's staff pool in the first instance. In the event of a large scale emergency that requires protracted operations, staff from other municipalities in the Northern Victorian Cluster will be requested using resource sharing protocols established in the Memorandum of Understanding between Councils, and the Cluster Support Guidelines.

Beyond these resources, Northern Victorian Cluster Councils are committed to the protocol for Inter-council Emergency Management Resource Sharing which can be found on the Municipal Association of Victoria website. Go to <http://www.mav.asn.au/> and search on resource sharing protocol.

### 5.9.5 Volunteer Management

Volunteer agencies are called upon to provide resources within the limit of their means. Where a volunteer agency expends extraordinary funds providing 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.

(Refer the EMMV Part 8)

Attracting and retaining volunteers is not easy, largely because volunteering involves freedom of choice on the part of the volunteer. People who feel empowered, rewarded and appreciated in their volunteer role are more likely to contribute to and continue in that role. Implementing a comprehensive and successful volunteer program requires time, commitment and personnel, as well as an understanding of why people volunteer.

A well-managed and designed volunteer program will acknowledge the reasons for volunteering and strive to meet the needs of the volunteers by recognising their contribution. Success in doing so will return many benefits, both to the volunteer and the organisation they work for.

To help manage volunteers Volunteering Victoria has created a number of guidelines and resources. Go to: <http://volunteeringvictoria.org.au/>

### 5.9.6 Compensation arrangements for volunteer emergency workers

Compensation for all emergency workers is laid down in Part 8, Appendix 7 of the Emergency Management Manual Victoria and also in Part 6 of the Emergency Management Act 1986. A volunteer emergency worker means *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 emergency recovery plan applies.*

It is the responsibility of the organisation utilising the volunteer emergency workers to ensure that all of the volunteer emergency workers are registered.

### 5.9.7 Control and Support agencies

Part 7 of the EMMV identifies control agencies and key support agencies for response (i.e. it does not list all agencies that may be involved in a particular emergency, nor does it list all emergencies that may be encountered).

In relation to major emergencies, the EMMV distinguishes between Class 1, Class 2 and Class 3 emergencies. This distinction does not apply to non-major emergencies.

Support Agencies may be able to offer varying levels of support from 'on ground' resources to information. It may be appropriate to consult with a number of identified Support Agencies for advice in relation to any given emergency. It is the prerogative of the control agency to formulate action plans for a given emergency in consultation with support agencies.

### 5.9.8 Financial considerations

Financial accounting for municipal resources utilised in emergencies must be authorised by the MERO or the MRM and shall be in accordance with the normal financial arrangements of the Northern Victorian Cluster councils, the MOU and resource sharing agreement.

Government agencies, including Council, that are supporting the control agency are expected to defray all costs from their normal budgets. Control agencies are responsible for all costs incurred by an agency responding to a request that is outside their normal operating procedures and budgets.

Depending on the magnitude of the emergency some government financial assistance may be available for prevention, response and recovery activities.

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 according to a sharing formula. See the EMMV (Part 8).

The Northern Victorian Cluster Councils are accountable for any monies donated as a result of any emergency event and will implement systems to receive and account for all such donations.

### 5.9.9 The transition from Response to Recovery

Planning for recovery should commence as soon as practical. The Incident Controller, Emergency Response Coordinator and Municipal Recovery Manager should commence transition planning as soon as possible following the start of an emergency. The Emergency Management Team should also be involved in transition planning to ensure a shared and consistent understanding of the planning, timing and expectations for transition.

The timing and extent of the transition of overall coordination from response to recovery will be impacted by a number of considerations:

- 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.

Transitioning to recovery is an important consideration when planning and implementing recovery programs. Recovery coordinators should consult with communities and agencies on the timing of transition of recovery programs to mainstream services and activities that shift the focus from recovery to community development and preparedness.

A transition agreement should be developed between the Incident Controller, the Emergency Response Coordinator (Victoria Police), the MRM or, where more than one Local Government Authority, the Regional Recovery Coordinator (DHHS) and the EMC from the affected Council. Where more than one Council is impacted then authorised delegates from each affected Council will be involved in the transition arrangements. Each affected Council will nominate their delegated person. In most cases this will be the EMC.

The transition agreement details any transition activities and tasks, information management, communication and signatories. It is the responsibility of the Emergency Response Coordinator (Victoria Police) to advise all agencies involved in the emergency at the time at which the formal 'response' terminates.

Where the emergency has impacted more than one Council the Regional Emergency Response Coordinator will be the Victoria Police signatory rather than individual MERCs.

In large or prolonged emergencies, it will be necessary to continue providing relief/recovery services to the affected community after response activities have ceased.

See Appendix 6 for Transition from Response to Recovery Agreement template.

#### 5.9.10 Termination of response activities and hand-over of goods and facilities

In some circumstances it may be appropriate for certain facilities and goods obtained under emergency response arrangements to be utilised in recovery activities. In these situations there should be a formal hand over to the authorised delegates from the affected Council or Councils of such facilities and goods. This hand over will occur only after agreement has been reached between response and recovery managers.

Resources acquired for the response, which are not required for recovery, remain under the control of the requesting response agency that is also responsible for their return or disposal.

Payment for goods and services used in the recovery process is the responsibility of the MRM through the Municipal Emergency Management Plan arrangements.

#### 5.9.11 Debriefing arrangements

A debrief should take place as soon as practicable after an emergency. It is the responsibility of the MERC to ensure the debrief is conducted and all agencies who participated, including Council, should be represented. The Debrief will assess the adequacy of the Plan and recommend any changes. Such meetings should be chaired by the MEMPC Chairperson.

It may also be appropriate to conduct a separate recovery debrief to address relief and recovery issues. This should be convened and chaired by the MRM.

### 5.10 Local response arrangements

#### 5.10.1 Community Information Guides

Community Information Guides (known as Township Protection Plans) provide information for both emergency services and the community to a bushfire within close proximity to a township, which has the potential to impact on the local community. These guides will address the specific needs of the town's people, property, assets, environment and economy, and are typically divided into 3 parts:

- Community Information.
- Township Planning Factors.
- Fire Prevention.

The guides can be sourced on the CFA Website via the following link; <http://www.cfa.vic.gov.au/plan-prepare/community-information-guides/>

#### 5.10.2 Neighbourhood Safer Places / Places of Last Resort

Bushfire Places of Last Resort (also known as Neighbourhood Safer Places – Place of Last Resort) are locations of last resort and are designed to provide sanctuary for people from the immediate life threatening effects of a bushfire. They are places or buildings designated and signposted by the municipal council and which meet guidelines issued by the Country Fire Authority.

The locations of Neighbourhood Safer Places can be found on the CFA website:

<http://www.saferplaces.cfa.vic.gov.au/cfa/search/default.htm>

### 5.10.3 Evacuation Process

As outlined in the EMMV, Victoria Police have lead responsibility for any evacuation process with support to be offered by councils and other agencies consistent with the roles and responsibilities listed in EMMV [Part 8 – Appendix 9].

### 5.10.4 Vulnerable Persons

During an emergency or imminent threat of an emergency, special consideration must be given to the needs of vulnerable people in the community.

The Department of Health and Human Services *Vulnerable People In Emergencies* policy May 2015, is available at: <http://www.dhhs.vic.gov.au/>

The *Vulnerable People in Emergencies* Policy defines a vulnerable person as someone living in the community who is frail, and/or physically or cognitively impaired and unable to comprehend warnings and directions and/or respond in an emergency situation.

In addition, DHHS established a Vulnerable Persons Register, which is administered by Council. To be listed in the Vulnerable Persons Register, a person must meet the definition of a *vulnerable person* and **additionally**: *cannot identify personal or community support networks to help them in an emergency.*

### 5.10.5 Vulnerable Facilities

Vulnerable facilities are buildings where vulnerable people are likely to be situated, including aged care facilities, hospitals, schools, disability group homes and child care centres. This includes:

- Facilities funded or regulated by the Department of Health and Human Services, the Department of Education and Training
- Commonwealth funded residential aged care facilities: and
- Other locally identified facilities likely to have vulnerable people situated in them.

Each Council will be responsible for recording the location of vulnerable facilities within the municipality. These lists are available in the Northern Victorian Cluster Contact Database. Refer 11 – Contact Database for log in details.

### 5.10.6 Risks to Aboriginal cultural heritage

Emergency management agencies need to work with Aboriginal people to help ensure all emergency management arrangements take into account risks to Aboriginal cultural heritage.

A number of mitigation and management activities can present risks to Aboriginal cultural heritage. The Aboriginal Heritage register is an invaluable resource, but it is important to recognise that traditional Owners have a much broader information base about Aboriginal cultural heritage than is available to agencies. It is essential to consult with local Aboriginal communities in assessing and mitigating risks. Response agencies need to consider arrangements that formally include the provision of advice on Aboriginal cultural heritage considerations.

Access to the Victorian Aboriginal Cultural Heritage Register is not publicly accessible due it containing culturally sensitive material. It can be accessed by a local government employee for the purpose of carrying out functions or duties associated with the requirements of the Act. Application for information can be made on line. For further details go to:

<https://achris.vic.gov.au/#/applicationforadvicecenter>

## 6 RELIEF AND RECOVERY ARRANGEMENTS

### 6.1 Introduction

This section of the Plan specifically addresses the relief and recovery arrangements and operational requirements that are likely to be required in the event of an emergency. This section should be read in conjunction with the Northern Victorian Cluster Standard Operating Procedures:

[http://files.ndc.em.vic.gov.au/Cluster Plans/SOPs/Northern-Victorian-Cluster-Emergency-Relief-Centre-SOPs.pdf](http://files.ndc.em.vic.gov.au/Cluster%20Plans/SOPs/Northern-Victorian-Cluster-Emergency-Relief-Centre-SOPs.pdf)

[http://files.ndc.em.vic.gov.au/Cluster Plans/SOPs/Northern-Victorian-Cluster-Recovery-SOPs.pdf](http://files.ndc.em.vic.gov.au/Cluster%20Plans/SOPs/Northern-Victorian-Cluster-Recovery-SOPs.pdf) and with the State and Regional Relief and Recovery Plans. (The above web addresses are password protected. Those requiring access should contact the Cluster Executive Officer or the Emergency Management Coordinator of Council).

Emergency Relief and Recovery is a multi-agency responsibility that needs to be planned and managed for in a structured manner. The needs of the community created by an emergency will be met through a range of services and provided by both government and non-government agencies, community organisations and the private sector.

The aim of relief and recovery management is to coordinate the provision of emergency relief and recovery functions and services to affected communities, or those involved in the management of an emergency.

The community may require assistance and access to assistance throughout the event. This may include financial assistance, personal support, clean up assistance or rebuilding advice. Agencies that provide this support and assistance will be activated by the MRM to support the community at various stages throughout the event.

In the initial stages of the event access to assistance will be provided through the Relief Centre. This will include meeting the essential needs of the affected community such as food, shelter, material aid and some basic financial assistance.

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

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

Part 7 of the EMMV contains a list of support tasks indicating the primary support agency or managing agency and other support agencies. The list is neither exhaustive nor exclusive as many agencies, including response agencies may have a support role, depending on the effects of the emergency. In the event that local resources cannot be provided to meet support tasks needed, the request should be passed onto the Regional Emergency Response Coordinator via the MERC.

## 6.2 Overview

### 6.2.1 Purpose of Emergency Relief

To provide for immediate shelter, life support and personal needs of the people affected by, or responding to an emergency. It may include establishing and managing an Emergency Relief Centre.

## 6.2.2 Purpose of Emergency Recovery

To provide emergency recovery services to assist the emergency affected community towards management of its own recovery. It is recognised that where a community experiences a significant emergency there is a need to supplement the personal, family and community structures which have been disrupted. It is the coordinated process of supporting communities in the reconstruction of physical infrastructure, agricultural and natural environment as well as restoring emotional, social, economic and physical wellbeing to individuals. It may involve the establishment of a Recovery Centre.

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

Municipal, regional and state relief and recovery plans must be aligned. 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
- Agreements between agencies, businesses and organisations to deliver every type of relief and recovery assistance (Refer EMMV Part 4).
- 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.

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.

If the scale of the emergency exceeds the capability of the control agency to coordinate the relief and recovery arrangements a relief and / or recovery coordinator must be appointed. This person should then develop a relief and recovery plan. This Plan should 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.

## 6.4 Objectives and principles of relief and recovery

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

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

The relief and recovery sector needs to work together to:

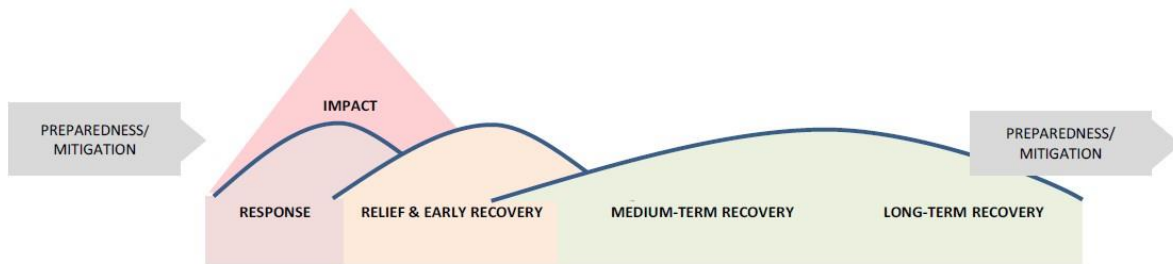
- Identify the relief and recovery resources that are identified in multiple MEMPS. It is common for providers of food and water, psychosocial support and first aid to work across multiple municipalities
- Support relief and recovery agencies to understand their own capability to provide services across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

The principles of relief and recovery in Victoria are that they should:

- Empower and engage individuals and communities to promote self-sufficiency and, where possible, meet their own relief and recovery needs
- Be coordinated and collaborative, jointly owned by affected individuals and communities – as well as the non-government organisations, businesses and government agencies that support them
- Be adaptive and scalable, recognising the unique, complex and dynamic nature of emergencies and communities
- Focus on consequence management, where everyone involved appreciates the potential consequence of their decisions and actions
- Be able to support the delivery of concurrent community, local, regional and state response, relief and recovery activities.

