

# Municipal Emergency Management Planning

Latrobe City Council



## Municipal Emergency Management Plan

## OFFICIAL

On behalf of the Gippsland REMPC and in my position as Chairperson, I am pleased to advise that the Latrobe MEMP has been assured and adopted by the Gippsland REMPC. It has been an extraordinarily challenging time for the team in Latrobe; council, response agencies, other government departments and NFPs have worked together responding to, and recovering from, another year of emergency events. Lance and the whole MEMPC should be congratulated on their efforts over the last 6 months or so, in preparing and producing a MEMP of a very high quality.

The MEMP was assessed by a working group comprising of council, response and relief/recovery agencies. Each agency represented provided feedback on the plan and found it to comply with the requirements as described by the current legislation and guidance notes from EMV. Given there is no official document for REMPCs to sign to provide that assurance, please accept this email as an approval and assurance that the Latrobe MEMP has reached the required standard.

Lastly, thank you for your continued support to the MEMPC and, more broadly, to the communities of the Latrobe Valley who have been through so much over the past 3 – 4 years.

Kind regards,

Andrew Brick  
REMP Chair

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# Part 1

## 1. Introduction

### 1.1. Acknowledgement of Country

The Latrobe City Municipal Emergency Management Planning Committee (MEMPC) acknowledge the Traditional Custodians of the land on which we meet and that of the Braiakaulung people of the Gunaikurnai nation and we pay respect to their elders past and present, we are committed to working with Aboriginal People to achieve a shared vision for a safer and more resilient community.

### 1.2. Authority

In 2020, the *Emergency Management Act 2013 (EM Act 2013)* was amended to provide for new integrated arrangements for emergency management planning in Victoria at the State, regional and municipal levels; and create an obligation for a Municipal Emergency Management Planning Committee (MEMPC) to be established in each Municipality of Victoria. Each MEMPC is a multi-agency collaboration group whose members bring organisation, industry or personal expertise to the task of emergency management planning for the Municipality.

The plan complies with the requirements of the EM Act 2013 including having regard to any relevant guidelines issued under section 77.

The EM Act 2013 requires each MEMPC to develop and maintain a comprehensive emergency management plan (Plan) for the Municipality that seeks to reduce

- the likelihood of emergencies;
- the effect of emergencies on communities; and
- the consequences of emergencies for communities.

### 1.3. Objective

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

The Plan seeks to build safer and more resilient communities through dynamic engagement and connectedness with the individuals, groups and broader society that makes up the Latrobe City. It ensures a coordinated and integrated approach with a focus on community involvement in planning in line with the 'all communities – all emergencies' approach to emergency management.

### 1.4. Scope

This plan supports holistic and coordinated emergency management arrangements within the municipality. It is consistent with and contextualises the State Emergency Management Plan (SEMP) and Regional Emergency Management Plan (REMP) The MEMPC is a subordinate plan to the REMPC.

In addition to the SEMP and REMP this Plan considers other municipal emergency management plans (MEMPs) within the region and region-specific issues and opportunities (including consequences) that exist.

To the extent possible this plan does not conflict with or duplicate other in-force emergency management plans that exist.

## 1.5. Administration

### 1.5.1. Municipal Emergency Management Planning Committee (MEMPC)

An overview of the MEMPC's appointment, function and composition is detailed in the SEMP. The MEMPC maintains a contact list and Terms of Reference which are available on request to the MEMPC via the MEMPC chair.

This MEMP has been developed by the Latrobe City Municipal Emergency Management Planning Committee and as far as practicable are consistent with the principles underlying the preparation of emergency management plans. Principles require that the plan is:

- prepared in a collaborative manner,
- prepared efficiently and effectively,
- prepared in a manner that acknowledges and reflects the importance of community emergency management planning (Section 60AA(1), sections 3.1 and 4.1)

### 1.5.2. Plan approval

This Municipal Emergency Management Plan is approved by the Regional Emergency Management Planning Committee. This Plan comes into effect when it is published and remains in effect until superseded by an approved and published update.

