Municipal Emergency Management Plan

2017 V1.2

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Foreword

The economic and social effects of emergencies including loss of life, long and short term injuries, destruction of property, and dislocation of communities are inevitable. Coping with emergencies gives us reason and focus for planning. Hazards exist within all communities whether they are recognised or not.

The Bass Coast Shire Council Municipal Emergency Management Plan (MEMP) has been produced pursuant to Section 20(2) of the *Emergency Management Act 1986*.

This plan addresses the prevention of, response to and recovery from emergencies within Bass Coast and is the result of the co-operative efforts of the Municipal Emergency Management Planning Committee (MEMPC) and recognises the previous planning activities of the municipal area.

The most current Municipal Emergency Management Plan and supporting suit of materials referenced throughout the plan is available on Crisisworks. To access Crisisworks contact the Executive Office of the Municipal Emergency Management Planning Committee via the Council 24 hour number 1300 BCOAST (226 278).

MEMPC Membership and Terms of Reference

Membership of the Municipal Emergency Management Planning Committee (MEMPC) will vary from time to time depending on need. A current list of members and their contact details are included in Appendix 7.3. This list is reviewed at every MEMPC meeting.

Terms of Reference have been developed from business rules identified in the MEMP and are also contained in Appendix 7.4.

1. Introduction

1.1. Approval & Authority

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

Bass Coast Shire Council understands and accepts its roles and responsibilities as described in Part 4 of the *Emergency Management Act 1986;* and *Emergency Management Act 2013*.

This MEMP is a result of the co-operative efforts of the Municipal Emergency Planning Committee (MEMPC) who have endorsed this plan after consultation with those agencies and organisations identified therein.

Signed by CEO   Signed by Mayor

Mr Paul Buckley PSM   Cr Pamela Rothchild

Chief Executive Officer   Mayor

This plan is administered by Council's Coordinator Local Laws and Emergency Management.

Address all enquiries to

Coordinator Local Laws and Emergency Management
Bass Coast Shire Council
PO Box 118
WONTHAGGI VIC 3995

Tel: 1300 BCOAST (226 278)

1.2. Audit Report

Certificate of
Audit

THIS IS TO CERTIFY THAT THE
MUNICIPAL EMERGENCY MANAGEMENT PLAN OF

Bass Coast Shire Council

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

"Complying with the Guidelines"

Tim Wiebusch
Chief Officer, Operations

21 December 2017

Date

1.3. Aim

The aim of the Bass Coast MEMP is to detail the agreed arrangements for the prevention of, the response to and the recovery from emergencies that could occur in Bass Coast as identified in Part 4 of the *Emergency Management Act 1986*.

1.4. Objectives

The objectives of this MEMP are to:

(a) Identify hazards and risks that may impact on the municipality
(b) Implement measures to prevent or reduce the causes or effects of emergencies.
(c) Manage arrangements for the utilisation and implementation of municipal resources in response to emergencies.
(d) Manage support that may be provided to or from adjoining municipalities, regional, state and or federal instrumentalities.
(e) Assist the affected community members to recover following an emergency.
(f) Complement other local, regional and state planning arrangements.

In achieving this aim, it is recognised that the MEMP needs to acknowledge both direct and indirect links to other existing safety related plans and strategies including the Municipal Fire Management Plan (MFMP) (See Appendix 7.6 Special Plans and Arrangements).

A **glossary of acronyms and terms** supporting the suit of emergency management plans is located in appendix 7. 12 and is available on Crisisworks.

2. Background

2.1. Context

The Bass Coast Council Plan 2017-21 was adopted on 21 June 2017. It provides a strategic basis for the Council to implement actions to achieve the Vision - *Bass Coast will be known as a region that supports a sustainable and healthy community, and values, and protects its natural assets.* Under section 263 of the *Public Health and Wellbeing Act 2008,* Council has integrated the Municipal Public Health and Wellbeing Plan into the Council Plan.

The production of the MEMP supports the following objective of the Council Plan 2017-2021: *Health and Wellbeing – We are a healthy and active community.*

A strategic outcome of this section of the Council Plan is: *Plan and prepare for emergency responses in the region.*

2.2. Area Description

Bass Coast Shire is located in south-eastern Victoria, about 130 kilometres south-east of Melbourne. Bass Coast Shire is bounded by Western Port Bay in the north and west, Cardinia Shire in the north-east, South Gippsland Shire in the east, and Bass Strait in the south.

Bass Coast Shire is a rural, residential and holiday area. The Shire encompasses a total land area of about 860 square kilometres, including substantial coastal areas.

The major towns are Wonthaggi, Cowes, Inverloch, San Remo and Grantville. The list of all towns and Profiles for most towns is available on Council's website at http://www.basscoast.vic.gov.au/About_Bass_Coast/Town_Populations.

Also available at this page are street directory maps for 23 of the townships.

The major industries are tourism and agriculture, particularly cattle and sheep grazing.

Major natural and recreational features include:

- Phillip Island and Churchill Island
- Short-tailed Shearwater and Little Penguin colonies and rookeries
- The Nobbies
- Seal Rocks
- Phillip Island Nature Parks
- Cape Woolamai State Faunal Reserve
- Western Port (a Ramsar listed wetlands site)
- Powlett River
- Heath and bushland reserves
- Bunurong Marine National Park
- Anderson Inlet
- Tarwin River
- Bass River
- Phillip Island National Surfing Reserve

Bass Coast is also part of the internationally recognised Mornington Peninsula and Western Port Biosphere Reserve.

Major man-made features of Bass Coast include:

- Phillip Island Penguin Parade
- Phillip Island Grand Prix Circuit
- The Nobbies Centre
- Koala Conservation Centre
- Wonthaggi State Coal Mine Reserve
- Bass Coast Health (Wonthaggi Hospital)

Significant infrastructure in Bass Coast includes:

- Bass Highway
- Phillip Island Bridge
- Victorian Desalination Plant
- Candowie Reservoir (Westernport Water)
- Lance Creek Reservoir (South Gippsland Water)
- Bass Gas Pipeline
- Ausnet Services HV lines between major townships

The boundaries of the municipality are described in the Government Gazette.

2.3. Climate

Bass Coast is in the Victorian Central Forecast District. Generally the weather can be described as moderate.

- The highest average temperature over a 12 month period will vary from 24.2°C to 24.6°C and is found in February.
- The average number of days with temperatures over 30°C range from 13.1 on Phillip Island and 17.6 on the mainland.
- The lowest average temperature over a 12 month period will vary from 6.1°C to 8.1°C and is found in July.
- The average annual rainfall ranges from 936.6 mm to 676.6 mm with August being the wettest month.
- Humidity will range from 75% to 86% with an average of 80% relative humidity

Information is taken from weather stations located in Pound Creek on the mainland and Rhyll on Phillip Island.

2.4. Demography

The information provided in this section is from the 2016 Australian Bureau of Statistics Census of Population and Housing.

Table 1 Residential Population

Area	Residential Population (Place of Usual Residence)
Bass Coast Shire *(LGA20740)*	32,804
Phillip Island *(SA2 205031091)*	10,387
Mainland Bass Coast *(SA2 205031093)*	22,228

Source: Australian Bureau of Statistics; 2016 Census of Population and Housing; released 27 June 2017

Table 2 Residential Population Characteristics

Data Bass Coast Shire	No.	%
Total population	32,804	100.0
Males	15,897	48.5
Females	16,912	51.5
Indigenous population	303	0.9
Australian born	25,155	76.7
Overseas born	1,393	4.25
Australian citizens	28,904	88.11
Infants 0 to 4 years	1,669	5.1
Children 5 to 19 years	5,263	16.0
Adults 20 to 59 years	14,047	42.8
Empty nesters, retirees and seniors 60 to 84 years	10,684	32.5
Elderly aged 85 years and over	1,143	3.5
Households (occupied private dwellings)	13,173	53.6
Average household size (persons)	2.2	
Total Dwellings	24,596	100.0
Households were only English is spoken at Home	28,849	88
Households where a non-English language is spoken. (Other Languages include: Italian 0.8%, Greek 0.3%, German 0.3%, Dutch 0.3% and Mandarin 0.3%)	941	6.6

Source: Australian Bureau of Statistics; 2016 Census of Population and Housing; released 27 June 2017

- Average **annual growth** since last Census was 2.15%
- The resident **population for Phillip Island** was counted at 10,387 (2.09% annual growth)
- The resident **population for mainland Bass Coast** was counted at 22,228 (2% annual growth).
- The age group with the **most population** is 60-64 years (2,713 persons).
- The **predominant family type** is "couples without children" (49.5%)
- The **average household size** for the Shire is 2.2 persons.
- The **median age** of people residing here is 50 years (up from 45 in 2011 Census)

In comparison to the State of Victoria, Bass Coast has a higher proportion of people in the older age groups ie 60+ years and a lower proportion of people in the younger age groups ie 0 to 19 years. Overall 36 % were aged 60 years and over compared to 21% for Victoria and 21.1% of the population was aged 0 to 19 compared with 24.3% in Victoria.

2,153 people, or 6.56% of the population in Bass Coast in 2016, reported needing help in their day-to-day lives due to disability, long-term health condition, or old age.

During peak holiday periods, Bass Coast's population exceeds 70,000. Phillip Island attracts many local, inter and intra state and international visitors with its world famous Penguin Parade. The annual Motorcycle Grand Prix is also a highlight of the annual events calendar, with major events being complemented by a growing number of unique local activities. The Shire is visited by 35% of Melbourne's international visitors each year. Tourism in Bass Coast is estimated to generate around $620 million in direct expenditure, over $1 billion in value added and supports around 1,400 jobs annually.