## 6.5 Response, relief and recovery in parallel

The response to 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.



*Emergency relief and recovery activities over time (Source EMMV, Part 4, page 5)*

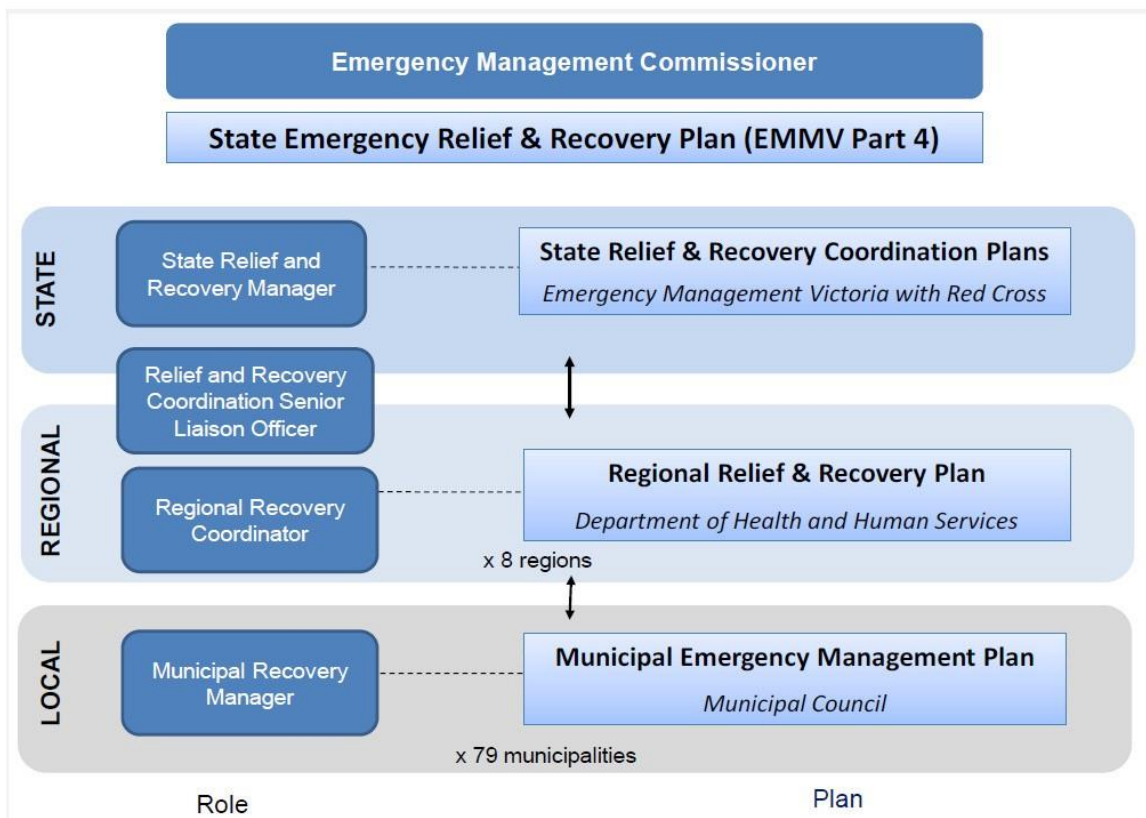
## 6.6 Emergency Relief

Emergency Relief is the provision of life support and essential needs to persons affected by an emergency.

The affected shire, assisted by other organisations and with the support of the Department of Health and Human Services as the organisation responsible for relief coordination, is responsible for implementing emergency relief measures including establishing and managing emergency relief centres.

For detailed information in relation to roles, responsibilities and functions of Emergency Relief refer to the EMMV Part 4 and the Department of Health and Human Services Emergency Relief Handbook, 2013

<http://www.dhhs.vic.gov.au/>



The three levels of relief and recovery coordination in Victoria (Source EMMV, Part 4, page 10)

Incident Controllers, with advice from the Emergency Management Team, determine the need to activate relief services.

The minimum functions of emergency relief are those required to immediate essential life support needs. Planning must cover the emergency relief function including negotiating with agencies that have a local presence to establish responsibilities for provision of the following aspects:

- Catering (food and water)
- Material needs
- Emergency shelter (accommodation)
- Registration – including the ‘Register, Find, Reunite’ system
- First Aid
- Personal Support and
- Information provision
- Livestock and companion animal requirements

If the council considers that the event exceeds its capacity to provide relief services, a request to the Department of Health and Human Services to coordinate emergency relief at the regional level should be made by MERC.

Additional services may be needed subject to the scale of the emergency event, community impacts and the affected persons presenting at an emergency relief centre.

In the event of a requirement for any or all of the functional services of Emergency Relief, the request must be channelled through the MERC to the MERO. The MERO will activate the required functional services. All functional services will operate and report back to the MERO.

Services that are not deemed to be immediate needs (within the first 72 hours after an emergency event), such as financial and insurance assistance, are considered to be “recovery” activities.

## 6.7 Emergency Relief and Recovery activation

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.

The MRM will decide the trigger points that activate relief and recovery arrangements. Amongst the considerations the MRM should consider:

- A request from the MERC or incident controller
- The nature of the emergency and whether a recurring or ongoing threat is likely
- The extent of the impact on communities
- The level of loss and damage
- The extent to which the community needs emergency relief
- The resources required for the activation of relief and recovery arrangements.

## 6.8 Activation of Emergency Relief and Recovery Staff

At the time of the emergency event, relief and recovery staff will be put on alert in readiness for the potential transition from a response effort to a relief and recovery effort. If the situation transitions from response to relief and recovery, staff will be advised accordingly and will remain involved. Staff will be selected from the on call list as needed.

## 6.9 Standby of Resources and Activation of Agencies

Once Council is notified of an emergency event within the municipality or that there is a high likelihood of an event occurring, the MRM will notify agencies that assistance may be needed. The agencies that should be notified in the first instance are the Red Cross and the Victorian Council of Churches – Emergencies Ministry or other key agencies involved in the relief and recovery sector. The MRM will request the agency or agencies to make stand by arrangements with volunteers and equipment needed to support the community.

The MRM may also contact venues that may be required to be used as relief centres in case evacuation of the community is needed. Again this will be to discuss availability of the centre and access to the facility if needed.

These arrangements should be made as early as practicable to assist in the activation of services as needed.

It is equally essential to have a dedicated Personal Support team onsite from the start as it is to have the Registration, catering and ERC management team onsite. Waiting until distressed people present and then calling for support is not a wise decision. The presence of VCC EM at the initial setup and establishment of the ERC can provide support for staff and ensure that people are assisted holistically at all times.

Once further details of the event have been established and expected impact on the community determined further agencies and arrangements can be made.

## 6.10 Relief Arrangements – roles and responsibilities

### 6.10.1 Introduction

The provision of emergency relief needs to be coordinated, collaborative and jointly owned by affected individuals and communities, businesses as well as government agencies and non-government agencies.

The needs of the community created by an emergency will be met through a range of services and provided by both government and non-government agencies, community organisations and the private sector.

### 6.10.2 Role of EMV in Emergency Relief

In the relief and recovery processes of an emergency, Emergency Management Victoria (EMV) has the responsibility to coordinate relief planning and management at the State level.

### 6.10.3 Role of DHHS in Emergency Relief

At the Regional level the Department of Health and Human Services (DHHS) (supported by Red Cross) is responsible for the coordination of relief planning.

### 6.10.4 Role of Bushfire Recovery Victoria

Bushfire Recovery Victoria (BRV) is a new permanent and dedicated Victorian Government Agency offer recovery support for the short, medium and long term. They listen and help deliver what the community needs.

### 6.10.5 Role of Municipalities in Emergency Relief

Coordination of relief activities commences at the local level. As required, the coordination function is scalable and can be escalated to Regional or State level.

At the State and Regional level the Department of Health and Human Services (DHHS) (supported by Red Cross) is responsible for the coordination of relief planning.

It is important to note that this escalation process builds on existing local arrangements, rather than replacing them.

If Council require additional assistance because their capacity is exceeded, then additional support can be provided, but the responsibility is retained at the local level when the surge for more assistance drops.

Municipal councils must also participate in local relief and recovery impact assessments and share any information they gather with other agencies as requested.



### 6.10.6 Activation of an Emergency Relief Centre

The emergency may require the opening and activation of an emergency relief centre (ERC). The decision to activate an ERC can be by the Municipal Emergency Response Coordinator (MERC) who is a member of the Victoria Police, the Incident Controller, the Councils Municipal Emergency Resource Officer (MERO) or the Municipal Recovery Manager (MRM).

If the MERO or MRM have made the decision to activate an ERC they must document their rationale and reasons. This may be due to members of the community self-evacuating to an ERC that has not been activated, but it is felt to send them elsewhere may expose them to greater dangers.

The MRM, in consultation with the MERC, will select a suitable centre and make arrangements to have the building opened and staffed.

If an ERC is activated this must be communicated to the Incident Controller and the Emergency Management Team. They will be able to then provide further advice if it is felt there are risks involved.

Each Municipality has the responsibility for identifying suitable buildings that can be utilised as an Emergency Relief Centre. These buildings need to be assessed using the Emergency Relief Handbook. This document is designed to assist with the preparation of local, regional and state emergency relief plans and operational procedures in Victoria. The document also contains a site assessment checklist and guidelines on how to set a relief centre up. The handbook can be found on the Australian Council of Social Service website: <https://www.acoss.org.au/emergency-relief-handbook/>

### 6.10.7 Management Structure for an ERC

The management and structure of an ERC is detailed in the Emergency Relief Centre Standard Operating Procedures [http://files.ndc.em.vic.gov.au/Cluster Plans/SOPs/Northern-Victorian-Cluster-Emergency-Relief-Centre-SOPs.pdf](http://files.ndc.em.vic.gov.au/Cluster%20Plans/SOPs/Northern-Victorian-Cluster-Emergency-Relief-Centre-SOPs.pdf)

(The above web address is password protected. Those requiring access should contact the Cluster Executive Officer, or the Emergency Management Coordinator of Council).

At municipal level for relief, Australian Red Cross is responsible for food and water arrangements. When activated by Council, Australian Red Cross will coordinate the provision of emergency food and water for affected community members in a relief environment such as an emergency relief centre. They can be supported by a range of local businesses and organisations in meeting food and water needs.

Contact details are listed in the Cluster Crisisworks Database.

The Red Cross State Duty Officer will, in conjunction with the local catering providers, ascertain the level of involvement necessary by Red Cross, ensuring that local resources, including those already in operation, are fully utilised.

### 6.10.8 Staffing and Collaboration in an ERC

Member councils of the Northern Victorian Cluster have access to staff and resources from other municipalities through:

- Shared Local Government Emergency Management Services MOU which expires in October 2017)
- Protocol for Inter-Council Emergency Management Resource Sharing (Municipal Association of Victoria)

The protocol for activating are the MOU are contained in the Cluster Supporting an Incident Guidelines.

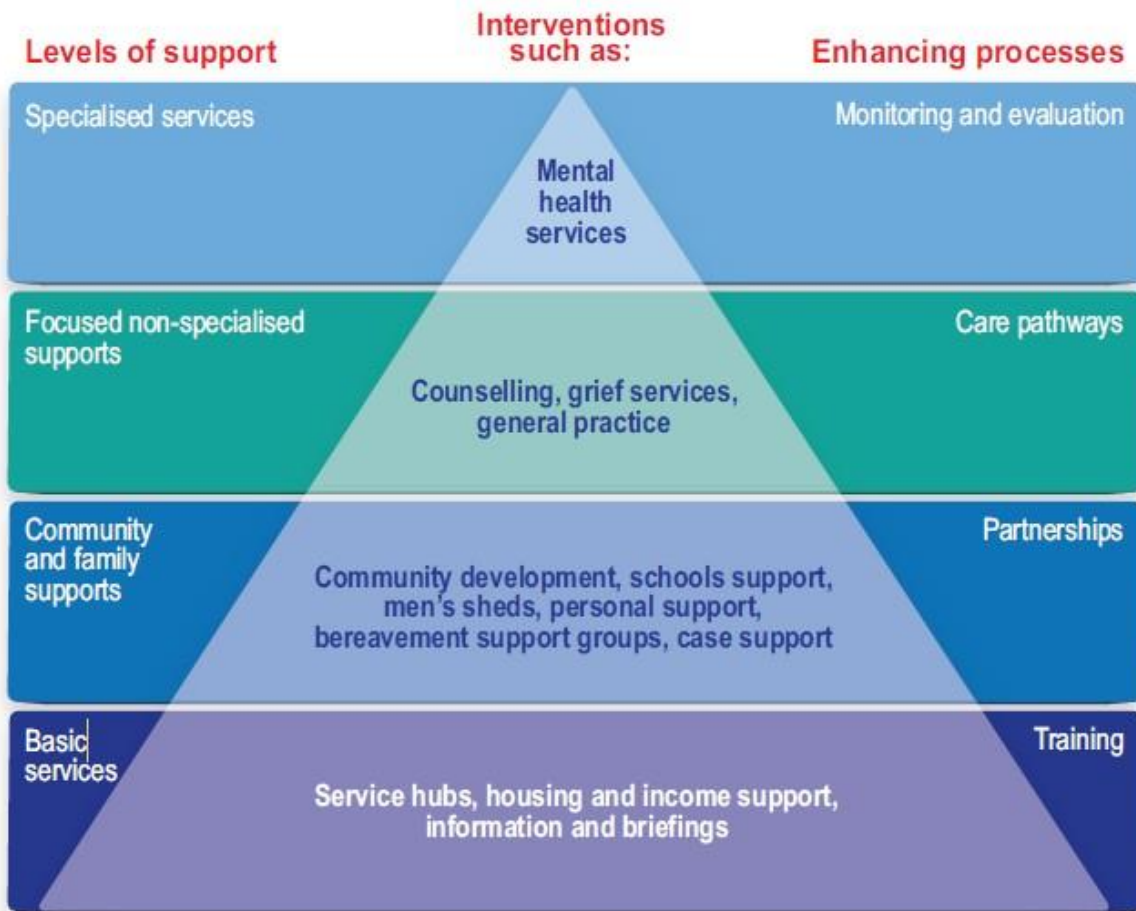
**6.10.9 Supply of Goods and Services in relief and recovery**

Municipalities and other relief agencies obtain and pay for goods/services through their own supply systems. The MRM from the affected municipality or municipalities, with the assistance of DHHS will coordinate the acquisition and supply of goods/services which cannot be provided by the municipalities or participating agencies. When goods can only be obtained in such a manner, approval for payment from DHHS is required prior to the goods being obtained.