### 1.5.3. Plan assurance

This Plan has been prepared in accordance with the EM Act 2013 and Ministerial Guidelines for preparing emergency management plans. A Statement of Assurance (Annexure A) will be prepared and submitted to the REMPC pursuant to EM Act 2013 (s60AG).

This MEMP prescribes to be consistent with the principles underlying the contents of emergency management plans. Principles require that the plan:

1. aims to reduce the likelihood of emergencies and the effect and consequences they have on communities;
2. ensures a comprehensive and integrated approach to emergency management;
3. promote community resilience in relation to emergencies;
4. and promote appropriate interoperability and integration of emergency management systems (Section 60AA(2), Section 60ADB(1), section 3.6.3)

### 1.5.4. Plan review

To ensure the Plan provides for a current integrated, coordinated and comprehensive approach to emergency management and is effective, it is to be reviewed at least every three years or as required. An urgent update of this Plan is permitted if there is significant risk that life or property will be endangered if the Plan is not updated (EM Act 2013 s60AM).



#### 1.5.5. Phased implementation

The phased commencement and implementation of the new planning arrangements contained in the EMLA Act occurred throughout 2020.

To ensure a seamless transition, the legislation was sequenced to allow for the commencement of planning reforms and the creation of the relevant tier plans.

The state level amendments were implemented first, followed by the regional and then municipal arrangements. All arrangements outlined in the EMLA Act are now implemented in full.

The implementation of each level of reform resulted in a consequential replacement of parts of the Emergency Management Manual Victoria (EMMV), and the EMMV is now fully superseded.

The topics previously covered in the EMMV are now addressed through the overarching intent of the EM Act 2013 as amended, the EMPs at each level, existing doctrine, policy and procedure, resources in the Resource Library, and these Guidelines.

At the commencement of each phase of the reform, any existing state, regional or municipal level sub-plans are considered to be sub-plans to the respective new EMP.

From 1 December 2020, existing MEMPs are also considered to be the new MEMPs. All existing sub-plans and MEMPs will remain in force in their current form until their next update, at which point they will be assured and approved in accordance with the EM Act 2013, as amended.

This provision allows the EMC and REMPCs up to three years from the commencement of the relevant component of the legislation, to ensure sub-plans are compliant.

MEMPCs have up to three years from 1 December 2020 to update their MEMPs and any sub-plans.

#### 1.5.6. Maintenance of the MEMP

The custodian of this MEMP is the Latrobe City MEMPC, and the MEMPC Chair will facilitate and action alterations and changes as identified/required.

Committee members and organisations delegated with responsibilities in this MEMP are required to notify the Chair of any changes of detail relating to their organisation contained within the MEMP (e.g. contact information, capacity and capability) as they occur.

Under shared responsibility Committee members may also be call upon to assist in updating the plan as required.

Specific elements of the Plan that will be reviewed annually are:

1. Legislative references (and links)
2. MEMP membership contact directory
3. MEMP member capacity and capability information
4. Vulnerable Facilities Register
5. Community Emergency Risk Assessments (CERA) & Treatment Plan

Amendments will be made and recorded in the amendment history section of this document and distributed as required.

See **Appendix B** for the MEMP amendments and distribution list.

## 1.6. Exercises

To ensure continuous improvement this plan will be exercised during the MEMP's three-year lifecycle. This will be completed in a form determined by the MEMPC and should describe the type of exercise and lessons learnt. Exercises should be designed to test areas of interoperability and integration of emergency management systems. The MEMPC will describe amendments made to the MEMP in the Amendment History section if lessons learnt from exercises have noted improvement opportunities for the plan. Planned exercises will be shared with the Regional Emergency Management Planning committee (REMPC) and Gippsland MEMEG members, along with any outcomes and learnings that are relevant to other agencies and municipalities.

## 1.7. Shared Responsibilities

A commitment to shared responsibility recognises that no single person or agency can be responsible for emergency mitigation, preparedness, response or recovery. Individuals, communities, businesses, all levels of government and the not-for-profit sector all have a role to play.

Shared responsibility supports more resilient communities that are engaged, informed and involved. Resilient communities recover more quickly and are better placed to respond to and recover from subsequent emergencies.