2.5. Vulnerable People in Emergencies

The State Government released an updated Vulnerable People in Emergencies Policy (the Policy) in May 2015. It was developed by the Department of Health and Human Services.

The purpose of the policy is to improve the safety of vulnerable people in emergencies, through supporting:

- Emergency planning with and for vulnerable people;
- Developing local lists of facilities where vulnerable people may be located
- Developing local lists of vulnerable people (Vulnerable Persons Registers) who may need consideration (tailored advice of a recommendation to evacuate) in an emergency, and make these lists available to those with responsibility for helping vulnerable residents evacuate

Vulnerable Person Definition

A vulnerable person is defined as someone living in the community who is frail, and/or physically or cognitively impaired; and unable to comprehend warnings and directions and/or respond in an emergency situation.

A vulnerable person may be identified for inclusion on the Vulnerable Persons Register if they **additionally** cannot identify personal or community support networks to help them in an emergency.

Council's Role

Key activities for municipal councils are to:

- Coordinate local implementation of Vulnerable Persons Registers using Crisisworks to securely track vulnerable individuals. Victoria Police will obtain the details of vulnerable individuals directly from the register as required for emergency planning and response purposes.
- Develop and maintain a list of local facilities where vulnerable people are likely to be, accessible by Victoria Police and located in, or available through Municipal Emergency Management Plans
- Where Councils have a role as a funded agency providing services to vulnerable people in the community, they will manage their vulnerable client records

Red Cross' Role

When individuals not receiving services are identified by an agency as potentially vulnerable Red Cross will provide emergency planning support. If Red Cross identifies that these people are unable to develop plans they will refer them back to Council for screening for inclusion on the Vulnerable Persons Register.

2.6. List of Facilities with Vulnerable People

This list identifies buildings where vulnerable people are likely to be found. This includes, but is not limited to facilities funded or regulated by the Department of Health and Human Services, the Department of Education and Training and Commonwealth funded residential aged care facilities.

A list of facilities in Bass Coast with vulnerable people is included in Appendix 7.9 of this plan and is reviewed annually.

2.7. Municipal Locations Map

Due to large file sizes maps are kept electronically on Councils *Intramap* system and are available on request and can be tailored for individual emergencies.

Maps are also available on Crisisworks with the following overlays:

- Bass Coast Shire Road Network
- Relief Centre Locations
- Township Maps
- NSP/PLR Locations
- Topographic Map
- Gas and Pipeline Maps

Hard copies of maps are available through the MEMP Executive Officer Tel: 1300 BCOAST (226 278).

2.8. History of Emergencies

2017 – In May 2017 there were three separate house fire incidents in Bass Coast Shire within three days that resulted in significant damage to, or loss of 4 residential buildings. The Single Incident Emergency Assistance process was activated and Council, DHHS and Red Cross providing offers of assistance to impacted people. Additionally, local service clubs and businesses provided some support and material aid.

2016 – In January there were two fires in one day at The Gurdies and Grantville. The Gurdies fire was a fast moving, out of control grassfire travelling in a southerly direction from The Gurdies Winery towards Stewart Road. Another fire started in the mangroves in inaccessible coastal country near Queensferry Road and Frederick Drive at Grantville on the edge of Westernport Bay. Council opened the Grantville Transaction Centre as an Information/Drop in Centre for the people evacuated.

2015 – In December there was a wild fire at Tank Hill with a small spot fire behind houses causing a small number of residents to be evacuated; however no Emergency Relief Centre was established.

2015 – In the summer of 2015-2016 there were nine drowning or near drownings in Bass Coast. This lead to Bass Coast being identified as a Black Spot location by Life Saving Victoria

2014 – In January a structure fire at Domain Seahaven residential aged care home resulted in a response by VicPol and CFA. Council supported the incident through the provision of an Emergency Management Liaison Officer who assisted in the relocation of evacuated clients

2013 – In November a gas leak in Inverloch caused a number of homes to be evacuated and roads closed for a number of hours. Council supported the incident by providing an Emergency Management Liaison Officer as there was the potential for Council to open an emergency relief centre.

2012 – In June floods impacted a number of areas across Bass Coast. There were a significant number of short term road closures due to water over roads. Council worked with SES to assist an isolated family with material aid support.

2010 – In May, a major fire at the Isle of Wight Public House in Cowes resulting in a major response from CFA and Vic Pol. Council supported the effort through catering provision and community safety aspects.

2009-2011 - A number of chemical drums washed up on beaches in Bass Coast requiring a coordinated approach from Council, CFA, DSE, AV and Vic Pol.

2008 - On 2 April, huge wind storms occurred across the state, said to be a one in one hundred years wind storm. This created a lot of damage state wide, including in Bass Coast. The cleanup took several weeks and the SES, contractors and Council were all involved.

2006 - On 29 April, fire destroyed the main conference room at the Continental Hotel in Cowes resulting in the evacuation of all guests.

2004 - On 4/5 March, a major fire on the foreshore at Cape Paterson resulted in a major regional response by the CFA and support agencies.

2003 - On 21 September, in the evening, fire destroyed the Cowes Primary School main building.

2003 - On 28 February a major oil spill incident on the beaches at Cape Woolamai and Kilcunda resulting in a major multi agency coordinated cleanup of 43,000 tonnes of contaminated sand to the EPA site in Dandenong. Several minor oil spills have occurred prior to and following this incident.

2002 - On 12 August a microburst windstorm ripped the roof from the Seal Rocks complex at Point Grant, at the Nobbies on Phillip Island. Fortunately no injuries were incurred but had there been a lot of people at the location this incident could have resulted in significant loss of life.

1998 - A water spout incident occurred on 8 May resulting in damage to 18 properties in the residential area of Wonthaggi (mainly roofs) and other outbuildings and fences. Other smaller similar incidents have since occurred.

1993 - On 13 June, in the early hours of the morning, a large windstorm (in the form of a microburst) hit the township of Wonthaggi. The structural damage to residential properties in the path of the storm was enormous; particularly to the Dudley Campus of Wonthaggi Secondary College (the entire north wing of the campus was destroyed). The Leisure Centre and main commercial shopping area were also severely damaged. Had this occurred during school hours there would have been catastrophic loss of life.

1987 - On 13 February, a tourist coach returning to Melbourne after the Penguin Parade collided with a small car at Anderson causing the bus to veer out of control down the Bass Highway, colliding with large pine trees and resulting in the death of a large number of people.

1981 - During a large surf carnival at Cape Woolamai, 42 cars were burnt out when a fire occurred in a temporary car park that had been prepared on a grassed area of Crown land.

1978 - The Cowes Ferry, carrying three hundred passengers, sank in Westernport Bay. A major tragedy was avoided only because the ferry was close to shore and there were a number of small pleasure craft in the near vicinity.

These are only the significant events that have occurred over this period, however all the emergency response and support agencies are kept very busy attending to daily emergencies that occur, meeting the continuing requirements of daily life in a growing municipality.

Individual incidents, such as single house fires, personal incidents, vehicle accidents, minor wind storms and flooding are not noted here. Activities are recorded for notation in the MEMP when an incident becomes a multi-agency response involving Council which activates the Municipal Emergency Management Arrangements.

3. Planning Arrangements

3.1. Planning Structures and Responsibilities

The Bass Coast Municipal Emergency Management Planning Committee (MEMPC) is formed pursuant to Section 21(3) of the *Emergency Management Act 1986*. The Committee is responsible for:

- Development and maintenance of the Bass Coast Municipal Emergency Management Plan (MEMP)
- Analysis and evaluation of emergency related risks; and development of risk treatment strategies
- Preparation of Bass Coast risk specific response and recovery plans

Membership

The Bass Coast Municipal Emergency Management Planning Committee consists of the following member agencies:

- Chairperson – nominated Councillor Representative
- Bass Coast Shire Council
  - o Manager Community Health and Wellbeing
  - o Coordinator Local Laws and Emergency Management/Municipal Emergency Resources Officer (MERO)/Municipal Fire Prevention Officer (Executive Officer)
  - o Manager Community Strengthening /Municipal Recovery Manager (MRM)
  - o Manager Infrastructure Maintenance
  - o Deputy MERO and MRM as required/available
- Victoria Police Municipal Emergency Response Coordinator (MERC)
- Department of Health and Human Services
- Country Fire Authority (CFA)
- Victoria State Emergency Service (VICSES)
- Department of Environment, Land, Water and Planning (DELWP)
- Department of Economic Development, Jobs, Training and Resources (DEDJTR)
- Port of Hastings Development Authority (PoHDA) and Victorian Regional Channels Authority (VRCA)
- Department of Education and Training (DET)
- Water Authorities & Catchment Management Authorities
- AusNet Services
- Red Cross
- Bass Coast Health (BCH)
- Ambulance Victoria (AV)
- VicRoads
- Life Saving Victoria (LSV)
- Phillip Island Nature Park (PINP)
- Victorian Desalination Plant

Membership of the MEMPC is discussed by the Committee on an annual basis.

The MEMPC Executive Officer is responsible for:

- Arranging meeting locations and production and distribution of municipal reports, agendas and minutes
- Collecting and administering reports from MEMPC members
- Overseeing the conduct of MEMP exercise debriefs
- Arranging out of session meetings of MEMPC as required
- Ongoing maintenance and update of the MEMP including distribution of updates to agencies
- Leading ongoing development of the MEMP (through ongoing review and exercising).