**6.10.10 Coordination of Personal Support, Psychological first aid, Emergency Grants and Temporary Accommodation**

The affected municipality will coordinate the provision of Personal support - including Psychological First Aid (PFA) and Emotional Spiritual Care (ESC), emergency grants and temporary accommodation services at municipal level. This should be in accordance with the municipality’s pre-arranged plans and arrangements with the agencies that have the capacity and capability to provide these services. If the above functions are outside of the capabilities of the municipal resources, the responsible agency is DHHS.

Intervention pyramid for psychosocial support



In emergencies, individuals and communities are affected in different ways and require different kinds of supports. A key to organising psychosocial support is to develop a layered system of complementary supports that meets the needs of different groups. The pyramid (shown below), is adapted from the Inter-agency Standing Committee of the United Nations, illustrates that the psychosocial effort is built on ensuring access to basic services and rebuilding community and individual support structures.

The Department of Health and Human Services is responsible for coordinating psychosocial support, as documented in After the Bushfires: Victoria's Psychosocial Recovery Framework. This support could range from personal support, community information and counselling, to specialised mental health services. For further information go to: <http://www.health.vic.gov.au/>

#### 6.10.11 Interim and Temporary Accommodation in single incidents

In single incidents temporary accommodation can be sought from the municipality in the first instance, with DHHS providing longer term support.

#### 6.10.12 Public Information in the Relief phase

During an emergency the control agency is responsible for leading the provision of information to affected communities. Announcements from response, relief and recovery agencies must be consistent with each other.

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

During the relief and recovery phases the council will nominate an Information Management Team Leader who will be responsible for communications and community engagement. The Emergency Relief Centre Manager will undertake this role in the absence of a separate appointment.

#### 6.10.13 Testing, Exercising and Reviewing of Relief arrangements

Testing, exercising and reviewing of relief activities is undertaken by a coordinated planning approach across the Northern Victorian Cluster Councils.

#### 6.10.14 Community Organisations

Many community organisations will have resources that can be of use in an emergency. It is the responsibility of the impacted Shire to provide the management system to coordinate offers of assistance from these organisations. Contact details of organisations able to assist will be maintained by the municipality.

#### 6.10.15 Coordination of Volunteers

The Northern Victorian Cluster councils have a process for managing volunteers and this is detailed in its Standard Operating Procedures – Relief and Recovery Arrangements.

#### 6.10.16 Registration

Red Cross coordinates and resources the registration of affected people in relief/recovery centres, and the off-site management of registrations and inquiries in the State Inquiry Centre. Registrations are collected via the Personal Information Form. Victoria Police is the commissioning agency for Register, Find, Reunite and delegates the responsibility for administering the service to Red Cross.

The use of the Personal Information Forms (PIF) should be used as a tool for Municipalities to have authorised access to displaced and affected resident contact details. Where the PIF is used it facilitates this process well and also streamlines the contact that affected residents have with other agencies.

#### 6.10.17 Public Funding

The MRM is responsible for making arrangements if members of the public wish to make financial donations (preferred over material goods).

## 6.11 Recovery arrangements - Roles and Responsibilities

### 6.11.1 Disaster Recovery Toolkit

The Disaster Recovery Toolkit for Local Government provides a range of tools, resources and literature to help local government and communities prepare for, respond to and recover from disasters.

The toolkit has been developed consisting of eight booklets which look at understanding disaster recovery, recovery readiness, response, beyond the disaster and engaging the community in recovery efforts. It also provides a number of recovery tools and resources.

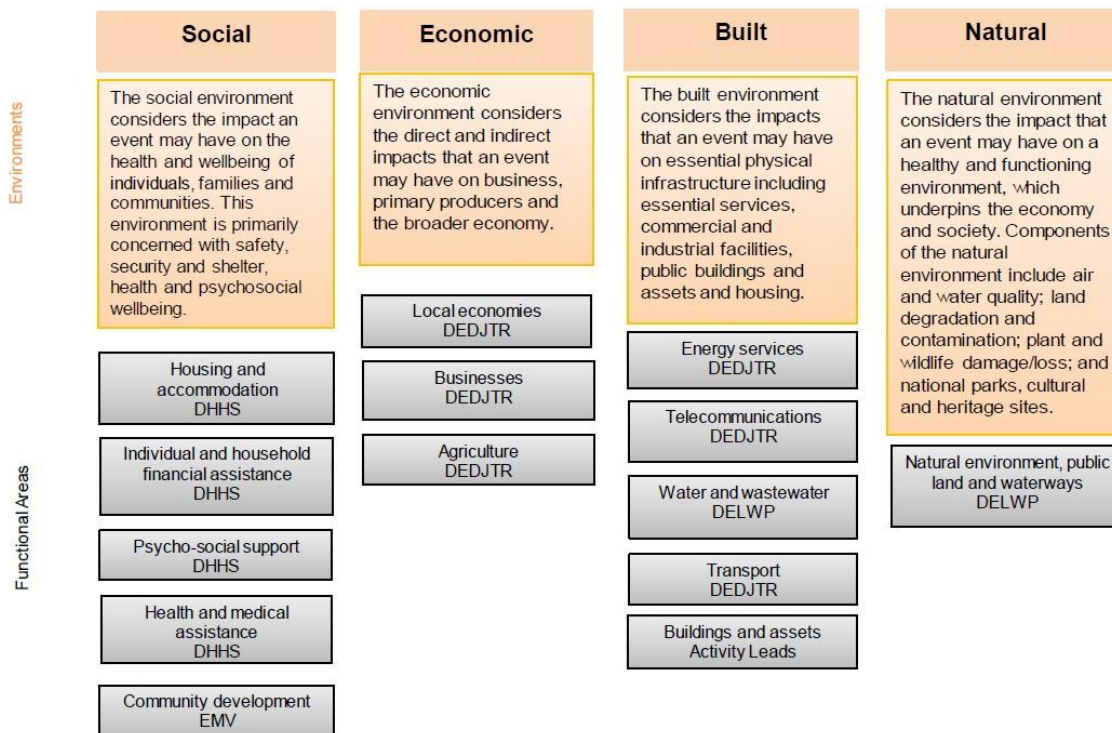
The toolkit will be updated annually to ensure it remains a valuable resource for relief and recovery in Victoria.

The tool kit can be found on the EMV database at the following reference:

<http://www.emv.vic.gov.au/how-we-help/disaster-recovery-toolkit-for-local-government>

### 6.11.2 Environments for Recovery

There are four key environments of recovery that are considered the functional areas that require coordination arrangements as part of the recovery process:



*Recovery environments and functional areas (Source: EMMV, part 4, page 27)*

These functional areas focus on the various needs of communities following an emergency:

- Social environment – the emotional, social, spiritual, financial and physical wellbeing of affected individuals and communities;
- Built environment – the restoration of essential and community infrastructure;
- Economic environment – the revitalisation of the affected economy, including agriculture;
- Natural environment – the rehabilitation of the affected environment;

In the event of a significant emergency a Council Recovery Committee will be established to ensure these areas are addressed appropriately. Each functional area will be assigned a Recovery Environment Coordinator with staff from across the functional area assigned to assist in the implementation of recovery activities. For further details on the role of the Recovery Environment Coordinator see the Emergency Management Manual Victoria part 4, page 26.

### 6.11.3 Role of EMV

In the relief and recovery processes of an emergency, Emergency Management Victoria (EMV) has the following responsibility:

- Coordinate relief and recovery planning and management at the State level, supported by the Australian Red Cross.

### 6.11.4 Role of Department of Health and Human Services in Recovery

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
- 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 EMV
- Provide advice to municipal councils to enable them to appropriately manage relief and recovery consequences of local level events.

The department coordinates and distributes regional level relief and recovery information for the public, through outlets including:

- Victorian Emergency Recovery Information Line (1300 799 232)
- Emergency Relief and Recovery Victoria website [www.emergency.vic.gov.au/relief](http://www.emergency.vic.gov.au/relief).

### 6.11.5 Role of Local Government in Recovery

The Municipal Recovery Manager (MRM) and nominated deputies manage the relief and recovery process on behalf of the municipality.

Part 7 of the Emergency Management Manual Victoria outlines the recovery responsibilities of all agencies involved in an emergency. Responsibilities of the affected Shire or shires during recovery include:

- Provision of information services to affected communities, using e.g. Information lines, newsletters, community meetings and websites
- Provision and staffing of Recovery / Information Centre(s)
- Formation and leadership of Municipal / Community Recovery Committees
- Post-impact assessment – gathering and processing of information
- Survey and determination regarding occupancy of damaged buildings
- Environmental health management – including food and sanitation safety, vector control, such as removing dead animals (domestic, native or feral) from waterways
- Oversight and inspection of rebuilding / redevelopment
- Provision and management of community development services
- Provision and/or coordination of volunteer helpers
- Provision of personal support services e.g. Counselling, advocacy
- Waste Management – in the event of an emergency, council will coordinate the process for waste to be taken to an appropriate landfill / transfer station in accordance with their Regional Waste Resource Recovery Group Contingency Plan. This includes disposal of dead animals (domestic, native and feral)
- Support provision / coordination of temporary accommodation
- Repair /restoration of infrastructure, e.g. Roads, bridges, sporting facilities, public amenities.

Some of the above are identified in this plan. However, others are outlined in the Northern Victorian Cluster’s Standard Operating Procedures – Recovery Arrangements:

[http://files.ndc.em.vic.gov.au/Cluster Plans/SOPs/Northern-Victorian-Cluster-Recovery-SOPs.pdf](http://files.ndc.em.vic.gov.au/Cluster%20Plans/SOPs/Northern-Victorian-Cluster-Recovery-SOPs.pdf)

(The above web address is password protected. Those requiring access should contact the Cluster Executive Officer or the Emergency Management Coordinator of Council).

Some activities are not the responsibility of local government during recovery including:

- Replacement of rural fencing and associated costs
- Costs incurred by individuals affected by the emergency (other funding assistance may be available)
- Coordination and dispersal of donated goods and material aid (other agencies have responsibility for this role).

The impact of an event may lead to community needs that exceed the capacity of a municipal council. The council may then seek to escalate the level of management to a regional level, i.e. DHHS. This escalation provides an additional layer of management rather than a replacement layer. Further escalation to state level of management may be necessary in respect of certain services needs in very large or complex events. In the most serious events the Australian Government may also provide a layer of management in respect of particular services.

A relief and recovery committee will be established after an emergency as required. This will be in line with the Standard Operating Procedures – Relief and Recovery Arrangements.



### 6.11.6 Government assistance measures

Details of financial arrangements are in the Emergency Management Manual Victoria, Part 8, Appendix 1.

### 6.11.7 Relief and recovery agencies and services

Role statements for Relief and Recovery Agencies are listed in Part 7 of the EMMV. Local branches of these agencies are listed in the Cluster Contact Database. Refer 11 – Contact Database for details.

## 6.12 The Social Environment - Roles and Responsibilities (DHHS)

### 6.12.1 Introduction

The social recovery environment addresses the impact of an emergency on the health and well-being of individuals, families and communities.

Recovery programs need to include an emphasis on psychosocial support which can be provided by agencies such as the Victorian Council of Churches Emergencies Ministry and Red Cross. These services need to be accessed early in a recovery program where the service providers can offer the support required

### 6.12.2 Responsibility

Coordination activities in the Social recovery environment are the responsibility of:

- Local level – Municipal council
- Regional and State level – DHHS.

Municipal councils are responsible for locally managing and delivering recovery services for affected individuals and the community.

Municipal councils must consider appropriate support strategies including:

- Accessing information
- Financial assistance
- Coordination of support services
- Coordination of accommodation arrangements (short and long term) DHHS will provide support when requested by Council.

DHHS are responsible for:

- The coordination of the provision of health services such as continuity of care for existing patients, clinical health services and preventative health services
- The coordination of psychosocial support (emotional, spiritual, cultural psychological and social needs).

### 6.12.3 Targeted recovery programs

In the planning, communications and community engagement activities, ALL agencies and groups must recognise the diverse needs of affected individuals and communities.

Emergencies do not impact everyone in the same way and vulnerable community members are often more severely impacted.

Planning in the social recovery environment needs to consider the following:



#### 6.12.4 Men and Women in an Emergency

Men and women respond differently in an emergency. Recovery programs must be aware of gender differences. Men on occasions do not share their anxiety and concerns and this may lead to depression.

#### 6.12.5 Family violence in an Emergency

During an emergency the level of family and domestic violence can be exacerbated by the stress and pressure brought on by an emergency. Many factors can increase the risk of family violence, including homelessness, financial stress, unemployment, drug and alcohol abuse, and trauma. An emergency is not an excuse for violence.