By sharing responsibility, we can minimise the impacts of emergencies and build safer communities. Victoria's shared responsibility approach recognises that communities:

1. are best placed to understand and manage their own risks and drive preparedness, response and recovery, including through their fundamentally important volunteer contribution
2. should be empowered with the information, capabilities and opportunities to make decisions and work with agencies for better EM
3. have networks and relationships that help agencies and communities identify the risks that a community faces, assess the vulnerability of the community to those risks and identify options to protect the values of most importance to them.

At an individual and household level residents and visitors should seek to mitigate emergency risk to themselves and others, support response activities by the emergency management sector, and meet their own relief and recovery needs where possible. Shared responsibility works best in practice when individuals and households

### *Before*

- Find out about and stay aware of potential risks in their environment
- Take protective measures including taking out insurance
- Develop personal/family emergency plans to improve their safety and wellbeing during emergencies and keeping them current and ready to implement immediately

### *During*

- In the event of an emergency, be as self-reliant as possible: in the first instance, agencies will prioritise the most vulnerable
- Act on emergency information and warnings and implement their plans as required to protect themselves, their families, neighbours and their local community, in particular protecting people who are most vulnerable

*After*

- Meet their own recovery needs wherever possible
- Review and improve personal/family emergency plans

The MEMPC will support the community to be more resilient through education and engagement activities that help people to better understand potential risks in their environment and how to plan for and recover from their impacts.

## Part 2

### 2. Municipal District Characteristics

#### 2.1. Topography

The region controlled by Latrobe City contains varying topography ranging from steep, almost inaccessible hills of the Jeeralang and Strzelecki ranges to flat plains of the Latrobe Valley, some of which is noted flood plain. Included in this area are a number of water reservoirs of significant importance. Rivers include the Latrobe River, Tanjil River, Tyers River and the Thompson River on the northern Boundary. The majority of the region is agriculture land, with large pockets of eucalypt and pine plantation, residential areas and industry, the most significant being coal production. The City contains four major cities these being Moe, Morwell, Traralgon and Churchill.

The boundaries of Latrobe City are depicted in the map at **Appendix C**

There are a number of main roads within the region, the most significant being the Princes Highway which traverses the region from west to east.

The main Gippsland railway line traverses the region aligning at most stages with the Princes Highway.

The Latrobe Regional Airport is located within Latrobe City between the cities of Morwell and Traralgon. The airport is wholly owned by Latrobe City Council on behalf of the residents and ratepayers of Latrobe City. The Airport is a key economic and community facility providing significant employment opportunities, vital business and community services and valuable recreation and tourism facilities. The flight paths are over Morwell and Traralgon.

The region is well known for the abundant annual rainfall of approximately 1200 mm, the most being experienced during autumn, winter, and spring. High winds are also experienced in the region during late winter and spring.

Key high-risk considerations for emergency management arrangements across mitigation, response and recovery relate to storm, flood and fire

#### 2.2. Demography

With a population of over 74,000 the vibrant and highly productive Latrobe Valley is located at the gateway to Gippsland in south-east Victoria. Latrobe City, Victoria's fourth largest regional city is centrally located in eastern Victoria, approximately 135 kilometres (85 miles) east of Melbourne.

The City has four major centres located at Churchill, Moe, Morwell, Traralgon, as well as a number of smaller outlying townships of Boolarra, Callignee, Driffield, Flynn, Glengarry, Newborough, Toongabbie, Traralgon South, Tyers, Yallourn North and Yinnar. Latrobe City encompasses an area of some 1,422 square kilometres.

Home to 75,915 people, Latrobe supports 32,389 jobs and has an annual economic output of \$12.630 billion.

Official Population in 2020 – 75,915

Source: *Australian Bureau of Statistics*

Further information on Latrobe City's demographics can be found by searching the Latrobe City public website for a snapshot of our region and a range of other informative information. [http://www.latrobe.vic.gov.au/Our\\_Community/Our\\_Region/Population\\_and\\_Economic\\_Profile](http://www.latrobe.vic.gov.au/Our_Community/Our_Region/Population_and_Economic_Profile)

### 2.3. Vulnerable persons (community organisations and facilities)

Under the policy, municipal councils have a role in coordinating local Vulnerable Persons Registers, which can be viewed through the existing municipal council administered Municipal Emergency Coordination Centre Central emergency management systems. This coordination will include basic system administration and local oversight of Vulnerable Persons Registers, which will support local planning.