A Municipal Emergency Management Planning Committee Executive Officer SOP (MEMPC SOP) has been prepared to support the work of the MEMPC Executive Officer.

To assist in the development and maintenance of the MEMP the following specialist sub committees have been created:

- Relief and Recovery Sub Committee
  Role: To prepare and maintain the appropriate relief and recovery sections of the MEMP and the Relief and Recovery Sub Plan. To facilitate access to, and use of, relief and recovery resources in Bass Coast in the preparation for, response to and recovery from a declared emergency event.
- Health and Medical Sub Committee
  Role: To ensure health and medical issues are recognised in the MEMP and to review and update sub plans with health and medical aspects such as the Municipal Influenza Pandemic Plan and Municipal Heat Health Plan.
- Municipal Fire Management Planning Committee
  Role: To provide a municipal level forum to build and sustain organisational partnerships, generate a common understanding and shared purpose with regard to fire management and ensure that the plans of individual agencies are linked and complement each other.
- Flood and Storm Planning Sub Committee
  Role: To ensure flood and storm issues are recognised within the MEMP and to review and maintain the Municipal Flood and Storm Emergency Plan

These sub committees have developed Terms of Reference that may include specialist organisations in their membership from outside of the MEMPC.
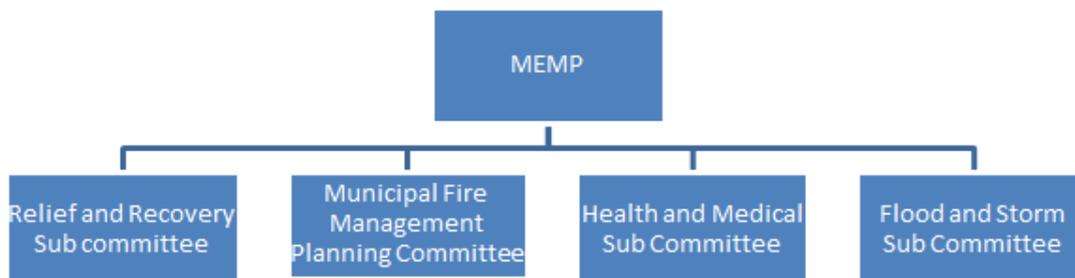
In addition, two working groups have been established by the MEMPC:

- Risk Review Working Group
  Role: The Risk Review Working Group meets annually to review the Community Emergency Risk Assessment (CERA) for the municipality and confirm the top priorities for further action to mitigate the identified risk.
- Marine Safety Working Group
  Role: The Marine Safety Working Group was established to focus on the incidence of drownings or near drownings in Bass Coast. Membership includes Victoria Police, the foreshore land managers (Council, Parks Victoria and Phillip Island Nature Parks), the Port of Hastings/Harbour Master and Life Saving Victoria.

Other Ad Hoc working groups will be convened as required if work on specific risks or procedures are required.

Events and Community Safety Planning

The MEMPC is one component of a broader structure of community safety that enables planning and response arrangements at a local and regional level. Bass Coast Shire Council's Planning Scheme provides a best practice environmental management and risk management approach which aims to avoid or minimise environmental degradation and hazards. The Planning Scheme identifies and manages the potential for the environment, and environmental changes, to impact upon the economic, environmental or social wellbeing of society.

Other components of broader community safety planning include Council's Community Events Advisory Committee and the Bass Coast Community Road Safety Committee, which have been formed to prepare and plan specifically for these areas.

The Events Advisory Committee supports the successful running of a number of large scale, nationally significant, events including the Moto GP and Australian Superbikes Championship as well as a number of well-known local events that attract large crowds including New Year's Eve on the Hill and The Hills are Alive Musical Festivals, the Kilcunda Lobster Festival and the Island Whale Festival.

Details of events in Bass Coast Shire can be found on the Council's web-site:
http://www.basscoast.vic.gov.au/Visiting/Event_Calendar
Significant events are uploaded onto the EM-COP calendar. A Procedure for Adding Events to EM-COP has been developed and is held by the MERO.

Meetings

Under section 21(4) of the *Emergency Management Act 1986*, the main function of the MEMPC is to prepare a Municipal Emergency Management Plan for the consideration of Bass Coast Shire Council and to ensure its ongoing maintenance. Therefore the primary purpose of the Municipal Emergency Planning Committee meetings is to review and refine the Municipal Emergency Management Plan.

All meeting agendas will include but not be limited to:

- Review of contact details of MEMPC members
- Municipal Emergency Management Plan updates or amendments if required
- The Emergency Risk Action Plan update
- Agency reports; and sub-committee reports on sub-plan updates and reviews
- General business

Frequency of Meetings

The MEMPC meets on a quarterly basis, being the first Monday in March, June, September and December of each year.

Members will be contacted directly by phone or email using the MEMPC contact list if there is a requirement to call an out-of-session meeting. The MEMPC has agreed that, if necessary, a teleconference may be held to eliminate the need for all members to meet in one location. MEMPC members recognise there may be a requirement for an out-of-session meeting following an incident, on identification of a significant new risk or a significant change in staff.

Minutes of all meetings must be taken and a copy sent to:

- Regional Emergency Management Inspector
- Department of Health and Human Services
- All members of the Committee
- Bass Coast Shire Councillors
- Senior Management of Council

The minutes are included with Council's Ordinary Meeting minutes at the next available opportunity.

Plan Review

This MEMP is reviewed annually or after an emergency which has utilised part of the plan. The review will be undertaken by the MERO, MRM, Coordinator Local Laws and Emergency Management and the agencies involved in the emergency. The Coordinator Local Laws and Emergency Management will, as MEMPC Executive Officer, update the plan as required.

Organisations delegated with responsibilities in the MEMP are required to notify the MERO of any changes of detail (e.g. contact information), as they occur. Review of the plan will specifically focus on the hazards/risks in Bass Coast and the Contact Directory of the plan.

Amendments are to be produced and distributed to holders of the plan as either hard or soft copy by the Executive Officer to the MEMPC as required. An up to date copy of the plan and appendices will be available on Crisisworks. See Appendix 7.2 for Distribution List. Updated versions of the MEMP are managed using version control and dates in the footnotes of the Plan.

Training and Exercises

Organisational capability and effectiveness in emergency management is directly related to the knowledge, training and experience of people undertaking roles in an emergency. Training opportunities are shared by MEMPC and Sub Committee members as these become available.

This plan is exercised in a form determined by the MEMPC. Details of exercises run by the MEMPC are contained in the MEMP Exercise folder in RM8, Council's document management system and available from the MEMPC Executive Officer.

Exercises will include members of the MEMPC and/or its sub committees and Council officers and include aspects of preparedness, response, relief and recovery. An exercise will be recommended by the Executive Officer after a significant update to the plan and amendments made based on debrief outcomes where required. Any procedural anomalies or shortfalls encountered during these exercises, or ensuing operations, will be addressed

and rectified at the earliest opportunity by the relevant agency and, if necessary, incorporated in to relevant standard operating procedures as required.

Municipal Emergency Management Functions

Bass Coast Shire Council accepts responsibility for management of municipal resources and the coordination of community support to respond to the effects of an emergency.

This includes the management of:

- The provision of emergency relief to affected persons during the response phase
- The provision of supplementary supply (resources) to control and relief agencies during response and recovery, if available
- Municipal assistance to agencies during the response to and recovery from emergencies
- The assessment of the impact of the emergency
- Recovery activities within the municipality, in consultation with Department of Health and Human Services and recovery agencies.

In order to carry out these management functions, all staff members with a role in emergency management receive training prior to an emergency and participate in exercises to ensure they have an understanding of the role and responsibilities they are expected to fulfil in emergency planning for response and recovery.

3.2. Audit Requirements and Process

Bass Coast Shire Council, pursuant to section 21A of the *Emergency Management Act 1986,* shall submit the Municipal Emergency Management Plan to the Victoria State Emergency Service for audit. This audit will assess whether the plan complies with guidelines issued by the Coordinator in Chief.

The plan will be submitted for audit at least once every three years.

4. Emergency Risk Management - Prevention/Mitigation Arrangements

4.1. Introduction

The Bass Coast MEMPC carries out an annual assessment and review to identify existing and potential risks. The process used in the development of this plan is the Community Emergency Risk Assessment Tool (CERA), based on ISO 31000, a global risk management standard. The process is facilitated by VICSES and supported by MEMPC members, subject matter experts and the community.

CERA is designed to take an "all hazards approach" and to focus on those emergency risks that have the most significant potential to impact the Bass Coast community and where the MEMPC can play a practical and impactful role in better mitigating the risk and/or monitoring the controls in place to address them. The outcome of this process is the development of risk reduction strategies that enhance personal safety and security within Bass Coast.

4.2. Risk Assessment

The CERA approach combines hazard information and intelligence from a number of sources, including subject matter experts and the community, to gain a clear understanding of the elements that define 'risk' within a specific area.

Subject matter experts provide their specialist knowledge/data/evidence to inform the risk working group and the MEMPC about the risk, identify contributing factors, impacts and possible improvement opportunities. This information is used to support making risk treatment decisions.

4.3. Risk Review 2017

A major community emergency risk review was held in May 2017. All twelve risks reviewed in the previous three years were analysed and discussed at a risk working group meeting.

In addition, a new risk of Terrorism was proposed as an additional risk for consideration, however, following discussion it was decided that this risk was treated at a State level.

Each risk was assessed individually and ranked as a priority based on residual risk rating.