Family violence is driven by gender inequity, gender stereotypes and a culture of excusing violence. During emergencies, it is common for people to lapse into traditional gender roles of men as the protectors and women as protected. This is damaging to both genders, and the Committee is committed to promoting the involvement of both men and women in all aspects of the response and recovery phase.

Family violence can include physical assaults and a range of tactics including:

- Intimidation or coercion
- Direct or indirect threats
- Sexual assault
- Emotional or psychological abuse
- Financial control
- Social abuse/isolation
- Racial or spiritual abuse, and
- Any behaviour that causes a person to fear for their safety and wellbeing.

In planning for and responding to emergencies, The Committee will endeavour to:

- Openly and candidly acknowledge the heightened risk of family violence during and post emergencies
- Dispel the notion that family violence is an acceptable response to stress and trauma, and that other issues should take priority during an emergency
- Ensure incidences of family violence, or suspected family violence, are recorded and referred to support services and Victoria Police as appropriate
- Provide mental health information to both men and women
- Provide family violence information to both men and women
- Provide women-friendly and men-friendly activities and outreach services
- Target and tailor risk and recovery information for men and women when needed
- Make use of existing social networks and gathering places, such as local venues and clubs, to distribute information across the community.

The following website provides information on the Victoria’s 10 Year Plan regarding family violence.

<http://www.vic.gov.au/familyviolence>

#### 6.12.6 Children and youth in an Emergency

All agencies involved in recovery need to be aware that children and young persons have unique needs in an emergency. DHHS have developed the *Emergency management planning for children and young people guide*. Full details can be viewed at the attached website: <http://earlytraumagriev.anu.edu.au/>

### 6.12.7 Vulnerable Groups

Municipal council and other service providers are responsible for considering how recovery arrangements best engage with vulnerable groups which may include:

- Multicultural
- Bereaved people
- Isolated households
- People with disabilities and /or mental health issues
- Parents with young children
- People from low socio-economic backgrounds
- People with poor literacy and numeracy skills.

The recovery arrangements must be sufficiently flexible, adaptable and inclusive when an emergency impacts on a community

DHHS can provide further assistance if requested.

### 6.12.8 Displaced and dispersed people

An emergency may isolate, displace or disperse individuals or a whole community from where they live and work. All agencies must consider their needs and provide as much support and guidance as required. It is important that displaced and dispersed people are returned to their residences as quickly as possible. History has shown that communities who are not rehabilitated as quickly as possible often never return. If circumstances are such that it is not possible for them to return quickly it is very important that they are informed of the reasons and kept up to date

### 6.12.9 Community Programs

Depending on the level of damage - affected communities who have been adversely impacted by an emergency may not be able to return to their previous way of life. A devastating event may have changed the landscape forever.

Affected individuals and communities need support to adapt and accept change. Specific community recovery programs may be of assistance. Any program development must be done with the affected community's involvement. These planning sessions should be part of the overall recovery process and coordinated by Council at the local level in the initial stages. It should be the community though that identifies a sustainable program to support their ongoing recovery initiatives.

### 6.12.10 Community engagement

Recovery programs should use all and any existing community networks to deliver information and identify needs and support those affected. These networks may include:

- Community houses
- Community resource centres
- Welfare agencies
- Health and Community Care workers
- Sporting clubs
- Service clubs
- Volunteer Resource centres
- Traders Associations.

Municipal councils are responsible for engaging community members in the development and delivery of shared community activities.

Municipal councils will lead community information (including community briefings and meetings). DHHS will provide support where necessary.

#### 6.12.11 Community Recovery Committees

A Community Recovery Committee is the primary method for supporting recovery arrangements following an emergency. Municipal councils are responsible for establishing these Committees as soon as possible.

A Community Recovery Committee should consider including:

- Municipal Recovery Manager or their representative
- Mayor or Councillor
- Council Community Development officer
- A DHHS representative
- Representatives from Community service providers in the affected community
- Welfare agencies
- Victorian Council of Churches Emergencies Ministry
- Red Cross
- Community leaders.

The functions of the Community Recovery Committee are to:

- Monitor the overall progress of the recovery process in the affected community
- Identify community needs and resource requirements and make recommendations to appropriate recovery agencies, municipal councils and the State's recovery management structure
- Liaise, consult and negotiate, on behalf of affected communities, with recovery agencies, government departments and municipal councils
- Liaise with DHHS through the designated director or delegate
- Undertake specific recovery activities as determined by the circumstances and the Committee.

#### 6.12.12 Recovery Centres

In some cases an Emergency Relief Centre could be transitioned into a Recovery Centre, or a stand-alone Recovery centre could be established. This will need to be decided at the time and it may be that the relief centres operations are ongoing, or the venue is not suitable when assessing the room and other requirements agencies will need when a recovery centre is activated.

A recovery centre provides single point of entry for affected persons for an 'all agency, all stakeholders' integrated recovery process. The size and complexity of the emergency and the affected individuals and communities will determine what agencies and support services will need to be represented.

Further details and guidelines can be found in the Recovery Standard Operating Procedures. <http://files.ndc.em.vic.gov.au/Cluster Plans/SOPs/Northern-Victorian-Cluster-Recovery-SOPs.pdf>

(The above web address is password protected. Those requiring access should contact the Cluster Executive Officer or the Emergency Management Coordinator of Council).

### 6.12.13 Community Service Hubs

A Community Service Hub is similar to a recovery centre but they are established by DHHS and typically run for a longer period.

### 6.12.14 Financial arrangements in Recovery

The municipality and other recovery agencies obtain and pay for goods/services through their own supply systems. The Municipal Recovery Manager with the assistance of DHHS will co-ordinate the acquisition and supply of goods/services which cannot be provided by the municipalities or participating agencies. When goods can only be obtained in such a manner, approval for payment from Human Services is required prior to the goods being obtained.

## 6.13 The Built Environment - Roles and Responsibilities (DJPR)

At state level, the Department of Jobs, Precincts and Regions is responsible for coordinating the participation of all agencies to ensure that built environment recovery is facilitated. This may mean that the department may need to convene state actors to respond to those decisions made at regional level. The responsibilities of agencies at regional level are specified in regional relief and recovery plans.

Municipal councils are responsible at the local level.

Agencies retain their responsibilities and accountabilities in respect of that infrastructure that sits within their portfolio. The Department of Jobs, Precincts and Regions function is for coordination only. Similarly, agencies are responsible for any reporting obligations that apply to the infrastructure within their purview.

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. The Building Commission provides building advice and information and in some cases can assist in expediting the building cycle after an emergency event.

Other recovery activities that can assist and help in the transition from displacement to repatriation are:

- Information for individuals and industry about temporary homes and buildings and new building standards
- Facilitating access to public housing or the private rental market
- Advice on obtaining building permits and engaging building practitioners.

The Department of Health and Human Services can support households arrange interim accommodation and assist with planning future housing arrangements.

Should the state need to assist in respect of clean up and demolition the Department of Environment, Land, Water and Planning will coordinate, as appropriate.

### 6.13.1 Public buildings and assets

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, infrastructure and facilities need to be pre-identified as priorities in the recovery planning process and adequate arrangements developed for their restoration or replacement if required.

Departments are responsible for the restoration of critical infrastructure that sits within their portfolio, in conjunction with the Victorian Managed Insurance Authority and relevant private operators. Local councils are similarly responsible for council owned and managed assets and infrastructure, working with local businesses where appropriate.

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

## 6.14 The Economic Environment - Roles and Responsibilities (DJPR)

*Department of Jobs, Precincts and Regions (DJPR), formerly Department of Economic Development, Jobs, Transport and Resources (DEDJTR)*

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.

Local economies DEDJTR	Businesses DEDJTR	Agriculture DEDTJR
Implement available NDRRA initiatives to assist voluntary non-profit groups, communities and economies (DTF)	Assist businesses to access available information and advice following an emergency (DEDJTR)	Implement available NDRRA initiatives to assist primary producer's recovery (DTF)
Implement approved actions and projects to assist economic recovery (DEDJTR)	Information and advice to small businesses to support decision making and encourage a return to business (DEDJTR)	Delivery of recovery programs and advice to primary producers, and rural land managers and other animal businesses (DEDJTR)
Encourage and bring forward the resumption of local trade and economic activity (DEDJTR)	Implement available NDRRA initiatives to assist small businesses' recovery (DTF)	Technical advice to primary producers and rural land managers on re-establishment or alternative strategies (DEDJTR)
Monitor broad economic impacts and consequences (DEDJTR)	Implement approved actions to assist business recovery (DEDJTR)	Assist farmers repair and restore fences damaged by fire or suppression activities (DELWP & CFA)
	Provide opportunities for the enhancement of knowledge and skills within small businesses (DEDJTR)	
	Coordinate the insurance industry response, information, advice and government liaison (DTF)	

*Economic recovery environment: functional areas and activities (Source EMMV: Part 4, page 35)*

Municipal councils are responsible for the local management and delivery of economic recovery activities for businesses. Councils can:

- Assist businesses in accessing information, grants or assistance programs through the Department of Health and Human Services
- Prioritise recovery works that have a strong positive impact on allowing businesses to return to normal.

Targeted recovery activities will 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
- Development and promotion of local employment opportunities
- Local tourism and support of locally affected businesses.

Municipal councils are responsible for the local management and delivery of economic recovery activities for businesses.

The Department of Jobs, Precincts and Regions can assist municipal councils with this role at a regional and state level.

The Business Victoria website provides guidance on business preparedness, risk mitigation and business continuity. For more information go to: <http://www.business.vic.gov.au/>

The Business Victoria website includes a series of downloadable resources to assist businesses plan for, respond to and recover from emergencies. For more information go to:

<https://www.business.vic.gov.au/tourism-industry-resources/Business-Tools-and-Support/crisis-management-guide/plan/emergency-planning>

#### 6.14.1 Animal welfare

The Department of Jobs, Precincts and Regions will coordinate all animal welfare (livestock and companion animals) and work with municipal councils, Royal Society for the Prevention of Cruelty to Animals, Australian Veterinary Association and volunteer groups involved with assisting the recovery of animals after emergencies. This includes 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.

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). The Victorian Emergency Animal Welfare Plan is available at:

<http://agriculture.vic.gov.au/agriculture/emergencies/response/victorian-emergency-animal-welfare-plan>

The Department of Jobs, Precincts and Regions will also assess and assist with urgent animal welfare (livestock and companion animals) needs of rural land managers, with emphasis in the first instance on the relief of animal suffering.

The Department of Jobs, Precincts and Regions and Environment Protection Authority are able to provide direction to municipal councils regarding the location of stock disposal sites.

#### 6.14.2 Referral of needs

If any urgent needs are identified during relief activities, the Department of Jobs, Precincts and Regions, will refer these needs to the appropriate agency.

#### 6.14.3 Emergency fodder

The Department of Jobs, Precincts and Regions and the Victorian Farmers Federation may provide emergency fodder for a maximum of four weeks following an emergency where significant amounts of pasture and/or fodder has been lost. The Department of Jobs, Precincts and Regions and the Victorian Farmers Federation will jointly consider the need on a case-by case basis.

#### 6.14.4 Recovery arrangements

Following significant incidents, the Department of Jobs, Precincts and Regions may establish a longer term recovery program.

The Department of Jobs, Precincts and Regions is a key support agency that takes a lead role in the provision of recovery services to commercial primary producers and rural land managers.



The operational objective of a recovery program is to support primary producers in improving productivity after natural disasters and emergencies through the design and implementation of appropriate assistance programs.

The focus of a Department of Jobs, Precincts and Regions 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.

#### 6.14.5 Case management

Where primary producers are impacted, Municipal Recovery Managers should liaise with the Department of Jobs, Precincts and Regions to determine what level of case management deployment the department will activate, to ensure coordination and minimise duplication.

#### 6.14.6 Fencing

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.

Assistance can often be provided to rural landholders by volunteer groups to assist in dismantling damaged fences and reconstructing fences. Municipal councils often take the lead role in coordinating local volunteer efforts after emergencies.

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 <https://www.ffm.vic.gov.au/recovery-after-an-emergency/public-land-recovery>

## 6.15 The Natural Environment - Roles and Responsibilities (DELWP)

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.

The Department of Environment, Land, Water and Planning is responsible for coordinating natural environment recovery activities at the local, regional and state level, by working closely with partner agencies such as Parks Victoria, the Environment Protection Authority, catchment management authorities, local government and communities. The Code of Practice for Bushfire Management on Public Land (2012) outlines how the Department of Environment, Land, Water and Planning approaches recovery after bushfire, a similar approach is taken for other emergency events. <http://delwp.vic.gov.au/safer-together>

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. Activities that can be undertaken to assist restore the economic viability of impacted industries includes:

- Restoring access to impacted public land
- Reopening the road network
- Restoring visitor facilities
- Monitoring and surveying impacted habitats
- Regenerating forests for future timber use
- Assisting farmers restore boundary fences between farms and public land.

These activities are undertaken by the Department of Environment, Land, Water and Planning, Parks Victoria, VicForests and municipal councils as appropriate after emergency events.

Council will provide advice to the Department of Environment, Land, Water and Planning (DELWP) on community priorities and keeping the community informed about the recovery process.

## 7 CONSEQUENCE MANAGEMENT

Effective consequence management involves the ongoing assessment and management of the potential or actual effect of the emergency on communities. The safety of community members is the primary consideration in consequence management.

Although consequence management is a key consideration for all emergencies, it should not interfere with the control of an emergency.

To make appropriate decisions about relief and recovery needs decision-makers rely on clear, relevant, timely and accurate information regarding the needs of impacted individuals, families and communities.

When identifying these needs the decision-makers need to look beyond the immediate impacts of an emergency and consider the potential impacts their decisions, actions and inactions will have in the longer term.