Funded agencies will be responsible for entering and maintaining information about identified people. Vulnerable Persons Registers will be accessible to authorised Victoria Police representatives, for consideration in planning and exercising, and for responding to emergencies.

This database has been propagated with relevant authorities and agencies that may have vulnerable clients

A list of facilities can be found at **Appendix G**

### 2.4. Municipal locations map

A set of maps detailing the area covered by this plan can be found in **Appendix C**.

Latrobe City has produced a comprehensive Public facing GIS Mapping tool that complements this Emergency Management Plan called Neighbourhood Navigator and can be accessed at the following link:

[https://latrobe.pozi.com/#/x\[146.58733\]/y\[-38.23036\]/z\[10\]/](https://latrobe.pozi.com/#/x[146.58733]/y[-38.23036]/z[10]/)

### 2.5. Significant Infrastructure

Latrobe City has significant infrastructure within and intersects with Neighbouring Municipalities these being:

- Critical Major Roads such Princes Fwy and Strzelecki Hwy
- Latrobe Regional Airport
- Longford Gas and Oil Pipelines
- National and State critical Power Stations, mines, transmission lines and associated infrastructure.
- V/line Gippsland Rail

- Major Communications installations at Mt Tassie
- Critical Water Supplies re Gippsland Water.

## 2.6. History of emergencies

Latrobe City and its community have been impacted by many emergency events and disasters; these include the regular flooding of Traralgon Creek affecting those people living in this area.

In recent times large bushfires have resulted in the loss of life, destroyed homes and impacted industry.

An up-to-date listing of emergency impacts can be found in:

**Appendix D**

# Part 3

## 3. Planning Arrangements

### 3.1. Requirements

This plan supports holistic and coordinated emergency management arrangements within the Gippsland Region. It is consistent with and contextualises the State Emergency Management Plan (SEMP) and Gippsland Regional Emergency Management Plan (REMP). The REMP is a subordinate plan to the SEMP and the MEMP is a subordinate plan to the REMP.

To the extent possible, this Plan does not conflict with or duplicate other in-force emergency management plans that exist.

The Municipal Emergency Management Planning Committee also plays a role in prevention by identifying potential hazard areas.

These plans can be found in **Appendix J**

### 3.2. Planning arrangements

Figure 1 outlines this Plan's hierarchy. This Plan should be read in conjunction with the SEMP and the Gippsland REMP.