Bass Coast Shire Council			
December 2016			
Code	**Risk**	**Ratings Confidence**	**Residual Risk Rating**
Te-MP	Marine Polution	Medium	Medium
T-01	Transport Accident – Car/Bike	High	High
N-01	Fire Structural	High	High
HE	Human Epidemic/Pandemic	High	Medium
ST	Storm	High	High

ET-HW	Extreme Temperatures - Heatwave	High	High
T-RDL	Road Transport Accident – Large Commercial/Bus	High	High
T-03	Marine Safety	High	Medium
B-01	Emergency Animal Disease	High	Medium
N-02	Bushfire (inc. grass)	High	High
LS	Landslip	High	Medium
N-03	Subsidence due to mining	Medium	Medium

The six risks with the High Residual Risk Rating will be the focus of further action to reduce the risk in Bass Coast:

- Transport Accident Road – Car/Bike/Motorcycle
- Fire Structural
- Storm
- Extreme Temperatures – Heat Health
- Road Transport Incident – Large Commercial/Bus
- Bushfire (including grass)

Details of the treatments including planning/projects/education activities will be included in the Emergency Risk Action Plan Update, an agenda item at each MEMPC meeting. Bass Coast has MEMPC Sub Committees (Municipal Fire Management Planning Committee, Flood and Storm Sub Committee and Health and Medical Sub Committee) and the Bass Coast Community Road Safety Committee to develop/oversee and report on the treatments for each risk.

For more detailed information on this process and its outcomes refer to the Emergency Risk Assessment Report for 2017 or CERA analysis held by the MEMPC Executive Officer

4.4. Other Plans, Committees and Procedures

To ensure preparedness in relation to the identified hazards in Bass Coast the following plans, committees and procedures are in place to reduce the impact of, and prepare for, emergency situations these hazards may cause for residents and visitors of Bass Coast Shire:

Municipal Plans (sub plans of the MEMP)

- Relief and Recovery Sub Plan- detailing relief and recovery arrangements and procedures (including Emergency Animal Welfare Plan)
- Municipal Fire Management Plan- detailing fire management arrangements
- Municipal Flood and Storm Emergency Plan – recognising flood and storm extents and response information
- Municipal Influenza Pandemic Plan- detailing arrangements and procedures in relation to pandemic
- Municipal Heat Health Plan- detailing mitigations in relation to a day or more of Extreme Heat

Committees, Plans and Procedures

- Bass Coast Events Advisory Committee
- Bass Coast Community Road Safety Committee
- Event Management Committees - Moto GP and Superbikes

- Bass Coast Shire Council Business Continuity Plan
- Municipal Public Health Emergency Plan
- Bass Coast Municipal Neighbourhood Safer Places Plan
- Bass Coast Shire Coastal and Bushland Fire Prevention Works Plans
- Event Emergency Management Plans – Moto GP and Superbikes, The Hills are Alive and New Years Eve on the Hill

- Bass Coast Shire Council Procedures, including MERO, MRM Operating Procedures and Bass Coast Shire Council Emergency Communications Procedure
- Gippsland Response and Recovery Standard Operating Procedures
- Gippsland Emergency Relief Centre Standard Operating Procedures
- Bass Coast Emergency Relief Centre Set Up Procedure
- MEMPC Executive Officer Operating Procedure

4.5. Monitoring and Review

The emergency risk management process is subject to minor reviews annually and will undergo a major review at least once every three years, between audits.

The progress of implemented treatment options is monitored by the MEMPC through the Emergency Risk Action Plan Update provided by the MEMPC Executive Officer and responsible agencies at MEMPC meetings and through the annual risk assessment process.

Following each annual risk review, major or maintenance review, a report will be provided to the MEMPC at its next meeting identifying any adjustments identified and will be used by the Committee to identify if any amendments or updates are required to the MEMP.

This process will be administered by the Executive Officer and, if required, an updated draft plan will be presented to the MEMPC at the following meeting for endorsement.

Sub plans have their own annual review processes which are undertaken by the Executive Officer or the relevant sub-committee assigned responsibility for the plan review.

5. Response Arrangements

5.1. Introduction

The *Emergency Management Act 1986* and the *Emergency Management Act 2013* create the legislative framework for the multi-agency emergency response arrangements. The State Emergency Response Plan (SERP) outlines the Victorian arrangements for the coordinated response to emergencies by all agencies with a responsibility in relation to emergency response as listed in the Emergency Management Manual Victoria (EMMV) Part 7 – Agency Emergency Management Roles.

Emergency Response

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

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

Emergency Management Strategic Priorities

The State emergency management priorities are:

- Protection and preservation of life is paramount. This includes:
  - Safety of emergency responders; and
  - Safety of community members including vulnerable community members and visitors and tourists
- Issuing of community information and community warnings detailing incident information that is timely, relevant and tailored to assist community members make informed decisions about their safety
- Protection of critical infrastructure and community assets that support community resilience
- Protection of residential property as a primary place of 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 cultural, biodiversity and social values of the environment.

Operational Tiers

The State has a scalable systems approach to manage emergency response operations, managed through the following three operational tiers:

- State tier
- Regional tier
- Incident tier.

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

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

Local government representatives should be included in all tiers of emergency management as they are the primary source of information about a local community
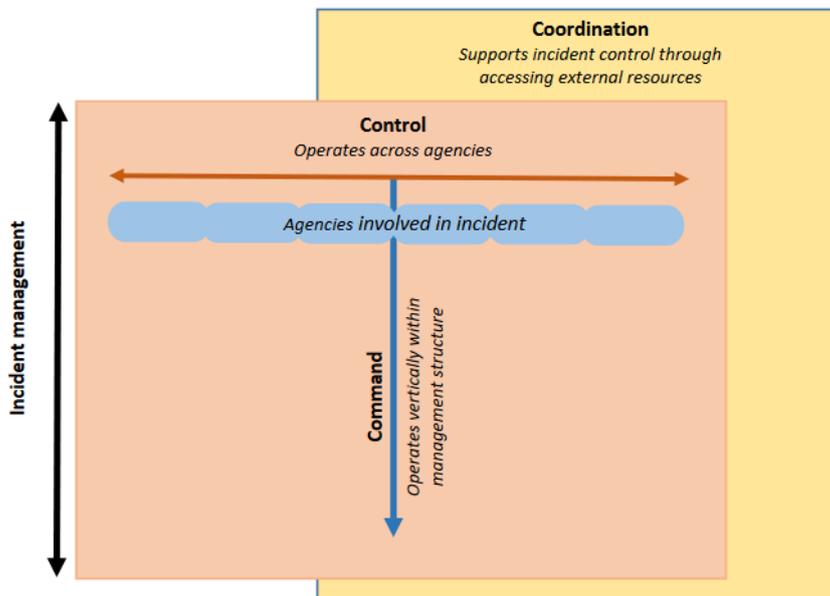
Functions

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

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

Part 7 of the EMMV documents who is the control agency and who are the support agencies for different emergencies or threats. It may be appropriate to consult with a number of identified support agencies for advice in relation to any given emergency. It is the responsibility of the control agency to formulate action plans for a given emergency in consultation with support agencies.

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

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

- The consequences of the emergency are managed

- There is communication that meets the information needs of communities, stakeholders and government.

The key references:

- The *Emergency Management Act 1986*, *Emergency Management Act 2013* and *Country Fire Authority Act 1958*
- EMMV Part 3 – State Emergency Response Plan
- EMMV Part 7 – Agency Emergency Management Roles
- Municipal Association of Victoria (MAV) Local Government Emergency Management Handbook Second edition, April 2015
- MAV/EMV Practice Note - Sourcing Supplementary Emergency Response Resources from Municipal Councils, May 2015
- Gippsland Response and Recovery Standard Operating Procedure
- Bass Coast Emergency Management Skills Matrix
- Bass Coast MERO Operational Procedures (including traffic management, diversion routes and staging areas for response agencies).
- Practice Note - Sourcing Supplementary Emergency Response Resources from Municipal Councils held by the MERO and MERC referenced in Appendix 10, part 8 of the EMMV (available at http://www.emv.vic.gov.au/policies/emmv/).
- MAV - A Council Guide to the Financial Management of Emergencies

5.2. Local Response Arrangements and Responsible Agencies

This section of the plan sets out the procedures to be followed when Council and community resources receive an authorised request for assistance in response to an emergency.

Gippsland Municipal Emergency Management Enhancement Group (Gippsland MEMEG) has developed a Gippsland Response and Recovery Standard Operating Procedure to ensure all six Councils have a standard approach and shared understanding of the requirements during the response and recovery phases of an emergency. The standard operating procedures are reviewed annually by Gippsland MEMEG and held by the MERO.

Council's emergency response is coordinated from the Municipal Coordination Centre (MCC). The standard operating procedures outline roles and responsibilities of key Council personnel, the activation process in an emergency and tasks including:

- Set up of a Municipal Coordination Centre (MCC), if required
- Establishment of ICC linkages through a Council EMLO for enhanced, shared communication
- Data gathering, recording and sharing of local knowledge
- Reporting (internal and external)
- Downscale/deactivation and close of MCC

Further information on the operation of an MCC is held by the MERO and is available on Crisisworks.

Emergency Management Coordinating Group

The Municipal Emergency Coordination Group (EMCG) is a key municipal decision making group that includes the MERC, MERO and MRM and performs a leadership role in the coordination of municipal resources. There is a constant information flow and regular consultation between these positions. The Group provides a link between the Incident Control Centre/Emergency Operation Centre, Emergency Management Liaison Officers and the MCC to ensure that requests for resources and any other related requirements can be addressed.