Critical infrastructure such as water, power, mobile phone transmitters, etc., should also be mapped and where possible, additional resources should be deployed to protect these assets.

Each Council should identify community assets within their municipalities that have significant social or cultural value. The asset may not have a high monetary value but the community see it as an intrinsic and valuable part of their area and where possible additional resources should be made available to actively defend these sites.

## 8 IMPACT ASSESSMENTS

With the advent of the Emergency Management Act (2013) (hereafter referred to as The Act) the collection of Impact Assessment data is now the responsibility of the Emergency Management Commissioner (EMC).

The purpose of an Initial Impact Assessment (IIA) is to provide an immediate assessment of an impacted area during the initial stages of an emergency by:

- Determining the impact and scale of the emergency
- Gathering information to assist response, relief and recovery activities
- Providing information to the government and the community on the impact of the emergency to promote confidence in the management of the incident, and
- Establishing a standard process for gathering, recording and reporting on impact related information.

IIA is initiated by the Controller either at the incident, regional or state level for the purpose of providing relief and recovery agencies with raw data in relation to the impact of an emergency event.

In practice IIA data will be gathered by first responders. The assessment is intended to be observational and indicative, rather than definitive (e.g. the number of casualties recorded, or indication of dwellings or critical infrastructure destroyed, or scope of an environmental catastrophe).

The information gathered during this phase will be reasonably reliable and considered 'field truthed', except in the case of fatalities where Victoria Police is responsible for confirmation.

There is potential for merging IIA with the Secondary Impact Assessment phase depending on the nature and size of the emergency. It is important to note that where secondary data is sought in the IIA phase this may hinder the ability of managers to finalise reporting and could negatively affect timelines.

This phase should be completed within 48 hours from the time that IIA data collection teams first enter the affected area(s).

### Legislative Powers

Under Section 32 (1) (l) of The Act, the functions of the EMC include coordinating data collection and impact assessment processes.

The EMC has power to do all things that are necessary or convenient to be done for or in connection with, the performance of this function under The Act.

Under Sections 32(f) and 45 of The Act the EMC is responsible for consequence management for a major emergency. This includes ensuring the potential risks and consequences of emergencies are identified and proactive mitigation strategies applied.

### Community Welfare

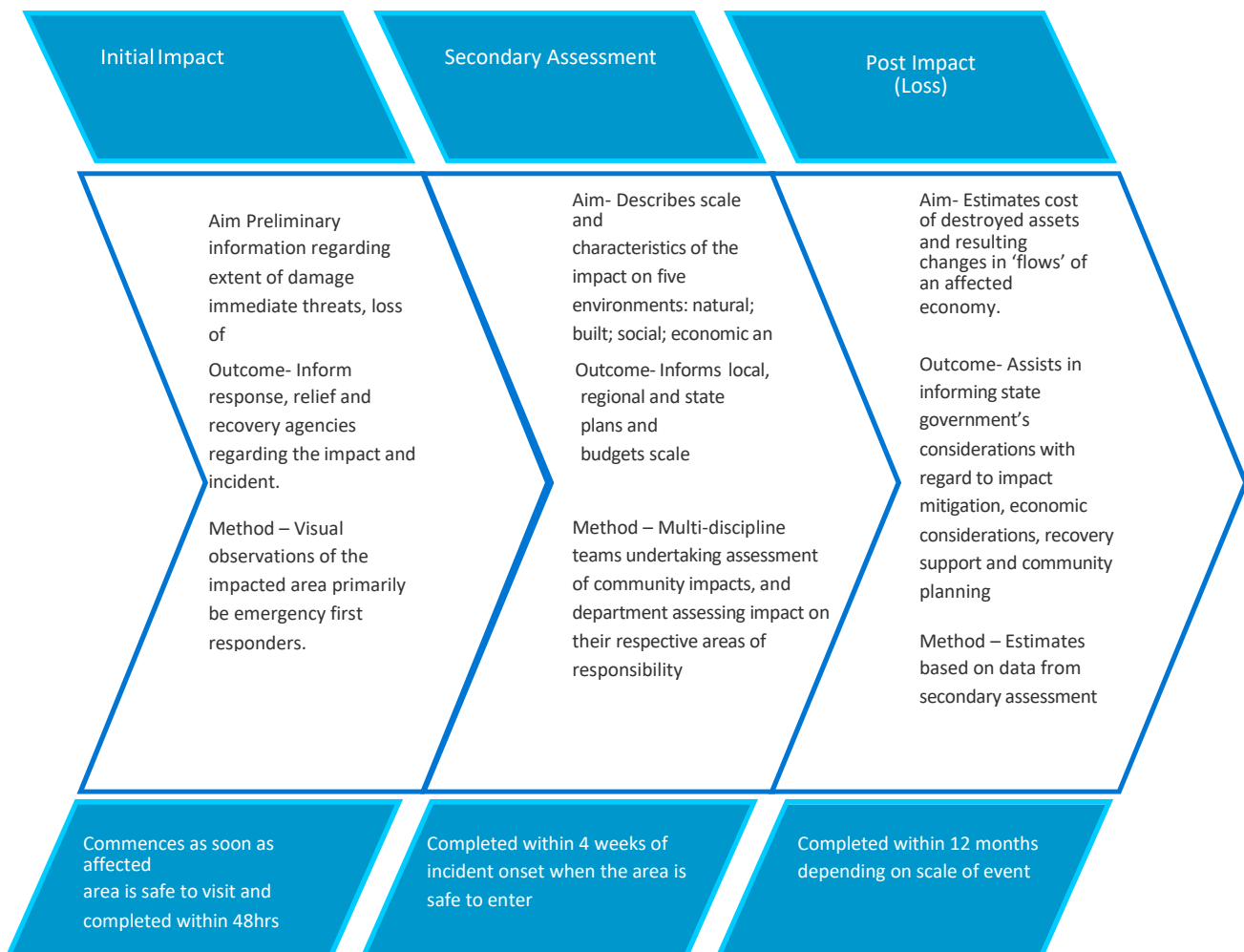
The ability of a community to recover from a natural disaster can be influenced by the capability of emergency responders and recovery agencies to efficiently and effectively gather data and information on the impact of an emergency and make an assessment of their needs and provide relief to those affected in a timely manner.

## 8.1 The Impact Assessment Process

The phased approach to impact assessment aids in increasing situational awareness and reduces ‘assessment fatigue’ caused by agencies making multiple visits to affected areas. It also assists in managing government and community expectations by providing them timely information.

In general terms, first responders conduct IIA, generating an immediate picture of the extent of damage and loss of life. Secondary Impact Assessment entails a higher level of data collection that can be generated from a number of agencies, departments and local government sources. Post Impact (Loss) Assessment is a far more detailed process involving analysis and input by experts (refer Figure 2).

Despite being able to describe the process as possessing three seamless phases it should be noted that due to the dynamic nature of emergencies different affected areas could simultaneously be at different phases of the process.



### Control agency responsibility

The Control Agency is responsible for initiating the impact assessment process. Once it is initiated the Control Agency will request the appointment of a coordinator to manage the first phase of assessment. Once IIA transitions to Secondary and Post Impact Assessment a Recovery Coordinator is to be appointed to coordinate these phases.

## Multi agency Response

Impact Assessment is not the responsibility of a single agency; it encompasses data drawn from a number of different agencies and government departments. Whilst the IIA phase is essentially a visual inspection by first responders, the post impact phases utilise data drawn from agencies such as the Department of Human Services (DHHS), Health Department, local government, education sector, Department of Environment Land Water and Planning (DELWP) , Regional Roads Victoria and subject matter expert's depending on the nature and scale of the event.

### 8.1.1 Initial Impact Assessment – Phase 1

IIA command arrangements are designed to allow for flexibility in their application as IIA will occur in a dynamic environment and the circumstance of a particular assessment may require adaptation of some of these arrangements.

The purpose of IIA is to provide an immediate assessment of an impacted area during the initial stages of an emergency by:

- Determining the impact and scale of the emergency
- Gathering information to assist response, relief and recovery activities
- Providing information to the government and the community on the impact of the emergency to promote confidence in the management of the incident, and
- Establishing a standard process for gathering, recording and reporting on impact related information.

IIA is initiated by the Control Agency either at the incident, regional or state level for the purpose of providing relief and recovery agencies with raw data in relation to the impact of an emergency event.

In practice IIA data will be gathered by first responders and needs to be stored online (e.g. Crisisworks, EM-COP<sup>1</sup>) in a location that Council Emergency Management staff can access. The assessment is intended to be observational and indicative, rather than definitive (e.g. the number of casualties recorded, or indication of dwellings or critical infrastructure destroyed, or scope of an environmental catastrophe).

The information gathered during this phase will be reasonably reliable and considered 'field truthed', except in the case of fatalities where Victoria Police is responsible for confirmation.

There is potential for merging IIA with the Secondary Impact Assessment phase depending on the nature and size of the emergency. It is important to note that where secondary data is sought in the IIA phase this may hinder the ability of managers to finalise reporting and could negatively affect timelines.

This phase should be completed within 48 hours from the time that IIA data collection teams first enter the affected area(s).

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<sup>1</sup> as at May 2019 possibility of this data being stored in EM-COP is still being explored.

## Expected outcome

IIA data is used to assist recovery agencies to plan for potential relief and recovery requirements of communities by identifying the following impacts (not an exhaustive list):

- Community/ township built environment (sewage, water, electricity access)
- Injured/ deceased persons
- Potential isolation of communities, homes, businesses
- Damage to local businesses vital to the community (suppliers of food)
- Damage to government facilities of community significance (schools, hospitals)
- Residential damage indicating displaced people, and
- Damage to essential road and rail transport connections.

In addition, the data will assist in informing local, regional and state budget holders regarding potential financial assistance requirements.

## Transition from Initial to Secondary Impact Assessment

The Control Agency will initiate the transition from IIA to Secondary Impact Assessment in consultation with the IIA Coordinator and Recovery Coordinator. If the timeline was documented in the first instance it will be at the conclusion of the nominated time period unless by agreement the transition can occur at an earlier time. The IIA Activation and Advice template shown in Appendix 5 provides for signatures to be documented from the Incident, Regional or State Response Controller and Recovery Coordinator in relation to the handover from IIA to Secondary Impact Assessment.

The conclusion of the IIA phase and transition to Secondary Impact Assessment is to be clearly communicated to all agencies and documented at the Incident and Regional EMT. At State level the formal acknowledgement of the transition from IIA to the Secondary Impact Assessment phase of impact assessment will occur at the SEMT meeting.

For the transition to occur the Incident or Regional Controller must first be satisfied the impacted area is safe for non-responder personnel to operate in, and the IIA Coordinator must ensure that information collected in the IIA phase has been made available to the Secondary Impact Assessment Phase Recovery Coordinator.

### 8.1.2 Secondary Impact Assessment – Phase 2

#### Purpose

Secondary Impact Assessment builds on the observational information gathered through the IIA phase to provide an additional layer of analysis and evaluation. A secondary assessment is more detailed and the information supports understanding the type and level of assistance needed by affected communities.

This phase considers resources available within an affected community and identifies those needs and priorities that can only be met with outside assistance. The management of this phase will change from the incident, regional and state level Initial Impact Assessment Coordinator to the Recovery Agency Coordinator.



Teams undertaking Secondary Impact Assessments should also consider the provision of psychological first aid by either including an appropriately trained person in the team (e.g. Red Cross or VCCEM) or providing psychological first aid training to those doing the assessment.

The Recovery Coordinator will undertake planning for this phase in consultation with the Incident Controller. It will generally be the case that this phase takes place when the level of danger has subsided and non-responder personnel are able to access the affected area. The following points should be considered when transitioning from IIA to either the Secondary or Post Impact Assessment Phase:

- Review incident risk assessments so that necessary measures are put in place for the safety and wellbeing of personnel that will be operating in the secondary and post impact assessment phases (such information would contribute to the development of operational briefings)
- Determine the need to conduct secondary impact assessment, or transition directly to local government where local resources are activated for the conduct of post impact assessment
- Confirm the process of IIA data exchange from the Incident Controller to DHHS, recovery agencies and local government (an agreed process should be developed and documented which ensures that any further impact assessment information collected by the control agency is clearly identifiable and flows seamlessly to those agencies and organisations involved in recovery operations)
- Determine what resources are required during the secondary and post Impact phases and for what period of time (resources could be sourced from agencies actively involved in IIA or by redirecting first responders where there is the capacity to do so and where such an approach would maintain continuity of understanding)
- Confirm which resources will be stood down and which resources will be activated such as Local Government, Red Cross and the Victorian Council of Churches Emergencies Ministry
- Map and understand key geographical areas within the area of impact where Secondary and Post Impact Assessment operations should be concentrated and prioritised, e.g. key infrastructure, isolated communities and community icons
- Development of key messages to the community which can be included within the broad suit of warning methods, and
- Understand the complications associated with the return of the community to the impacted area and develop a suitable plan where the community members are informed and supported.

This secondary assessment process will include recovery teams engaging with community members and obtaining impact information in greater detail. Returning residents may have had contact with IIA teams already, so subsequent assessors will need to keep this in mind and try to minimise ‘assessment fatigue’ by avoiding repeating the same questions that IIA responders may have previously asked.

Agencies, departments or personnel that would operate in this phase would include (but not limited to):

- Local Government Area representatives to ascertain places of residence and loss of community assets
- DHHS (for psycho-social needs)
- Recovery support agencies (e.g. Red Cross, Victorian Council of Churches Emergencies Ministry)
- DELWP Agriculture for more detailed stock, crop and fencing loss assessments and environmental assessments
- Parks Victoria for environmental impact assessment
- Insurance assessors
- Civil Engineers to assess safety of structures and roads, and
- Essential Service Providers for assessing the resumption of facilities.