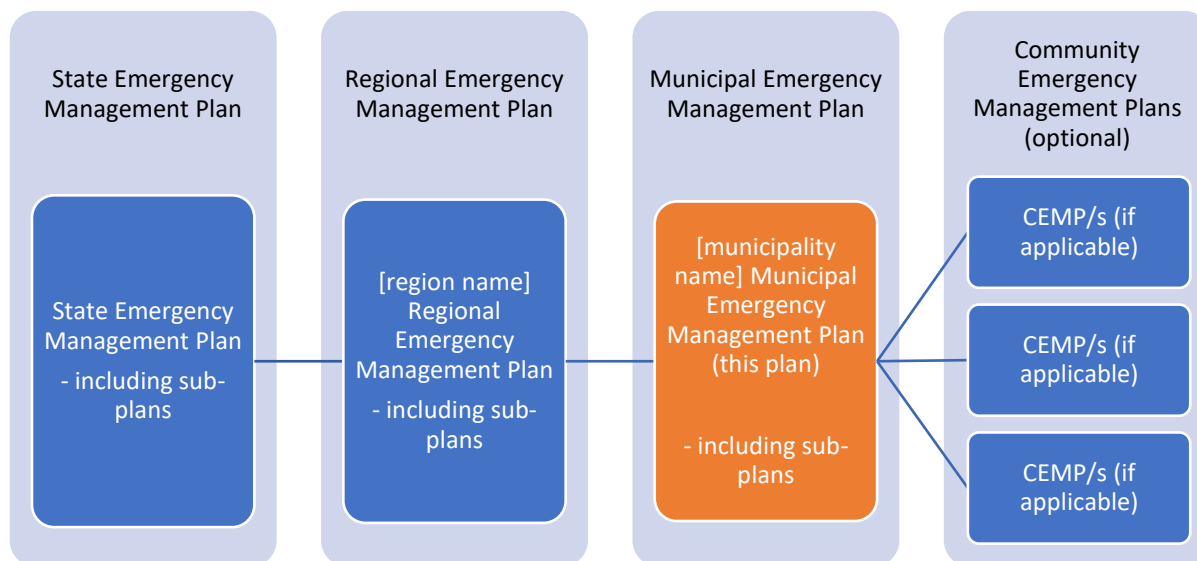


Figure 1: Plan hierarchy

### 3.3. MEMPC

The Latrobe City MEMPC is a multi-agency collaboration group whose members bring organisation, industry or personal expertise to the task of developing a comprehensive emergency management plan for the municipality.

The MEMPC operates strategically to ensure comprehensive, collaborative and integrated planning occurs at all levels.

The MEMPC has a focus on preparedness and resilience, municipal planning and applies risk-based analysis to mitigate or reduce the consequences of emergencies on the built, economic, social and natural environments and improve community outcomes.

Planning considerations include the full spectrum of prevention, preparedness, response and recovery and apply to all hazards and all communities.

The MEMPC maintains an awareness of existing municipal capability and capacity to support the effective conduct of mitigation, response and recovery activities.

Where appropriate the committee may facilitate or assist with activities that support capability and capacity uplift. This may include, but is not limited to, community engagement activities or multi-agency exercises and training that provide for continuous learning and improvement.

The SEMP recognises the function of the MEMPC as mitigation and planning in particular:

- Be responsible for the preparation and review of their MEMPC
- Consider community EM plans if they have been developed
- Ensure the MEMPC is consistent with the SEMP and with the relevant REMPC
- Provide reports and recommendations to the region's REMPC in relation to any matter that affects or may affect EM planning in their municipal district
- Share information with the region's REMPC and with other MEMPCs to assist effective EM planning in accordance with Parts 6 and 6A of the EM Act 2013
- Collaborate with any other MEMPC that the MEMPC considers appropriate in relation to EM planning including preparing MEMPC

## 3.4. Membership

### Voting members

The EMLA Act sets out a legislated core membership for MEMPCs. Section 59A of the EM Act 2013 specifies the minimum membership requirements of the MEMPC.

- Latrobe City Council
- Victoria Police
- Country Fire Authority
- Ambulance Victoria
- Victoria State Emergency Service
- Australian Red Cross
- Department of Families, Fairness and Housing

The EMLA Act also requires a MEMPC to invite at least one additional member for each of the following three categories: at least one community representative, at least one recovery representative, at least one other representative

The following agencies have been invited to join the MEMPC as core voting members to fulfil this responsibility.

- community representative – Latrobe City Council Councillor
- recovery representatives –Victorian Council of Churches
- other representatives – Parks Victoria and Regional Roads Victoria

### Non-Voting Members

To support a robust planning process, the committee has also invited additional agencies with important skills or knowledge to join the MEMPC, who do not have voting rights.

The membership list at Appendix C includes details of members and reflects voting status.

### Membership Review

The committee will review its membership on a yearly basis, or more frequently if needed. When deciding whether to invite new members to the MEMPC, consideration is given to the reason for the invitation.

#### 3.4.1. Frequency

To align with seasonal requirements and operational tempo, the MEMPC will meet four times a year on the 1st Tuesday in March, June, September and December, noting that the REMPC meets a minimum of four times a year in February, May, August and November. The MEMPC chair may schedule additional meetings as required. A Gippsland regional calendar of all scheduled meetings is maintained in EM-COP.

## 3.5. Sub-Committees and Working Groups

The MEMPC may establish ongoing sub-committees or working groups to investigate or address specific issues or undertake key tasks such as reviewing or developing subplans. These groups will

also promote interoperability and integration of emergency management systems between agencies where possible. It is recognised that the outcomes of the Community Emergency Risk Assessment (CERA) process may identify the need for additional planning to be undertaken by a specific working group or sub-committee where a hazard identified through this process retains a high/very high/extreme residual risk rating and the MEMPC believe further work is appropriate.