Key Response Personnel

This is a summary of the roles carried out by key emergency response personnel at the municipal level:

Municipal Emergency Response Coordinator (MERC)

At the local level, a senior sergeant at Wonthaggi Police is the delegated Municipal Emergency Response Coordinator (MERC). The MERC ensures the Municipal Emergency Resource Officer (MERO) and Municipal Recovery Manager (MRM) have been notified about the emergency by the Incident Controller.

Any request for supplementary municipal resources should be made by the Incident Controller (or delegate) to the MERC. The MERC, in partnership with the Emergency Management Coordination Group (EMCG) will endeavour to supply the needed resources through existing municipal arrangements (See further details in **Access to Council Supplementary Resources** below).

The MERC is required to take an active role in on-going emergency planning as the emergency continues.

Council Staff in the Response Phase

- **Municipal Emergency Resource Officer (MERO)**

Council has delegated the function of MERO to the Coordinator Local Laws and Emergency Management pursuant to Section 21(1) of the *Emergency Management Act 1986*. The MERO has responsibility for the coordination of municipal resources to enable emergency response and recovery, and is required to take an active role in on-going emergency planning as an emergency continues. The MERO has a set of Operational Procedures and full delegation of powers to deploy and manage Council's resources during emergencies.

- **Municipal Recovery Manager (MRM)**

Council has delegated the function of MRM to the Manager Community Strengthening to ensure a responsive and coordinated approach to the delivery of recovery services and activities across the municipality. The MRM has responsibility for the coordination of municipal resources to assist emergency recovery activities and is required to take an active role in ongoing emergency planning as an emergency continues. The MRM may delegate duties to provide for effective management of recovery functions.

- **Deputy MERO and MRM**

In the event the MERO and MRM are required to undertake other functions such as planning, meetings or briefing sessions; the Deputy MERO and MRM are required to undertake the roles of MERO and MRM. This also includes taking on the primary roles during extended leave periods. The Deputy MERO and/or MRM may also be required to fulfil other functions, for example, facilitate community information sessions, assist operational officers or undertake inspections of the Emergency Relief Centres.

- **MCC Manager**

The role of a MCC Manager includes ensuring that all procedures and systems required to operate the MCC are activated. It is recognised that Council will provide sufficient human and physical resources to ensure that the MCC can run effectively for as long as is required.

- **Emergency Management Liaison Officer (EMLO)**

The role of the EMLO is to be Council's representative within the Emergency Management Team (EMT) formed to support the Incident Controller for the particular incident. They act as an expert advisor, providing local knowledge about the municipality and community to ensure the most appropriate outcome/s for inclusion in incident relief and recovery planning at the ICC; and are the liaison between the EMT and the MCC relaying requests for information, resources and personnel to the MERO and MRM.

Detailed role statements for MERO, MRM, MCC Manager and EMLO are found in the Gippsland Response and Recovery Standard Operating Procedures available from the Executive Officer of the MEMPC.

Other Emergency Management Roles in Council

- ### Municipal Fire Prevention Officer (MFPO) and Deputy MFPO

The Country Fire Authority Act 1958 requires each municipal council to appoint a Fire Prevention Officer. The Fire Prevention Officer's role includes liaising with fire services, brigades, other authorities and councils regarding fire prevention planning and implementation and advising and assisting the Municipal Emergency Management Planning Committee on fire prevention and related matters.

Council's Coordinator Local Laws and Emergency Management has been appointed as the Municipal Fire Prevention Officer; and the Emergency Management Officer is the Deputy MFPO.

Council Staff in Functional Areas

A number of Council employees are responsible for emergency planning and response specific to their role and function within Council. These include:

- Environmental Health Coordinator & Team
- Municipal Building Surveyor & Team
- Manager Infrastructure Maintenance & Team
- Community Safety Rangers/Officers (Local Laws Officers)
- Finance Officer
- IT Support Officer
- Communications and Engagement Coordinator

Details of Emergency Management training and contact details for Council Staff are held by the MERO and on Crisisworks. Council provides an extensive after hours service accessed through the Council's 24-hour number 1300 BCOAST (226 278) which includes response to issues such as tree damage, water on roads, blocked roads, drains and stock at large. It also provides the gateway to relief and recovery support to people impacted by a single incident eg house fire.

Municipal Coordination Centre

The Municipal Coordination Centre (MCC) is where Council personnel, MERO and MRM as part of the EMCG, coordinate the provision of Council's human and material resources during an emergency. Council has elected to use Crisisworks Incident Management System to facilitate the provision of municipal resources and gathering and recording of data associated any emergency incident.

The MCC may be virtual, using Crisisworks, or established in the most appropriate facility depending on the nature and location of the emergency. The MCC may also be activated to support neighbouring municipalities. The MERO Operational Procedures outline the process for setting up an MCC.

Access to Council Supplementary Resources

The Bass Coast MERO has full delegation of powers to deploy and manage Council's resources during emergencies. The MERO has access to current lists of plant and machinery owned or under the control of Council. The MERO Operational Procedures outline how

these resources may be accessed and deployed to support emergency management activities.

The provision of some Council resources for response activities may be subject to limits and/or constraints.

The Bass Coast MERO may be contacted via the Council 24 hour number 1300 BCOAST (226 278) to initiate Municipal Emergency Management Plan Response arrangements as required.

Further information on accessing supplementary supplies can found in Practice Note - Sourcing Supplementary Emergency Response Resources from Municipal Councils held by the MERO and MERC referenced in Appendix 10, part 8 of the EMMV (available at http://www.emv.vic.gov.au/policies/emmv/).

5.3. 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 Bass Coast Shire Council.

Control agencies are responsible for all costs involved in that agency responding to an emergency. Government agencies supporting the control agency are expected to absorb all costs from their normal budgets.

Depending on the magnitude of the emergency, some government financial assistance may be available for prevention, response and recovery activities. Under the guidelines for Municipal Emergency Management Planning the Victorian Government provides financial assistance to councils for specified types of emergency management expenses, consistent with the Commonwealth-State Natural Disaster Relief arrangements.

More information can be found at: http://www.dtf.vic.gov.au/victorias-Economy/natural-disaster-financial-assistance or by contacting the Natural Disaster Financial Assistance team at NDFA@dtf.vic.gov.au or by phone 9651 2327.

Eligible events are: bushfires, cyclones, earthquakes, floods, storms (including hail) and land slippages caused by any of the above defined natural disasters. The MAV Guide to the Financial Management of Emergencies identifies operational procedures for financial considerations and is held by the MERO and MRM.

Depending on the magnitude of the emergency, Bass Coast Shire Council will activate Gippsland Emergency Relief Fund (GERF) to manage donations on behalf of Bass Coast Shire Council.

5.4. Warnings and Information

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

In practice, the Incident Controller is responsible for issuing warnings and community information. Public information officers, if appointed can manage the provision of public information and warnings on behalf of the controller and all responding agencies, but this must be authorised by the controller at the specific tier.

Warnings

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

- VicEmergency website http://www.emergency.vic.gov.au/
- The VicEmergency App
- VicEmergency or relevant agency social media feeds
- Voice and SMS phone messaging through the use of the Emergency Alert tool
- Relevant emergency information phone lines
- Emergency broadcasters, using the standard emergency warning signal (SEWS) where relevant
- Face-to-face contacts such as door knocks, community meetings
- Social Media Sites including Bass Coast Shire Facebook Page.

EMMV Part 8 – Appendices and Glossary provides the Guidelines on the use of several of these warning mediums.

Council generated communications

Council has a role to play providing its community with the necessary information to develop an understanding and awareness of the issues associated with the prevention of, response to and recovery from emergencies.

- **Before Emergency**

Any information released to the public on behalf of Bass Coast Shire Council will be to educate and assist the community to prepare for emergencies. This information must be approved by Bass Coast Shire Council's Municipal Emergency Management Planning Committee if it is not taken directly from an existing education program. The information is provided to enable the public to take reasonable measures to prevent or lessen the potential effects of emergencies and to cope during the impact phase of an emergency. The key programs that are supported by the Municipal Emergency Management Planning Committee are included in Community Education Strategy in Appendix 7.9.

- **During the Emergency**

Emergency information is the responsibility of the Control agency. Any information released by the municipality must be approved by the MERO (general information) or Chief Executive Officer/Senior Management (policy/financial/political matters). Assistance in preparing and disseminating information will be provided by Council's Communications and Engagement Coordinator.

Provision of information to the community, Councillors, staff, agencies and other key stakeholders in the event of an emergency is essential in keeping all informed on the efforts and actions that are being undertaken. Issues to be communicated may include, but not be limited to, are:

- The provision of Council services and support;
- Council business continuity actions;
- Public health messages; and

- Information relating to the provision of relief support such as food, water, accommodation etc.

Generally external Communications

- Will be around Councils activities – what is being done and where services are reduced.

- Updates – Council may support the incident by retweeting information and sharing warnings provided by the Control agency

- A spokesperson will be appointed, normally the CEO or relevant Council departments who are responding to the emergency (dependant on the incident level). The Mayor and Councillors will be involved in the Recovery stage.

Generally internal communications

- Updates – Council's Emergency Management Team or the MCC will, where possible provide information to the Communications Team who will in turn send emails to Managers, Team Leaders and Coordinators for passing on to relevant staff including information and warnings provided by the Control agency

- **After the emergency**

Releasing information will be the responsibility of Bass Coast Shire Council and or the Department of Health and Human Services. Any information released by Council must be approved by the MRM (general information) or Chief Executive Officer/Senior Management (policy/financial/political matters). Liaison must take place so duplication and confusion does not occur. The aim is to maintain the crucial information flow to those in need of assistance and direction.