Ideally secondary assessment teams will be deployed as soon as the Incident or Regional Controller declares the impact area safe. From past experience the timeframe for secondary assessment is within four weeks of the onset of the emergency event.

#### Expected outcome

The expected outcomes of this phase are as follows:

- Inform municipal, regional and state recovery plans (for each of the four environments)
- Inform budget estimates for government
- Inform agencies regarding the extent of psycho-social impact on communities and the extent of support that may be required
- Identify any underlying issues within affected communities that are likely to be exacerbated by the emergency event (e.g. economic instability, tourism, employment, transportation, supply chain disruption), and
- Assist in treating identified risks and support consequence management.

#### Activation arrangements

The relevant Control Agency will initiate the transition from IIA to Secondary Impact Assessment in consultation with the relevant IIA Coordinator and Recovery Coordinator.

The conclusion of the IIA phase and transition to Secondary Impact Assessment is to be clearly communicated to all agencies and documented at State, Regional or Incident level.

### 8.1.3 Post Impact (Loss) Assessment – Phase 3

#### Purpose

Post Impact Assessment estimates the cost of destroyed assets across the following environments:

- Built environment
- Economic environment
- Natural environment
- Social environment

This phase of assessment aims at estimating the cost of destroyed assets, the changes in the ‘flows’ of an affected economy caused by the destruction of assets, and any changes in the performance of an affected economy.

The assessment should inform the medium to longer-term recovery process, and guide planning that focuses on building structures and designing environments that enhances community resilience and assists in mitigating the impact of future emergencies.

These assessments provide the Department of Premier and Cabinet with a foundation for determining whether Federal Government assistance may be required from the Natural Disaster Relief and Recovery Arrangements.

The timeframe for this phase will be dependent on the nature and scale of the event and may result in a number of update reports until final loss and damage assessments can be accomplished. The assessment can take months, as it requires a high level of analysis and is dependent on the availability of expert assessment advice.

#### Expected Outcome

This phase provides a qualitative view of the overall cost of the impact and provides insight in relation to the length of time it will take the community and economy to recover. This data assists in informing State Government considerations regarding financial assistance, impact mitigation projects and recovery support to the community.

#### Methodology for Data gathering

The gathering of Post Impact Assessment data commences from a pre-existing baseline of data collected during the secondary assessment phase. Estimates are made for both physical and financial losses, such as the loss of business output. The Recovery Coordinator is accountable for coordination of this phase.

## 9 RESOURCE LIST

Each Municipality has a list of resources that are either owned by or are under the direct control of the Council. Lists of Council plant and machinery are managed by the Councils Works department.

The lists also record contractors who are able to provide plant and equipment that is not owned or controlled by Council. Access to the lists can be accessed by the MERO for each Council.

### 9.1 Request for resources

In an emergency the following steps must be followed when a request for Council resources is made:

- The Incident controller makes contact with the MERC requesting the resource
- The MERC makes contact with the Council MERO or MRM and makes the request for the resource
- The MERO or MRM take the necessary action to supply the resource
- The MERC then advises the Incident Controller that the resource request has been completed and what the details are regarding the estimated time of arrival or location of the resource
- If the resource cannot be supplied by Council because it is either unavailable or the request exceeds the Councils resource capacity the request is sent back to the MERC with the reasons why Council cannot meet the requirement
- The MERC advises the Incident Controller that the request cannot be met, along with the reasons. The Incident Controller can then escalate the request to regional level if required.

It should be noted that each Council within the Loddon Mallee Region is part of the Regional Emergency Management Team. Each Council have ready access to the Regional Control Centre which is based in Bendigo. Contact details for the RCC are contained in the all agency contact list.

Under the resource sharing model between Municipalities, there is greater access to resources. These resources can be requested through the MERO of the Council which owns or controls the resource.

### 9.2 Financial considerations when providing resources

Part 6 of the EMMV states that Councils are responsible for the costs of providing municipal resources that are owned or under the direct control of council, including:

- Plant and machinery (even where under it is operated under an existing contract from external providers)
- Personnel for response, relief and recovery activities
- Resources for relief and recovery activities.

The EMMV acknowledges that the provision of some resources may be subject to limitations and constraint due to costs. In these circumstances this request would then be escalated to regional level in the first instance.

### 9.3 Municipality recouping costs

Under certain circumstances Councils may seek financial assistance from the Department of Treasury and Finance when there has been a disaster. Depending on the disaster meeting certain criteria, this eligibility may refer to the following:

- Establishment of relief and recovery centres
- Counter disaster operations
- Reinstatement of essential public assets
- Salaries and wages
- Asset replacement including betterment and enhancement
- Costs incurred that are outside Councils normal operating budget and procedures (such as using contractors).

In exceptional circumstances, and where a local council can demonstrate financial hardship, arrangements for payments to be provided in advance to assist councils experiencing financial hardship in commencing or progressing NDRRA/NDFA recovery works can be organised.

It should also be noted that a Council may apply to the Victorian Grants Commission for the provision of special payments where there is a shortfall between the approved restoration costs and the DTF contribution.

Further guidance and templates for applications are available at:

<http://www.dtf.vic.gov.au/Victorias-Economy/Natural-disaster-financial-assistance>

### 9.4 Debriefing arrangements

A debrief should take place as soon as practicable after an emergency.

The Municipal Emergency Response Co-ordinator will convene the debrief following the response phase and all agencies who participated should be represented with a view to assessing the adequacy of the Plan and to recommend any changes.

There may also be a later debrief following the transition from response to relief/recovery. Further to that it may also be prudent to have a debrief at the end of the recovery phase to allow the people involved to discuss events and the outcomes. This debrief/s should be convened and chaired by the Emergency Management Coordinator.

Any debrief must have an agenda and following the debrief a report of the findings and outcomes is prepared by the convenor and is to be included at the next Committee meeting.

The debrief should also consider the impact and effect the emergency may have on the personnel who were involved. This should be a shared responsibility – primarily of the individual agencies or departments but also of the “lead” agency for each stage – response, relief and recovery.

## 10 EXERCISE AND TRAINING

Part 6 of the EMMV provides the guidelines for the development of a MEMP plan. Part of this process is to monitor and review the Plan.

The EMMV states that the MEMP Committee and organisations that have responsibilities under the Plan should conduct exercises to test the currency of the Plan.

Best practice is for at least one exercise to be conducted annually. A list of training / exercises undertaken is shown in Appendix 6.

## 11 CONTACTS

### 11.1 Contact lists

The Cluster maintains a contact list of staff members who occupy certain emergency management positions such as:

- MERO (and deputy)
- MRM (and deputy)
- MFPO (and deputy)
- MOC Manager (and deputy)
- Relief Centre Manager/s (and deputy)
- Recovery Centre Manager/s (and deputy)
- Cluster Emergency Manager
- Emergency Management Coordinator (EMC)
- Administration staff
- Emergency Management Liaison Officers (EMLO).

This directory also lists:

- Emergency Relief Centres
- Places where vulnerable persons are likely to be located
- Vulnerable persons funded agencies
- Officers from emergency service organisations
- Officers from relief and recovery organisations
- Suppliers of goods used in emergencies e.g. Sand suppliers, transport operators, media.

The Cluster contact list is located at <https://nvc.crisisworks.com/public>

All members of the IMEMPC have rights to access the list within Crisisworks and view information. Twice a year the IMEMPC membership will be required to log into Crisisworks to review and update their information.

Any other person or organisation wanting access to the contact list should contact the Cluster Executive Officer, or the Emergency Management Coordinator of Council. The Cluster Executive Officer will ensure the contact list is revised on a regular basis.



## 12 SUB PLANS, STANDARD OPERATING PROCEDURES

### 12.1 Sub-Plans for the Cluster

- Heatwave Plan
- Influenza Pandemic Plan
- Emergency Animal Welfare Plan

### 12.2 Sub-Plans and Special Plans for Individual Municipalities

All plans are available on the Council website, or by contacting emergency management staff at the Council.

#### 12.2.1 City of Greater Bendigo

- Municipal Fire Management Plan (including Neighbourhood Safer Places – Places of Last Resort Plan)
- Municipal Flood Emergency Plan

#### 12.2.2 Campaspe Shire Council

- Municipal Fire Management Plan (including Neighbourhood Safer Places – Places of Last Resort Plan)
- Flood Emergency Plan

#### 12.2.3 Mount Alexander Shire Council

- Municipal Fire Management Plan (including Neighbourhood Safer Places – Places of Last Resort Plan)
- Municipal Flood Emergency Plan
- Municipal Relief and Recovery Sub Plan
- Municipal Public Health Emergency Management Sub Plan

#### 12.2.4 Loddon Shire Council

- Municipal Fire Management Plan
- Municipal Flood Emergency Plan (in preparation)
- Neighbourhood Safer Places Plan.

#### 12.2.5 Central Goldfields Shire Council

- Municipal Fire Management Plan
- Municipal Flood Emergency Plan (in preparation)
- Neighbourhood Safer Places Plan.

### 12.3 Standard Operating Procedures (Integrated)

- Emergency Relief Centres
- Recovery
- Emergency Management Liaison Officer (EMLO)
- Municipal Operations Centre.

### 12.4 Standard Operating Procedures (Municipalities)

- Code Red Policy (COGB)
- Summer Preparedness guidelines (COGB)
- Procedure for Disposal/Removal of Dead Animals (MASC)
- Emergency Accommodation (MASC)
- Service Delivery for High Fire Danger Days (MASC)
- Municipal Emergency Operations Response (Loddon, Central Goldfields)
- Mosquito Management Plan (MASC).

## 13 ACRONYMS

Emergency Management uses a broad range of acronyms across various plans, policies and procedures. The list of current acronyms can be sourced from the Emergency Management Manual Victoria, Part 8.

## Appendix 1 Audit Certificate



**Certificate of  
Audit**

*THIS IS TO CERTIFY THAT THE  
MUNICIPAL EMERGENCY MANAGEMENT PLAN OF*

**Loddon Shire Council**

*Has been audited in accordance with the Guidelines issued by the  
Minister and has been assessed as*

*"Complying with the Guidelines"*

  
Trevor White  
Chief Officer, Operations

17 July 2017  
Date

## Appendix 2 Municipal Statistics and Demographics

The Loddon Shire Council is located in North Central Victoria, about 175km north-west of Melbourne. It is bounded by Gannawarra Shire in the north, the Shire of Campaspe and City of Greater Bendigo to the East, Mount Alexander and Central Goldfields Shires to the South and northern Grampian and Buloke Shires are to the West. The shire is predominantly rural, with many small towns and communities, and encompasses a total land area of about 6,700 square kilometres.

The history of broad-scale agricultural use has changed the landscape significantly in the Shire, particularly in the north. Boort, Wedderburn, Inglewood and Bridgewater are classed as sub-regional centres within the municipality and the major centres for employment, retailing, services, business and community services in the Shire.

Significant areas of the Shire are subject to bushfire risk, including rural areas adjoining vegetated crown land, residential areas abutting crown land and rural living areas. The shire has a vast history of flooding with the Loddon River flood plain extending from Bridgewater in the south of the municipality to well beyond the boundary in the north of the municipality.

Population  
**7,507**  
 ERP, 2017

Land area  
**669,414**  
 ha (6,694 Km<sup>2</sup>)

Population density  
**0.01**  
 persons per hectare

Median age	
<b>51</b>	
Regional VIC	43
Victoria	37
Australia	38

Aboriginal and Torres Strait Islander Population	
<b>1.6%</b>	
Regional VIC	1.6%
Victoria	0.8%
Australia	2.8%

Couples with children	
<b>19%</b>	
Regional VIC	25%
Victoria	31%
Australia	30%

Older couples without children	
<b>15%</b>	
Regional VIC	12%
Victoria	9%
Australia	10%

Lone person households	
<b>31%</b>	
Regional VIC	27%
Victoria	23%
Australia	23%

Medium and high density Housing	
<b>2%</b>	
Regional VIC	10%
Victoria	27%
Australia	27%

Median weekly household income	
<b>\$821</b>	
Regional VIC	\$1,124
Victoria	\$1,416
Australia	\$1,431

Median weekly mortgage repayment	
<b>\$177</b>	
Regional VIC	\$309
Victoria	\$391
Australia	\$409

Median weekly rent	
<b>\$131</b>	
Regional VIC	\$238
Victoria	\$330
Australia	\$339

Households renting	
<b>15%</b>	
Regional VIC	24%
Victoria	28%
Australia	29%

Households with a mortgage	
<b>23%</b>	
Regional VIC	31%
Victoria	33%
Australia	32%

Overseas born	
<b>8%</b>	
Regional VIC	11%
Victoria	28%
Australia	26%

Language at home other than English	
<b>3%</b>	
Regional VIC	6%
Victoria	26%
Australia	21%

University attendance	
<b>1%</b>	
Regional VIC	3%
Victoria	5%
Australia	5%

University qualification	
<b>8%</b>	
Regional VIC	15%
Victoria	24%
Australia	22%

Trade qualification (certificate)	
<b>21%</b>	
Regional VIC	22%
Victoria	17%
Australia	19%

Unemployment rate	
<b>5.0%</b>	
Regional VIC	6.0%
Victoria	6.6%
Australia	6.9%

Participation rate (population in labour force)	
<b>47%</b>	
Regional VIC	56%
Victoria	60%
Australia	60%

Public transport (to work)	
<b>0%</b>	
Regional VIC	2%
Victoria	12%
Australia	11%

SEIFA index of disadvantage 2016	
<b>942</b>	
Regional VIC	977
Victoria	1010
Australia	1002

Homeless persons estimated 2016 *	
<b>41</b>	

\* Source: ABS, 2049.0 Estimating Homelessness, 2016

## Population

### Loddon Shire - Total persons

Population	2016			2011			Change 2011 to 2016
	Number	%	Regional VIC %	Number	%	Regional VIC %	
Estimated Resident Population	7,558	--	--	7,546	--	--	+12
Enumerated Population	7,355	--	--	7,296	--	--	+59
Usual Resident Population	7,516	--	--	7,464	--	--	+52

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented in profile.id by .id, the population experts.