The EM Act 2013 and SEMP identifies the primary agency responsible for responding to specific forms of emergency. Additional planning work, sub-committee or working groups required at a municipal level will be led by the primary responsible control agency recognised in the SEMP or agencies identified with a regional coordination role. Members of sub-committees or working groups do not have voting rights unless they are also members of the MEMPC.

## 3.6. Sub-Plans, Community Plans and Guiding Documents

### 3.6.1. Sub-plans

To meet the operational needs, the MEMP may have a greater number of individual sub-plans and complementary plans appended or identified, to manage the consequences of specific emergencies within the district. The MEMP will not duplicate these plans but will clearly identify the coordination arrangements that will be applied when the sub-plan or complementary plan is implemented, and a multi-agency response is required.

The MEMPC will determine if a sub-plan is required to detail more specific or complex arrangements that either enhance or contextualise this Plan. All sub-plans are multi-agency plans and may be hazard specific where the consequences are likely to be significant, for example a Severe Weather Response sub-plan. All sub-plans to this Plan are subject to the same preparation, consultation, assurance, approval and publication requirements as this Plan, as outlined in the Act Part 6A. Agencies with roles or responsibilities in a sub-plan must act in accordance with the plan (Act s60AK).

This MEMP currently has no Sub Plans.

### 3.6.2. Community Plans

A number of Latrobe City communities have developed location base community plans and this MEMP recognises the fantastic efforts of community to develop these.

A list of these plans can be found in **Appendix J**.

### 3.6.3. Guiding Documents

The Latrobe City MEMP currently has several Guiding Documents that are risk specific and are currently under review by the MEMPC as identified in the CERA process.



## Part 4

### 4. Mitigation Arrangements - including preparedness

#### 4.1. Introduction

Mitigation and Prevention guidelines and strategies aim to eliminate or reduce the incidence or severity of emergencies and the mitigation of their effects. Mitigation plans detail the measures taken in advance of, or after, a disaster aimed at decreasing or eliminating its impact on society and environment.

Within the City a number of mitigation or prevention plans have been developed. Among the more easily identifiable are those below:

- Municipal Fire Management Guidance Doc.
- Latrobe 2026
- Latrobe Municipal Public Health and Wellbeing Plan (2017-2021)
- Any significant planning applications with emergency management impacts identified under development projects pass via MEMO for comment.
- Environmental/Public Health Plans
- Municipal Public Health Plan
- Pandemic Guidance Doc.
- Heatwave Strategy
- Major Event Planning policy
- Special Needs – Vulnerable Groups:

Under the Vulnerable Persons policy, municipal councils have a role in coordinating local Vulnerable Persons Registers, which can be viewed through the existing municipal council administered Municipal Emergency Coordination Centre Central emergency management systems. This coordination will include basic system administration and local oversight of Vulnerable Persons Registers, which will support local planning.

Funded agencies will be responsible for entering and maintaining information about identified people. Vulnerable Persons Registers will be accessible to authorised Victoria Police representatives, for consideration in planning and exercising, and for responding to emergencies.

#### 4.2. Risk Assessment

The Community Emergency Risk Assessment process assists council agencies and communities to prepare for emergencies, it also specifies the steps to be undertaken to ensure that best practice techniques are employed in developing the Municipal Emergency Management Plan (MEMP). It provides a recognised framework to identify and analyse risks within a community and for incorporating risk management into the broader management process of organisations. The concept of 'risk' has two elements:

- (1) the likelihood of something happening, and
- (2) the consequences if it happens.

The purpose of analysing risk is to:

- Separate minor risks from major risks;
- Provide information for assessment; and
- Provide additional information on problems and on how to prevent, mitigate or control them.