Dissemination Methods

Council has a broad range of communication tools and networks and will use these as required to share information effectively with the community.

The Bass Coast Shire Council Emergency Communications Procedure has been developed by Council that identifies how Council will communicate during a significant emergency and how Council will support the messaging of response, relief and recovery agencies and is held by the MERO

5.5. Relocation and Evacuation

Relocation

On the basis of warnings or other information received members of the public: individuals, families and households may remove themselves from the potential area of the emergency and relocate to a safe area on their own volition.

Evacuation

In order to protect people from the risk of an emergency, the Incident Controller may recommend the evacuation of people from a specific locality.

Evacuations should be conducted in accordance with the Evacuation Guidelines, which can be found in EMMV Part 8 – Appendices and Glossary, Appendix 9.

In Victoria, evacuation is largely voluntary and individuals can choose how they respond to the recommendation to evacuate. The MERO and MRM will support the MERC by assisting in identification of suitable assembly areas, opening and activating an appropriate ERC Appendix 7.8 and providing traffic management & diversion route assistance, if appropriate. A list of facilities in Bass Coast with vulnerable people is included in Appendix 7.9 of this plan and is reviewed annually. Further information is available in the MERO Operational Procedures.

5.6. Neighbourhood Safer Places: Places of Last Resort and Fire Refuges

Neighbourhood Safer Places - Places of Last Resort (NSPs) are places of last resort when all other bushfire plans have failed.

NSPs are:

- Locations that may provide some protection from direct flame and radiant heat, but they do not guarantee safety.
- Not an alternative to planning to leave early or to stay and defend your property; they are a place of last resort if all other fire plans have failed.
- An existing location and not a purpose-built, fire-proof structure.

There are six NSPs in Bass Coast:

- Inverloch - Inverloch Community Hub grounds and footpath surrounding the hub at the intersection of A'Beckett Street and Reilly Street
- Grantville - Memorial Park - 1504-1510 Bass Highway
- Pioneer Bay - Daisy Road Reserve - 11 Daisy Avenue
- Cowes/Silverleaves - Cowes Recreation Reserve - 1-15 Church Street, Cowes
- Cape Woolamai - Woolamai Park - 11-19 Sunnyside Avenue, Cape Woolamai
- Cape Paterson - Anchor Parade Road/Park Parade Road Reserve, Cape Paterson

There is no fire refuge in Bass Coast

5.7. Planning for Cross Boundary Events

Bass Coast Shire Council is an active member of the Gippsland Emergency Management Planning Committee and the Regional Strategic Fire Management Planning Committee and a representative on regional planning groups as required.

The activities above help build regional relationships and support Council's ability to support each other in an emergency.

5.8. Resource Sharing Protocols

Bass Coast Shire Council is a signatory to the Municipal Association of Victoria's (MAV) Inter Council Emergency Resource Sharing Protocol. The protocol provides an agreed position between councils regarding the provision of resources to assist other municipalities with response and recovery tasks during and after emergencies.

Bass Coast Shire Council is also an active partner in the Gippsland Municipal Emergency Management Enhancement Group (Gippsland MEMEG). Together the six councils that make up Gippsland MEMEG (Bass Coast, Baw Baw, East Gippsland, Latrobe, South Gippsland and Wellington) have developed and maintain:

- Gippsland Emergency Relief Centre Standard Operating Procedures v.10
- Gippsland Response and Recovery Standard Operating Procedures v. 6

These documents ensure common practice across the Gippsland councils so any council within the region is able to support another Gippsland council when their resources are low eg providing outreach in a long running incident such as the Hazelwood fire or supporting recovery activities in Wellington Shire following a flood.

5.9. Response/Recovery Transition

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

5.10. Response Stand-down

Once the emergency response activities have concluded and where recovery activities need to continue, the arrangements for managing the emergency will transition to the arrangements for managing recovery outlined in in Section 6 below.

Consideration regarding the timing of the transition should include the extent to which the:

- Emergency risk remains
- Powers available to response agency personnel are still required
- Effect and consequence of the emergency is known
- Affected community continues to require relief services
- Recovery resources are ready to manage their responsibilities

To assist emergency management agencies involved in response and recovery to achieve a seamless transition of information, resources, management and coordination of activities, a template agreement for transition of coordination arrangements from response to recovery has been developed by EMV and is available on Crisisworks.

In some circumstances, it may be appropriate for certain facilities and goods obtained under Emergency Response Plan arrangements during response to be utilised in recovery activities. In these situations there would be an actual handover to the Recovery Manager of such facilities and goods. This handover will occur only after agreement has been reached between response and recovery coordinating agencies.

It should be recognised that MCC functionality may continue for some time during the Recovery Phase dependant on the scale of the event.

Accounts and financial commitments made during the response phase are the responsibility of the MERO through the Municipal Emergency Management Plan arrangements.

When response activities are nearing completion the Municipal Emergency Response Coordinator, in conjunction with the control agency, will call together relevant relief and recovery agencies, including the MERO and the MRM, to consult and agree on the timing and process of the response stand down.

Payment for goods and services used by Council in the Recovery process is the responsibility of the Municipal Recovery Manager through the Municipal Emergency Management Plan arrangements.

5.11. Debriefing Arrangements

A post emergency debrief is undertaken as soon as is practicable after an emergency. It is the responsibility of the MERC to ensure a debrief session is conducted. The responsible agency convenes the debrief meeting and all council personnel and agencies who participated in the emergency should be represented.

The debrief session will assess the adequacy of the MEMP and recommend any changes required. The meetings to assess the adequacy of the MEMPC should be chaired by the MEMPC Chairperson.

A separate Recovery debrief to address recovery issues will take place. This should be chaired by the Municipal Recovery Manager.

6. Relief and Recovery Arrangements

6.1. Introduction

Emergency relief and recovery begin when an emergency occurs.

6.2. Emergency Relief

Emergency relief is the provision essential needs to individuals, families and communities during and in the immediate aftermath of an emergency. The primary functions of emergency relief are:

- Community information
- Psychosocial support
- Health and first aid
- Re-connecting families and friends (Register.Find.Reunite.)
- Emergency shelter
- Food and water to individuals
- Material aid (non-food items)
- Emergency financial assistance
- Animal welfare
- Harnessing goodwill

Council is responsible for coordinating relief at the local level including establishing and managing emergency relief centres. DHHS supported by Red Cross is responsible for coordinating relief at the regional level and EMV at the state level.

The Gippsland Emergency Relief Centre Standard Operating Procedures has been developed by the six municipal councils that constitute the Gippsland Regional Municipal Emergency Management Enhancement Group (Gippsland MEMEG). The primary aim of the document is to provide a minimum standard of universal Emergency Management Relief service delivery across the Gippsland Region.

A list of identified Emergency Relief Centres in Bass Coast can be found in Appendix 7.8. The Bass Coast Emergency Relief Centre Set-up Procedure has been developed detailing setting up of centres in Bass Coast. These two documents along with the Relief and Recovery Sub Plan identify Council staff and agencies that will provide relief services at these centres (held by MERO and MRM and available on Crisisworks).

6.3. Recovery

Recovery is defined as helping people and communities affected by emergencies to achieve a proper and effective level of functioning. This can be achieved when councils and others, using specialist services and resources, support the community as it manages its own recovery.

Recovery activities should begin as soon as possible after an emergency begins. Waiting for response activities to scale down or stop before starting recovery activities can make problems worse. The Relief and Recovery Sub Plan identifies Council staff members and agencies that will provide initial recovery services in Bass Coast. The Gippsland Response and Recovery Standard Operating Procedures have been developed to provide a minimum standard of universal Emergency Management Response and Recovery service delivery across the Gippsland Region (held by MERO and MRM and available on Crisisworks).

6.4. Key References to this section of the MEMP

- Emergency Management Act 1986
- Emergency Management Act 2013
- Emergency Management Manual Victoria (EMMV Part 4)
- State Health Emergency Response Plan (SHERP)
- Bass Coast Shire Relief and Recovery Sub Committee Terms of Reference
- Bass Coast Shire Relief and Recovery Sub Plan
- Gippsland Emergency Relief Centre Standard Operating Procedures and Bass Coast Emergency Relief Centre Set Up Procedures
- The Gippsland Response and Recovery Standard Operating Procedures
- The Emergency Relief Handbook 2013

6.5. Relief and Recovery Sub-Plan Coordination Principles

These are the principles of relief and recovery that have been agreed through the development of this plan:

- The emergency relief function roles and the nominated agencies responsible for food and water to individuals, material aid (non-food items), emergency shelter and emergency relief centres at the local level will be designated in this plan.
- Coordination and service provision will be devolved as much as possible to the local level. State and Regional recovery strategies, services and resources will supplement and complement the municipality's initiatives rather than replace local endeavours.
- Emphasis will be given to supporting and maintaining the identity, dignity and autonomy of affected individuals, families and the community.
- Coordination of recovery will focus on the consequences of the emergency and occur in the context of clear and agreed arrangements between Council and agencies that have agreed to provide services, and involve processes of consultation and cooperation through established communication channels.
- Wherever possible, the normal municipal management and administrative structures and practices will be used, ensuring that these structures and practices will be responsive to the special needs and circumstances of the affected community.
- Recovery information and recovery services need to be community lead and readily accessible to affected individuals, families and communities and responsive to their needs and expectations.
- The recovery process may well be protracted and complex, so sufficient time and resources should be provided to allow for completion of the process.