## Selected subpopulation categories

### Loddon Shire - Total people (Usual residence)

Population group	2016			2011			Change 2011 to 2016
	Number	%	Regional VIC %	Number	%	Regional VIC %	
Males	3,848	51.2	49.1	3,810	51.0	49.1	+38
Females	3,668	48.8	50.9	3,654	49.0	50.9	+14
Aboriginal and Torres Strait Islander population	118	1.6	1.6	104	1.4	1.5	+14
Australian citizens	6,477	86.2	88.2	6,788	90.9	90.9	-311
Eligible voters (citizens aged 18+)	5,196	69.1	68.1	5,348	71.7	69.3	-152
Population over 15	6,319	84.1	81.8	6,163	82.6	80.8	+156
Employed Population	2,842	95.0	94.0	2,932	94.3	94.8	-90
Overseas visitors (enumerated)	21	--	--	17	--	--	+4

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016 (Usual residence). Compiled and presented in profile.id by .id, the population experts.

## Dwellings

### Loddon Shire – Households (Enumerated)

Dwellings	2016			2011			Change 2011 to 2016
	Number	%	Regional VIC %	Number	%	Regional VIC %	
Total dwellings	4,168	100.0	100.0	4,146	100.0	100.0	+22
Occupied private dwellings	3,319	79.6	83.6	3,231	77.9	83.3	+88
Population in non-private dwellings	113	--	--	146	--	--	-33
<i>Average household size (persons per dwelling)</i>	<i>2.18</i>	<i>--</i>	<i>2.36</i>	<i>2.22</i>	<i>--</i>	<i>2.40</i>	<i>-0.03</i>

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016 (Enumerated). Compiled and presented in profile.id by .id, the population experts.

## Age structure - Service age groups

### Loddon Shire - Total persons (Usual residence)

Service age group (years)	2016			2011			Change 2011 to 2016
	Number	%	Regional VIC %	Number	%	Regional VIC %	
Babies and pre-schoolers (0 to 4)	335	4.5	5.8	405	5.4	6.3	-70
Primary schoolers (5 to 11)	567	7.5	8.7	620	8.3	8.8	-53
Secondary schoolers (12 to 17)	564	7.5	7.4	550	7.4	8.4	+14
Tertiary education and independence (18 to 24)	367	4.9	7.9	313	4.2	8.1	+54
Young workforce (25 to 34)	518	6.9	10.9	508	6.8	10.5	+10
Parents and homebuilders (35 to 49)	1,218	16.2	18.1	1,317	17.6	19.8	-99
Older workers and pre-retirees (50 to 59)	1,288	17.1	13.9	1,290	17.3	14.0	-2



Empty nesters and retirees (60 to 69)	1,311	17.4	13.4	1,214	16.3	11.9	+97
Seniors (70 to 84)	1,092	14.5	11.1	1,010	13.5	10.0	+82
Elderly aged (85 and over)	256	3.4	2.7	237	3.2	2.3	+19
<b>Total</b>	<b>7,516</b>	<b>100.0</b>	<b>100.0</b>	<b>7,464</b>	<b>100.0</b>	<b>100.0</b>	<b>+52</b>

## Ancestry - Ranked by size

Loddon Shire - Total persons (Usual residence)		2016		2011		Change	
Ancestry	Number	%	Regional VIC %	Number	%	Regional VIC %	2011 to 2016
Australian	3,140	41.8	40.0	3,283	44.0	40.9	-143
English	3,042	40.5	40.1	3,108	41.6	39.9	-66
Scottish	908	12.1	11.3	976	13.1	10.9	-68
Irish	756	10.1	13.0	874	11.7	12.6	-118
German	272	3.6	4.6	278	3.7	4.6	-6
Italian	112	1.5	3.7	103	1.4	3.6	+9
Dutch	95	1.3	2.2	121	1.6	2.3	-26
Filipino	71	0.9	0.5	30	0.4	0.4	+41
Welsh	40	0.5	0.5	24	0.3	0.5	+16
Chinese	39	0.5	1.0	37	0.5	0.7	+2

## Highest qualification achieved

Loddon Shire - Persons aged 15+ (Usual residence)		2016		2011		Change	
Qualification level	Number	%	Regional VIC %	Number	%	Regional VIC %	2011 to 2016
Bachelor or Higher degree	537	8.5	14.5	495	8.0	12.5	+42
Advanced Diploma or Diploma	422	6.7	8.5	335	5.4	7.2	+87
Vocational	1,303	20.6	22.0	1,160	18.8	20.7	+143
No qualification	3,017	47.8	42.8	3,395	55.1	48.4	-378
Not stated	1,039	16.4	12.2	779	12.6	11.1	+260
<b>Total persons aged 15+</b>	<b>6,318</b>	<b>100.0</b>	<b>100.0</b>	<b>6,164</b>	<b>100.0</b>	<b>100.0</b>	<b>+154</b>

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id, the population experts.

## Employment status

Loddon Shire - Persons (Usual residence)		2016		2011		Change	
Employment status	Number	%	Regional VIC %	Number	%	Regional VIC %	2011 to 2016
Employed	2,842	95.0	94.0	2,932	94.3	94.8	-90
Employed full-time	1,672	55.9	53.8	1,803	58.0	56.2	-131
Employed part-time	1,076	36.0	38.3	1,060	34.1	36.5	+16
Hours worked not stated	94	3.1	1.9	69	2.2	2.1	+25
Unemployed (Unemployment rate)	151	5.0	6.0	178	5.7	5.2	-27
Looking for full-time work	113	3.8	3.5	132	4.2	3.1	-19
Looking for part-time work	38	1.3	2.5	46	1.5	2.0	-8
<b>Total labour force</b>	<b>2,993</b>	<b>100.0</b>	<b>100.0</b>	<b>3,110</b>	<b>100.0</b>	<b>100.0</b>	<b>-117</b>

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id, the population experts.

**Volunteer work****Loddon Shire - Persons aged 15+  
(Usual residence)**

Volunteer status	2016			2011			Change 2011 to 2016
	Number	%	Regional VIC %	Number	%	Regional VIC %	
Volunteer	2,003	31.7	24.3	2,104	34.2	23.4	-101
Not a volunteer	3,476	55.0	66.1	3,538	57.4	68.4	-62
Volunteer work not stated	845	13.4	9.6	519	8.4	8.1	+326
<b>Total persons aged 15+</b>	<b>6,324</b>	<b>100.0</b>	<b>100.0</b>	<b>6,161</b>	<b>100.0</b>	<b>100.0</b>	<b>+163</b>

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id, the population experts.

**Unpaid care****Loddon Shire - Persons aged  
15+(Usual residence)****Assistance to a person with a  
disability, long term illness or  
old age**

Assistance to a person with a disability, long term illness or old age	2016			2011			Change 2011 to 2016
	Number	%	Regional VIC %	Number	%	Regional VIC %	
Provided unpaid assistance	854	13.5	12.5	823	13.3	12.4	+31
No unpaid assistance provided	4,544	72.0	76.9	4,760	77.2	79.1	-216
Not stated	916	14.5	10.6	582	9.4	8.5	+334
<b>Total persons aged 15+</b>	<b>6,314</b>	<b>100.0</b>	<b>100.0</b>	<b>6,165</b>	<b>100.0</b>	<b>100.0</b>	<b>+149</b>

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id, the population experts.

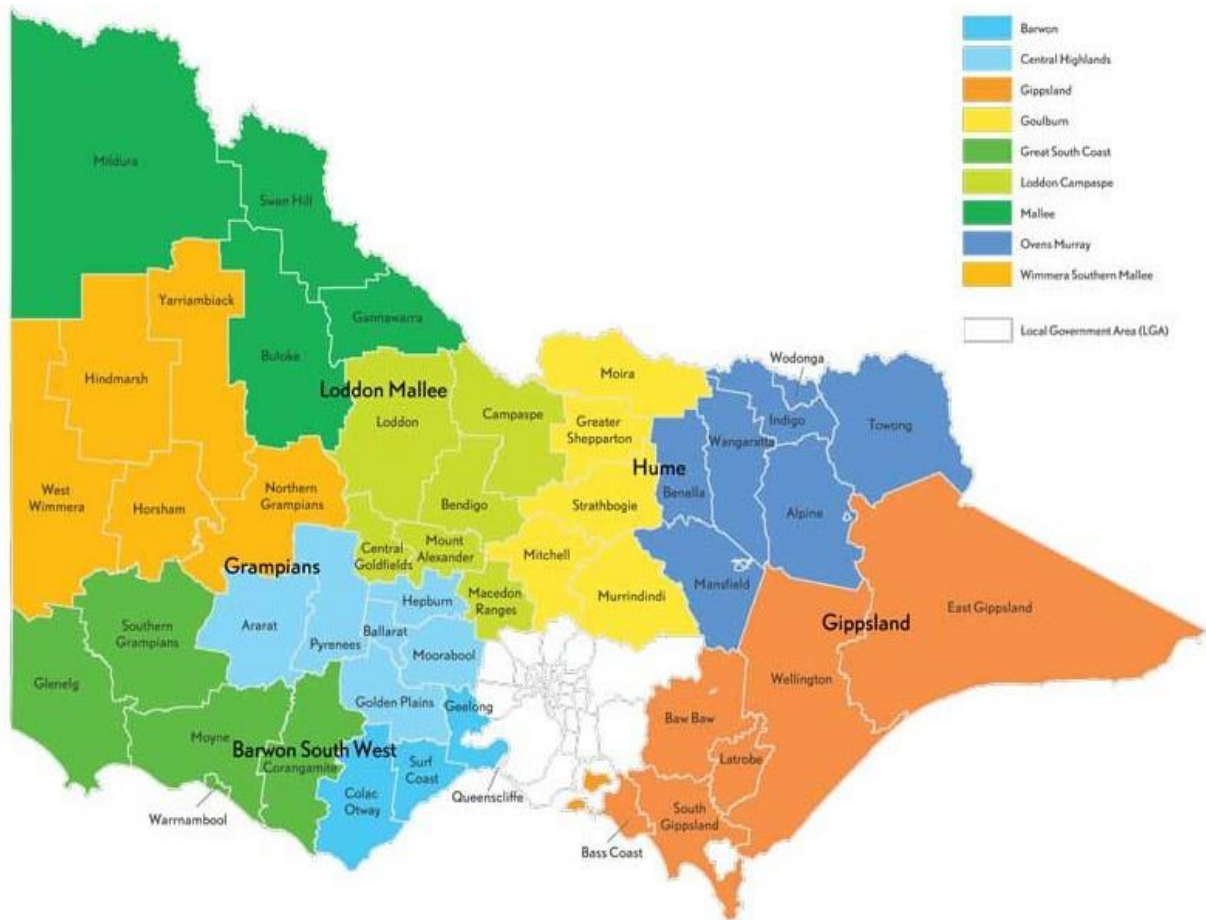
## Appendix 3 Major Infrastructure and Assets [in Municipality]

Information available for Major Infrastructure and Assets upon request.

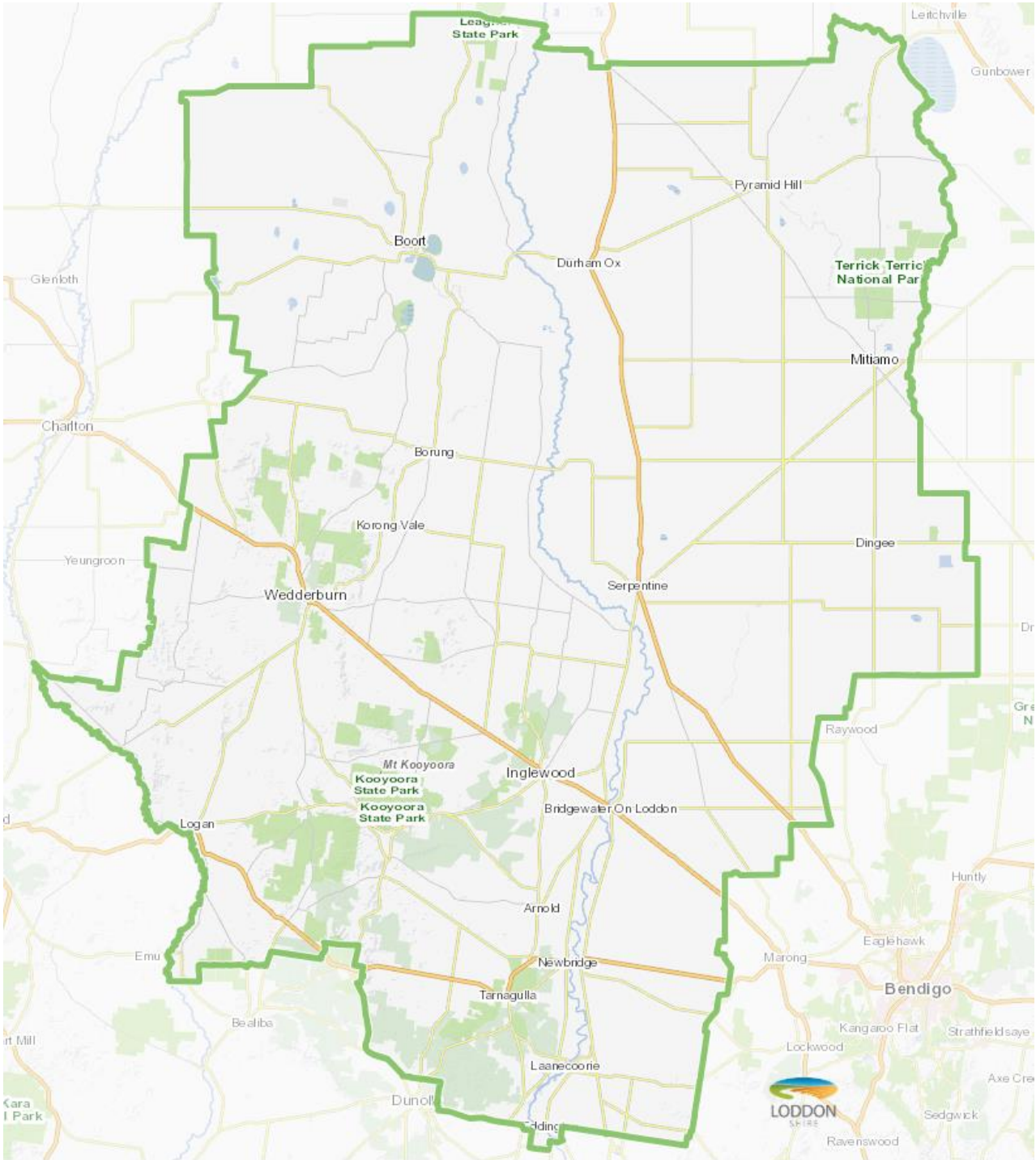
## Appendix 4 Victorian Government Municipal and Departmental Boundaries / Mapping

The map below indicates the regional boundaries and municipal boundaries for regional Victoria.