Risk action plan can be found in **Appendix E**

Preparedness & the Victorian Preparedness Framework Preparedness includes the overarching activities of EM sector agencies to prepare for and reduce the effects of emergencies by having plans, capability and capacity for response and recovery. South Gippsland MEMPC preparedness has been considered across the core capabilities of the framework and will be discussed when the MEMPC meet and throughout the life of the MEMP. Where appropriate the committee may facilitate or assist with activities that support capability and capacity uplift. This may include, but is not limited to, community engagement activities or multi-agency exercises and training that provide for continuous learning and improvement.

### 4.3. Risk Review

A CERA risk review was facilitated by SES in 2020 with a follow up for the new MEMP scheduled for October 2021.

During the preparation of this Plan, a risk review committee was formed to undertake a risk analysis which was carried out to identify potential natural and manufactured hazards within the municipality. The history of their occurrence and the nature of each hazard, especially community vulnerability, have been considered during the analysis process. The results of the risk analysis can be found in **Appendix E**.

Due to ongoing changes of seasonal conditions, community development and public attitudes, the rating of the identified threats may vary over a period of time.

The Municipal Emergency Management Planning Committee will re-assess such threats to the community from time to time, or after an emergency whichever is most appropriate and as such Latrobe City MEMP CERA is scheduled for October 2021.

A list of identified emergencies and the present hazard rating is included in this document at **Appendix E**.

**Preparedness & the Victorian Preparedness Framework Preparedness** includes the overarching activities of EM sector agencies to prepare for and reduce the effects of emergencies by having plans, capability and capacity for response and recovery. Latrobe City MEMPC preparedness has been considered across the core capabilities of the framework and will be discussed when the MEMPC meet and throughout the life of the MEMP. Where appropriate the committee may facilitate or assist with activities that support capability and capacity uplift. This may include, but is not limited to, community engagement activities that build resilience to, and awareness of risks and promote protective actions.

<https://www.emv.vic.gov.au/how-we-help/emergency-management-capability-in-victoria/victorian-preparedness-framework>

### 4.4. Financial considerations

Agencies are responsible for the costs of mitigation activities they carry out to fulfil their own responsibilities. Funding may be available through Commonwealth and State Government for managing local and regional risks and building resilience. The relevant agency/ies should consider their respective budget processes and use the outcomes of the CERA process to further inform

decision making. Mitigation activities should complement existing programs or contribute to new initiatives and may include, but are not limited to:

- Planning and regulation, such as formulation and implementation of policy and procedures
- Infrastructure projects, such as building and/ or maintenance of structural works and infrastructure
- Education and awareness, including the delivery of related programs such as training, engagement, and other activities to build community preparedness and resilience.

#### 4.5. Monitoring and review

The CERA process will be discussed at each meeting of the MEMPC. The MEMPC, will routinely review the status of risk treatments through reporting at MEMPC meetings.

The Risk Treatment Plan will guide much of the work of the MEMPC over the 3-year period of the MEMP.

The Core legislated MEMPC members will review the CERA process annually with input from identified SMEs. If a new risk has been identified through an MEMPC meeting or a risk status has changed, the MEMPC will detail these changes and make amendments to the CERA Action Plan and MEMP as appropriate.

The MEMPC will seek opportunities to collaborate with other municipalities and/or state agencies in enhancing preparedness, response and recovery capabilities across key risk scenarios.

## Part 5

### 5. Response (including relief)

#### 5.1. Introduction

The Victorian State Emergency Management Plan describes emergency response as:  
“the action taken immediately before, during and in the first period after an emergency to reduce the effect and consequences of emergencies on people, their livelihood and wellbeing, property and the environment and to meet basic human needs”

The EM Act 2013 contains specific definitions for emergencies.

A Class 1 emergency is either:

1. a major fire or
2. any other major emergency for which the control agency is the FRV, CFA or Victoria State Emergency Services (VICSES).

A Class 2 emergency is a major emergency that is not:

1. a Class 1 emergency or
2. a warlike act or act of terrorism, whether directed at Victoria or at any other state or territory of the Commonwealth or
3. a hi-jack, siege or riot

Class 3 emergency (also known as security emergencies) as:

1. a warlike act or act of terrorism, where directed at Victoria or at any other state or Territory of the Commonwealth or
2. a hi-jack, siege or riot

The Fundamentals of Emergency Management (Class 1 Emergencies) | Emergency Management Victoria (emv.vic.gov.au) outlines the principles underpinning the EM activities of responder agencies and EMV.