6.6. Relief and Recovery Sub Committee

A Relief and Recovery Sub Committee has been formed through the MEMPC and the sub committee's role is to prepare and maintain the appropriate relief and recovery section of the Municipal Emergency Management Plan and the Relief and Recovery Sub Plan. The committee will also facilitate access to, and use of relief and recovery resources in Bass Coast in the preparation for, response to and recovery from a declared emergency event.

The committee consists of representatives of the key recovery organisations and agencies who may be involved with the recovery process. These include:

- Municipal Recovery Manager (MRM), Deputy MRM (as required)
- Coordinator Local Laws and Emergency Management

- Department of Health and Human Services (DHHS)
- Relief and recovery agencies (including Salvation Army, Red Cross, Victorian Council of Churches (VCC), Gippsland Lifeline)
- Department of Economic Development, Jobs, Transport & Resources (DEDJTR)
- Rural Development Victoria
- St John Ambulance
- Bass Coast Health (BCH)
- Department of Education and Training (DET)
- Centrelink
- Service Clubs (Lions and Rotary)

The Relief and Recovery Sub-Committee is scheduled to meet, as a minimum, twice a year. The Coordinator Local Laws and Emergency Management coordinates the preparation of a report for tabling at the following MEMPC meeting.

6.7. Municipal Recovery Manager and Relief and Recovery Personnel

Bass Coast Shire Council's CEO has delegated the function of MRM to the Manager Community Strengthening to ensure a responsive and coordinated approach to the delivery of recovery services and activities across the municipality.

The MRM has responsibility for the coordination of municipal resources to assist emergency recovery activities, and is required to take an active role in ongoing emergency planning as an emergency continues. The MRM may delegate duties to provide for effective coordination of recovery functions.

The MRM is assisted in the role by designated Deputy MRMs, who will assume the role of MRM in the absence of the MRM.

Bass Coast Shire Council will identify staff to fill relevant relief and recovery positions to ensure that there is a timely response to the needs of the community. The types of positions filled and their level of involvement with the relief and recovery process will depend on the scale of the emergency and the relief and recovery requirements identified. Whenever possible, these roles will link with staff members' normal roles at Council.

Ongoing Business Continuity planning will support the Council if the MRM and key relief and recovery staff have to be moved off-line from their substantive duties to concentrate on relief and recovery coordination. Details of Emergency Management training and contact details for Council Staff are held by the MERO/MRM and on Crisisworks.

6.8. Coordination of Relief and Recovery

Responsibility for the coordination and management of relief in Victoria is as follows:
- Municipal Level – Bass Coast Shire Council
- Regional Level - Department of Health & Human Services (DHHS)
- State Level - Emergency Management Victoria (EMV)

The Department of Health and Human Services is responsible for regional relief and recovery coordination across the four recovery environments on behalf of the Victorian Government and EMV has responsibility at the state level.

If an emergency exceeds the capacity of Council due to the scale, complexity, geographic area, level of human impact, or dispersion of the affected population, Council may request the DHHS Regional Recovery Coordinator to coordinate recovery at the regional level.

6.9. Activation

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

Generally, the MERO is responsible for notifying the MRM of the potential need for relief and recovery services. Together, they will consider the needs of the emergency and notify key support agencies as required and outlined in the Gippsland Emergency Relief Centre Standard Operating Procedures and the Response and Recovery Standard Operating Procedures

Key Bass Coast Shire Council relief and recovery staff will be notified in the event of an emergency by the MRM or a deputy. Where possible, key staff will be put on standby if there is advanced warning of a potential or imminent threat eg Code Red Day.

The Municipal Recovery Manager shall communicate with and convene a meeting of Bass Coast Shire Council's relief and recovery representatives and identified agencies as soon as is practical where the emergency is of a magnitude that requires their involvement.

Bass Coast Shire Council's 24-hour number 1300 BCOAST (226 278) provides entry in to the relief and recovery process for single incidents or until such time as relief and recovery centres are established. During business hours Council's customer service representatives will be briefed on where calls and queries should be directed.

Circumstances when a Regional Recovery Coordinator (Department of Health and Human Services) may be required to inform a Municipal Recovery Manager of the need for relief and recovery activities may include those where:

- The event has occurred outside the municipal district and support is required
- The response to the event is small scale, but the potential impacts are large, and/or
- There has been no need to activate local resources during the response to the event.

The emergency relief and recovery plan may be implemented in support of events where no response activities were required such as an emergency occurring interstate or overseas with people returning home and requiring recovery services.

6.10. Implementation

The organisations listed in the relief and recovery services and providers section of this document have agreed to provide services or coordinate a function in the particular area. Access to these services will be provided through the MRM. Levels of involvement will be determined by the MRM and relevant Relief and Recovery Sub Committee members based on available information.

Organisations who have agreed to provide support or coordinate relief and recovery services shall maintain their own resource list which can be used during an emergency. Council shall maintain a contacts/resource directory of identified service providers of relief and recovery functions as detailed in Appendix 7.5 and in more detail in the Relief and Recovery Sub Plan.

During the response phase of an emergency, activities will reach a stage where a formal handover of the coordination of activities and resources from the MERC to the MRM will be required. To ensure efficient transition at this stage the process will be conducted in accordance with the response/recovery transition element of this plan.

6.11. Functional Areas of Recovery

The municipal relief and recovery planning process is structured to address key services/activities within the four recovery environments as identified in the State Emergency Relief and Recovery Plan. These include:

- Social environment – the emotional, social, spiritual, financial and physical wellbeing of individuals and communities
- Economic environment – the revitalisation of the economy of the community to ensure as far as possible that the wellbeing of a community is increased & includes consideration of the impacts on the welfare of livestock, companion animals and wildlife, and the loss and damage suffered by primary producers.
- Built environment – the restoration of essential and community infrastructure
- Natural environment – the rehabilitation of the environment

Each of these functional areas overlaps considerably and requires coordination and collaboration to address issues arising from an emergency. Recovery from emergencies is a developmental process of assisting individuals, families, neighbourhoods and communities to manage the re-establishment of those elements of society necessary for their wellbeing.

6.12. Relief and Recovery Services and Providers

Recovery operations involve cooperation between all levels of government, non-government organisations, community agencies, the private sector and affected communities. Coordination processes have been developed with relevant identified agencies and Bass Coast Shire Council staff using the four key recovery areas.

This provides for a set of arrangements that have been endorsed by local relief and recovery agencies, Bass Coast Shire Council and the Relief and Recovery Sub Committee to ensure relief and recovery tasks are met satisfactorily.

A process for review of these arrangements has been agreed by the Relief and Recovery Sub Committee. Standard Operating Procedures and management processes are in the Relief and Recovery Sub Plan held by the MRM and MERO.

The municipality and other agencies shall obtain and pay for goods/services through their own supply systems.

The following table is an overview of the details of relief and recovery services providers. Where possible, an external agency will be sought to coordinate the service provision that has the required skills, processes and contacts.

Service	Primary Service Providers	Details
Community information	Bass Coast Shire Council	Coordinate and provide accurate information to the public and media during and after an emergency on Relief and Recovery activities
Psychosocial support	MRM & Red Cross, Victorian Council of Churches and Lifeline Gippsland	Coordinate provision of initial personal support, counselling, case coordination and outreach to affected community
Health	Bass Coast Shire Council Environmental Health Team	Assess, provide advice and minimise public health impact of an emergency on the community
Shelter	MRM & Emergency Relief Centre Managers – Visitor Services Staff	Assist in the provision of emergency/temporary accommodation after an incident
Material aid (Non-food items)	Salvation Army	Coordinate the distribution of Material Aid to individuals and communities after an incident
Emergency financial assistance	DHHS	Coordinate the distribution of Financial assistance to individuals and communities after an incident
Animal welfare	DEDJTR and Bass Coast Shire Council Community Safety Rangers	Provision of support to pet owners, particularly at Emergency Relief Centres & coordinate issues relating to stock, agistment and fodder.
Harnessing goodwill	Bass Coast Shire Council determined as required	Support and coordinate the use of volunteers and manage spontaneous volunteer process
Impact and Needs assessment	Bass Coast Shire Council & DEDJTR	Coordinate assessment of damage and losses following an emergency
Essential & Community Infrastructure	Bass Coast Shire Council Infrastructure Division	Coordinate the clean-up and rebuilding of infrastructure in the affected area
Community Development	Bass Coast Shire Council Community Strengthening Department	Coordinate community events and meetings that will assist the recovery of communities
Economic Development	Bass Coast Shire Council Economic Development & Tourism Department	Initiate economic development activities to assist in the recovery of businesses after an event

Service	Primary Service Providers	Details
Environment	Bass Coast Shire Council Sustainable Environment Department	Assess, provide advice and repair damage after an emergency including tree assessment and replanting and erosion prevention and control.

The organisations listed below have agreed to coordinate the particular relief and recovery functions that do not have a detailed coordination process associated with this MEMP plan.

Type Of Service	Coordinated By
Reconnecting families and friends - registration	Victoria Police Red Cross
Food and water	Red Cross Salvation Army Service Clubs Bass Coast Shire Council Prequalified Suppliers List
First Aid	Ambulance Victoria - as per SHERP St Johns Ambulance
Emergency Medical Care and Medical Transportation	Ambulance Victoria Department of Health & Human Services
Telecommunications	Telstra Optus Bass Coast Shire Council
Language Services	Municipal Recovery Manager with assistance from Translating and Interpreting Service (Ph.131 450 24/7)

6.13. Emergency Recovery Operations Process

There are five primary phases or steps in emergency recovery operations that are related to a time continuum. The recovery services required in each phase will vary in type or activity. The Relief and Recovery Sub Plan provides more details on procedures and arrangements relating to relief and recovery activities. The provision of life support and essential needs to people affected by an emergency is the first stage of emergency recovery.