The Cluster Councils are all contained within the part of the Loddon Mallee region that is shaded light green.



Area map Loddon Shire Council.



## Appendix 5 Transition / Response to Recovery

(Taken from EMV website, August 2017)

Emergency Management Victoria  
**Transition | Response to Recovery**



### Transition | Response to Recovery

Template-TransitionfromResponsetoRecovery-v1.0.doc

Incident Name/Location:	
Date/Time:	
Transition Date Effective:	
Impacted Municipality/s	
Control Agency:	
Prepared by:	
Security Level:	FOR OFFICIAL USE ONLY

### Agreement

As at [HH:MM] [Day] [DD/MM/YYYY], control and coordination of [type of incident] incident [Name], affecting the municipality/s of [Impacted Municipality/s] has been handed over from [control agency] to [Impacted Municipality/s] OR

[Regional Recovery Coordinator and impacted municipality/s] OR

[State Relief and Recovery Manager, Regional Recovery Coordinator and impacted municipality/s].

## Emergency Management Victoria Transition | Response to Recovery



### Purpose

The purpose of this document is to assist emergency management agencies involved in coordination of response, relief and recovery arrangements achieve a seamless transition from response to recovery phases of emergency event coordination.

The scope of the transition agreement arrangements includes:

- a description of the event;
- authorisation arrangements;
- coordination and management arrangements;
- transition activities and tasks to ensure continuity of essential community support; and
- information and communication arrangements.

A schedule of transition actions required is at Attachment 1.

### Description of the event

Incident Name:		Incident Type:	
Incident Start Date:		Incident Start Location:	
Municipality/s affected:			
Agencies involved:			
Assets lost:			
Life lost:		Injuries:	
Relief Centre(s) activated:		Community Meetings:	
Land area affected (ha):			
Summary			



## Authority

To take effect, the following parties must endorse this agreement. A completed copy must be sent to all signatories:

Local (if applicable)	Regional/Divisional	State
<b>Control Agency</b> <i>Incident Controller</i>	<b>Regional Controller</b>	<b>State Response Controller</b>
<b>Victoria Police</b> <i>Municipal Emergency Response Coordinator</i>	<b>Victoria Police</b> <i>Regional Emergency Response Coordinator</i>	<b>Victoria Police</b> <i>State Emergency Response Officer</i>
<b>Local Government</b> <i>Municipal Recovery Manager</i>	<b>Department of Health and Human Services</b> <i>Regional Recovery Coordinator</i>	<b>Emergency Management Victoria</b> <i>State Relief and Recovery Manager</i>

Endorsement is pursuant to the roles and responsibilities detailed in the Emergency Management Act (1986) (2013) and the Emergency Management Manual Victoria (EMMV).

### Coordination and management arrangements for transition from response to recovery

The decisions relating to the timing of the transition of response to recovery coordination, and whether recovery coordination will be transitioned to local and/or state government), will be impacted by a number of key considerations. These include:

- The nature of the hazard/threat and whether there is a risk of a recurring threat;
- The extent of impact on communities, as this may determine if a prolonged transition period needs to be implemented;
- The extent of and known level of loss and damage associated with the incident;
- The considerations for the extent of emergency relief required by affected communities; and
- The considerations for the resources required to coordinate effective recovery arrangements.

The Incident Controller, the Emergency Response Coordinator and Emergency Recovery Coordinator (State and/or Regional/Local Government – Municipal Emergency Resource Officer/Municipal Recovery Manager) will determine the transition structure and handover requirement to fully establish the Recovery Coordination arrangements. In a prolonged campaign incident, a transition period must be determined to allow sufficient time for briefing, resource planning and implementation of immediate recovery services.

## Emergency Management Victoria

# Transition | Response to Recovery



### The Evolution of Relief and Recovery Coordination Needs

The Transition Agreement involves specific activities of a short-term nature as recovery coordination requirements evolve and establish.

The key tasks under this agreement include:

- Continuity of emergency relief requirements, if required;
- Coordination of Initial Impact Assessments<sup>1</sup> in the affected communities;
- Identifying resources required to support immediate community recovery requirements including public health and safety; and
- Coordination of essential cleanup operations.

Conclusion of Response implies the cessation of the responsibilities of Victoria Police as response co-ordinators. However, during the initial phase of recovery coordination, and on request of the Recovery Coordinator, the Victoria Police and other response agencies will continue to support recovery activities to affected communities.

Response and recovery agencies will work cooperatively during the period of transition and provide each other with appropriate support. Co-ordination responsibility is passed to the Department of Health and Human Services as the recovery co-ordination agency at the State and Regional level, while Local Government has management responsibility at the municipal level.

### Transition Activities and Tasks

The following activities and tasks should be undertaken during transition:

- Notification of the Transition Agreement to response and recovery agencies;
- A briefing report for the Recovery Coordinator from the Incident Controller;
- Handover of the immediate media coordination arrangements from the Control Agency to the Recovery Coordination Agency
- Identification of resources for transfer from response to recovery for continuity or services, including logistics and supply contracts;
- Provision of initial impact assessment data/information and the status of clean-up projects by the control agency;
- Implementation/development of a model for ongoing recovery coordination operations, including identification of additional agencies required for service delivery
- Identification/notification of the hazard/threat and OH&S issues for recovery interests;
- Development of a communication strategy, notifying key stakeholders of the coordination changes for the ongoing management of the incident, including community interests – authorised by Incident Controller, Response Coordinator and Recovery Coordinator;
- Ongoing management of relief centres and establishment of recovery centres with key contact information, done by Local Government; and
- Consideration to implement of initial outreach programs to enable more accurate assessments of impacts and determination of appropriate recovery activities.

### Information Management/Communication

Information is the primary tool to assist individuals to make informed choices about their safety and to take responsibility for their own recovery.

During an emergency, community information sessions are convened by the Control Agency. They provide information about the risk and consequences of the hazard to the community. Local government and Regional Department of Health and Human Services attend these meetings to provide information about recovery services that may be required.

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<sup>1</sup> As obtained by reference to Initial Impact Assessment Guidelines December 2012

## Emergency Management Victoria Transition | Response to Recovery



A communications strategy is required to maintain timely, accurate and relevant information for the community, agencies and government. The following communication methods apply during emergency response and should be continued during recovery to meet community needs:

- Community information meetings to be scheduled as needed and include key recovery representatives;
- Regular incident status updating, and linkages of agency and department public Internet pages. Note that [www.recovery.vic.gov.au](http://www.recovery.vic.gov.au) is the State's single recovery website and will be updated for public recovery information;
- Provision of a Victorian Emergency Recovery Information Line 1300 799 232;
- ABC radio metropolitan and regional radio reports;
- Media releases on services available via media outlets, electronic and paper;
- Community newsletters; and
- Coordinated community and business sector outreach programs.

On request of the Recovery Coordinator, the Control Agency will continue to attend meetings post the impact/response phase. This will be jointly convened with the relevant local government representative. DHHS will provide support and assistance as required, including specialist information on family, public and community health.

Emergency management agencies have an important role to play in community engagement. This includes providing the opportunity within information sessions for the affected community to share their experiences and to have these acknowledged. Community information sessions also provide an opportunity to start identifying issues that may require additional advice or clarification as part of the recovery process.

Transition from Response to Recovery should be considerate of the short, medium and long term requirements for all four recovery environments, including buildings and infrastructure, economic, natural and psychosocial needs. Each of these environments are interdependent and require equal consideration and planning.

### Continuous Improvement

The process of transition from Response to Recovery will vary, and is dependant of the needs of each emergency. This document provides guidance to will continue to improve over time with testing and regular revision.



*Note: Where applicable, text added as an update to the original version of this document is in blue.*

## End of Topic

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## Attachment 1 – Schedule of Transition Arrangements

The following schedule of transition activities is to be utilised as applicable for  
[INSERT IMPACTED MUNICIPALITY/IES]

Key considerations for transitions:

- Potential impacts and the timely integration of recovery activities; and
- Drawing upon impact assessment data and information from the Incident Management Team to support the recovery coordination at the municipal or regional level.

	<b>Key Actions – Incident Control Agency</b> Note: The following actions may occur concurrently:	<b>Lead Agency</b>	<b>Confirmation process</b>
1.	Incident Control Agency to identify the timing of transition relative to the continuing threat and the role of the Incident Management Team. This may occur as a phased transition program across the impacted districts/LGAs dependant on timing of impacts and continued threat.		Handover report
2.	Recognition of the continuing role of the Incident Control Agency in the management of the control of threats and mitigation works.		
3.	A briefing report for the Municipal Recovery Manager and the Regional Recovery Coordinator and/or State Relief and Recovery Manager (SRRM) from the Incident Control Agency		
4.	Establish a transition for community information arrangements from the Incident Control Agency, with community support and recovery input from the affected LGAs and DHHS for community interests.		Briefing
5.	Identification of resources required from response to recovery for continuity or services, including logistics and supply contracts.		Verbal Briefing
6.	Provision of initial impact data/information report, and the status of clean-up projects by control agency including the coordination of information from departments, agencies and LGA.		Report
7.	Identification/notification of the hazard/threat and OH&S issues for recovery interests.		
8.	Development of a communication strategy notifying key stakeholders of the coordination changes for the ongoing management of the incident, including community interests, in conjunction with the Response Coordinator, Recovery Coordinator and Municipalities.		
9.	<b>Key Actions – Response Coordination Agency</b>		
10.	Briefing from Victoria Police Municipal Emergency Response Coordinator to DHHS Regional Recovery Coordinator and/or SRRM and Municipal Recovery Manager. Briefing to include the ongoing MECC functionally requirements.	VicPol	Verbal Briefing



## Emergency Management Victoria Transition | Response to Recovery



11.	Details of vulnerable people who were identified and subsequently evacuated or assisted as a result of the incident have been passed onto respective LGA.		
12.	<b>Key Actions – Recovery Coordination Agency</b>		
13.	Implementation/development of an incident specific recovery plan, including identification of additional agencies required for service delivery; including departments, agencies and LGA.		Via Recovery Planning Arrangements
14.	Integration of recovery issues into existing arrangements, where applicable.		
15.	<b>Key Actions – Municipalities</b>		
16.	Identification of transition issues for local MECCs, ICCs, Incident Control Agency, Municipal Emergency Response Coordinator, Municipal Recovery Manager and Regional Recovery Coordinator.	LGAs	Verbal Briefing
17.	Analysis of initial impact information, validation with municipal records/data base and provision of a consolidated report	LGAs	Report to DHS Region
18.	Ongoing management of relief centres and establish recovery coordination centres with key contact information by Local Government;	LGAs	Via recovery planning arrangements
19.	Implementation of initial outreach programs to enable more accurate assessments of loss and damage impacts to be compiled for recovery programs	LGAs	
20.	Establish community based recovery processes as per Municipal Emergency Management Plan	LGAs	

## Appendix 6 Exercises and Training

### Completed

Date	Training / Exercising / Incident	Details	Agencies involved
17 <sup>th</sup> – 18 <sup>th</sup> May 2017	Introduction to Emergency Management Training	Conducted by VICSES	Open to all agencies Local Government
Oct 2017	Integrated Cluster Crisisworks Training		Local Government
17 <sup>th</sup> Oct 2017	Cross Border Ex	Animal Disease – DEDJTR – Megan Scott	Local Government DEDJTR
14 <sup>th</sup> Sept 2018	Pandemic Review Workshop	Workshop to review the Influenza Pandemic Plan	Local Government (EM & EHO's) DHHS (EM & Health)
3 <sup>rd</sup> Dec 2018	Crisisworks / EM-Cop Training	Staff instructed in the use of Crisisworks and EM-Cop	Local Government
5 <sup>th</sup> Dec 2018	EMLO Training	Open	VicPol Local Government Parks Vic DHHS
8 <sup>th</sup> May 2019	Animal Welfare Plan Workshop	Workshop to review the Animal Welfare plan	Ag Vic Local Government EPA
7 <sup>th</sup> June 2019	Communications & ERC Exercise	Maldon	Local Government Red Cross DHHS
13 <sup>th</sup> June 2019	Communications & ERC Exercise	Echuca	Vic Pol VCC EM
25 <sup>th</sup> Sept 2019	Tabletop Exercise	Serpentine	Local Government Red Cross DHHS RRV Vic Pol VCC EM AV SES
5 <sup>th</sup> Feb 2020	Crisisworks MRM Training	Crisisworks	Local Government