During the incident (usually the response phase)

Plan for the opening of a Relief Centre based on data collected – details contained in Relief Centre Standard Operating Procedure eg provision of information and essential food and water supplies etc. Implement if needed.

If required establish an operational response team of Council staff to lead emergency relief activities and consider primary emergency relief functions outlined in the Relief and Recovery Sub Plan and communicate with affected communities using the Bass Coast Shire Council Emergency Communications Procedure.

Immediately after the incident (1 – 7 days)

Convene a meeting of the Relief and Recovery Sub Committee to coordinate recovery activities and monitor the progress of recovery. This committee, chaired by the MRM, will be comprised of key members from the Relief and Recovery Sub Committee, Council Staff and other primary service providers as identified. The Committee will report to the Municipal Emergency Management Planning Committee (MEMPC).

The Committee will develop a communications and engagement strategy for the life of the recovery process identifying target audiences, information requirements and dissemination methods.

Continued from initial phase, conduct relevant impact assessments (visits to properties) and collate the gathered information for needs assessment and planning purposes. If necessary, begin to plan for an outreach program in consultation with relevant service coordinators.

This will enable the MRM to determine whether a Community Recovery Committee will need to be established. If so, commence planning for its establishment. Implement if required.

Short Term (weeks 2 - 4)

Where appropriate initiate a case coordination/management process for affected people and ensure they have access to personal support, accommodation, material aid and any other assessed service requirements.

If required, open a recovery centre to coordinate information flow (both ways) to the community.

Continue implementing communications and engagement strategy.

Medium Term (months 2 - 3)

Continued case coordination/management of affected people and capture learnings and see how recovery services and staff are coping.

Ongoing communications and engagement.

Long Term (month 4 onwards, up to 18 months or even 2 years depending on the impact of the incident)

Ensure community-based exit strategy is planned for and that the community has been part of the consultation process. Develop communication and engagement strategy to support the exit strategy. Ongoing case management of affected people (by this stage it is expected that community members with more complex needs will have been referred to appropriate mainstream service providers).

6.14. Impact Assessments

Initial Impact Assessment (IIA) is an organised activity as part of response, led by the control agency. Assessments for relief and recovery can be informed by Initial Impact Assessment reports and can build upon the information gathered as a result of response activities.

Impact information may also be gathered by relief and recovery agencies and by Council at Emergency Relief Centres.

Targeted and appropriate relief and recovery activities benefit from accurate information about the specific scale and nature of the impacts of emergencies as their consequences can influence actions in emergency relief and across all four recovery environments.

During the recovery phase further impacts and needs assessments will be required including:

- Secondary Impact Assessment (SIA) – following initial assessments, more detailed investigation to determine the recovery actions, service requirements for residents and actions required to reinstate infrastructure such as roads, buildings and bridges will be completed. The assessment will be a progressive and more holistic assessment of the impact of the event on the community and will consider the built and natural environments, social and economic impacts, and resulting community needs.
- Post Emergency Needs Assessment (PENA) will consider the longer term psychosocial impacts of a community, displacement of people, cost of destroyed assets, the changes in the 'flows' of an affected economy caused by the destruction of assets and interruption of business. Such assessments inform the medium to longer-term recovery process, and build the knowledge base of the total cost of emergencies that informs risk assessment and management.

Council will participate or lead local relief and recovery impact assessments when appropriate, sharing information with Victorian Government agencies as requested. The MRM will assist with coordinating, collating and evaluating information gathered during post emergency need assessment.

Impact Assessment data will be gathered and managed by Council using the operating procedures documented in the Relief and Recovery Sub Plan. Data gathered will be linked in with Council's rates database for validation and input in to the Crisisworks software system for management and reporting.

The Department of Health & Human Services is responsible for coordinating loss and damage reporting for recovery at the regional level; with EMV coordinating data at a State level.

6.15. Escalation

Relief and recovery coordination is undertaken at a municipal level. If required, it can escalate from the local to regional or state level:

- When requested, because capacity is exceeded, or
- Where an emergency has affected multiple municipalities in one region, or multiple regions within the state.

Escalation (from local to regional to state) builds on existing local arrangements, rather than replacing them. If assistance is required because capacity is exceeded, responsibility is retained but aided by additional support.

The relevant local, regional and state recovery coordinators are expected to monitor their relevant situations. When escalation appears likely the responsible recovery coordinator must prepare an incident-specific relief coordination plan. If required, the recovery coordinator will also prepare an incident specific regional recovery plan.

Where an emergency has a significant community-wide impact, the Victorian Government may establish an event-specific relief or recovery coordination structure, to oversee a whole-of sector response.
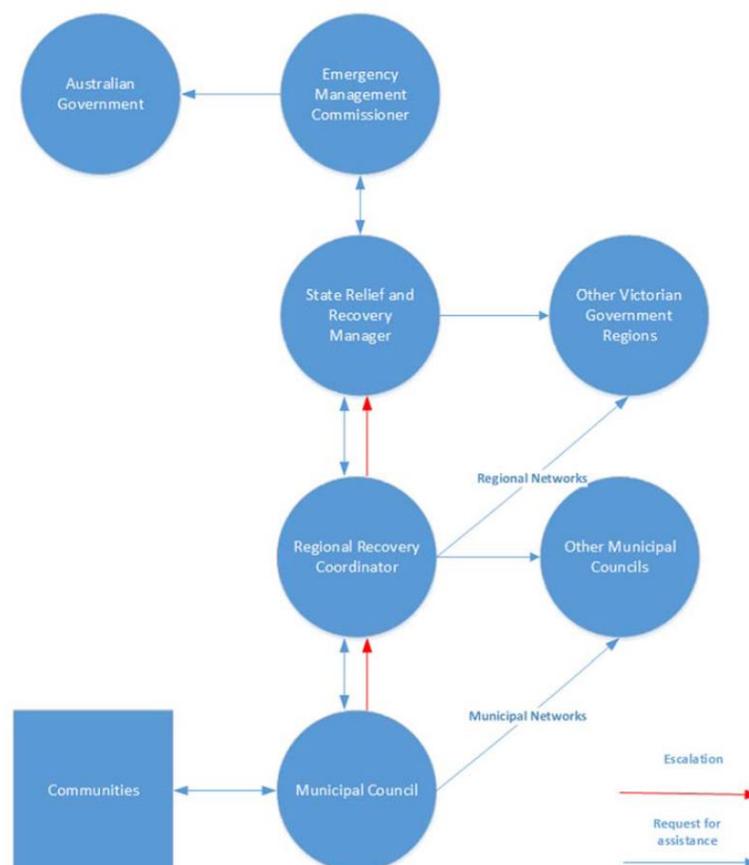
6.16. Community Recovery Committee

Where the magnitude of the event requires community input into the recovery process one or more Community Recovery Committees (CRC) may be established within the affected area.

Community recovery committees are the primary method for supporting community recovery after an emergency. Bass Coast Shire Council is responsible for establishing and leading a municipal/community recovery committee. It is critical that municipal Council consult closely with affected communities about the nature and type of committee that suits each community – this needs to be a community-led or directed activity as much as possible.

Community recovery committees enable individuals and community members to contribute to and lead the recovery process for their community. They can coordinate information, resources and services in support of an affected community, establish priorities and provide information and advice to the affected community and recovery agencies. Community Recovery Committees are formed post emergency and disband when the need is no longer apparent. In some circumstances, CRCs have been known to operate for years, rather than weeks or months. The following sections on membership, functions and information contained in the Relief and Recovery Sub Plan will be used to develop initial Terms of Reference for a Community Recovery Committee.

Community Recovery Committee Membership

The composition of the committee will vary depending on the affected area. The membership of the committee should include community leaders and representatives including:

- Municipal Recovery Manager (Chairperson)
- Coordinator Local Laws and Emergency Management (Minutes and administrative support)
- Bass Coast Shire Council Staff (as required)
- Councillor(s)
- Impacted Residents
- Community Groups
- Community Leaders
- Affected Persons
- Local businesses

Contact details for community groups are available in the Community Development section of the Relief and Recovery Sub Plan and in Council's Community Directory available on Council's website. Councillor contact details are also available on Council's website.

The Community Recovery Committee will work closely with the Relief and Recovery Sub Committee and through them to the MEMP Committee.

Community Recovery Committee Functions

The functions of this committee consist of the following:

- Represent community needs subsequent to an event.
- Assist in the development and implementation of a local Community Recovery Plan.
- Monitor the overall progress of the recovery process at a community level.

- Identify community needs and report back to the Municipal Recovery Committee and/or MRM.
- Undertake local relief and recovery activities where appropriate e.g. memorial services and community events.
- Liaise, consult and negotiate, on behalf of affected communities, with relief and recovery agencies, Council and government departments.

7. Appendices (Held separately)

7.1. **Amendment Log**
7.2. **MEMP Distribution List**
7.3. **MEMPC Members and Contacts List**
7.4. **Terms of Reference**
7.5. **Town Populations and Profiles**
7.6. **Contact Directory**
7.7. **Special Plans and Arrangements**
7.8. **Emergency Relief Centres Overview**
7.9. **Vulnerable People in Emergencies**
7.10. **Community Education Strategy**
7.11. **Overview of Bass Coast Shire Risk Review**
7.12. **Acronyms and Abbreviations**
7.13. **Bass Shire Roads and Localities.**