Response arrangements are largely hazard-based, and control agencies (CAs) are responsible for developing and maintaining hazard-specific response plans. These Plans include arrangements for readiness, the establishment of control, incident management, relief, escalation and deescalation. They also include arrangements for communications, coordination, consequence management and community connections.

## 5.2. Emergency Management Priorities

The State Emergency Management Priorities underpin and guide all decisions during a response to any emergency. The priorities are:

1. Protection and preservation of life and relief of suffering is paramount. This includes:
  2. Safety of emergency response personnel
  3. Safety of community members including vulnerable community members and visitors/tourists
1. 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
2. Protection of critical infrastructure and community assets that support community resilience
3. 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
4. Protection of environmental and conservation assets that considers the cultural, biodiversity, and social values of the environment.
- 5.

These concepts apply to the response to an emergency, regardless of the size of the emergency and regardless of how many agencies are involved in the response. The response phase includes the actions taken immediately before (readiness), during and in the first period after an emergency (which incorporates both relief and early recovery).

This includes activities to combat the emergency, the delivery of rescue services, and the provision of immediate relief to support the essential needs of persons directly affected by an emergency.

## 5.3. Tiers of Emergency Response

Victorian emergency response management operates at the following 3 tiers

1. Incident
2. Region
3. State

Latrobe City is part of the Gippsland Region. Region and State tier arrangements are activated where a major emergency has occurred or is anticipated to occur – such as where there is a forecast of extreme weather or intelligence of an anticipated major emergency impacting on life or property.

## 5.4. Incident Management

Emergency incident classification is based on the size, scale and risks of the incident, and the resources needed to manage it. This classification allows the control agency to communicate the complexity of the incident and scale the response to suit the incident. Escalation through incident levels usually generates greater oversight by the region and state that may include guidance on the event classification. The information below shows typical features of a three-level classification system commonly used by incident management systems.

### *Level 1 Incident – Typical features*

1. the response is day-to-day business and the incident is managed by a control agency's incident management team
2. the response is in the incident area only
3. the response duration is less than or a single shift
4. there is little to no potential for escalation.

Local level coordination:

1. there is a single or limited multi-agency response • resources can be sourced from one local government district.
2. Recovery coordination at local level: there is little or no impact on the community and infrastructure.

### *Level 2 Incident – Typical features*

The region and/or state tiers are activated for control:

1. the incident is of medium complexity
2. the response duration is multiple shifts
3. there are one or two incident areas
4. the incident could potentially become an emergency
5. the incident involves multiple hazards. The region and/or state tiers are activated for coordination: a limited multi-agency response is required
6. the resources of more than one agency must be coordinated
7. there is a medium-term impact on critical infrastructure
8. resources are sourced from the district or state levels
9. there is a medium impact on the community

### *Level 3 Incident – Typical features*

The region and/or state tiers are activated for control:

1. the incident is of high complexity
2. the response duration is protracted
3. there are multiple incident areas
4. the incident could likely become a state of emergency or lead to the declaration of a state of disaster

The region and/or state tiers are activated for coordination:

1. there is significant impact on critical infrastructure
2. there is actual or potential loss of life or multiple, serious injuries

3. there is major impact on the routine functioning of the community, which needs the establishment of relief services.

This MEMP can support activities across these 3 incident levels.

## 5.5. Command, Control, Coordination, Consequence, Communication and Community Connection

Victoria bases its emergency management response arrangements on the management functions of command, control and coordination. The purpose of command, control and coordination arrangements in the response phase is to ensure sufficient resources are deployed, coordinated and responding to an emergency, and that consequences are being managed.

### 5.5.1. Command, Control and Coordination,

#### *Command*

Command of operational personnel of the various authorities and organisations involved is vested in the command structure of that particular authority or organisation and will remain exclusively with that body.

#### *Control*

Control of emergency operations will at all times remain the responsibility of the Emergency Management Agency, or Organisation, directly responsible for controlling the particular type of emergency. The Controlling Authority is to appoint an Incident Controller who will control the operation.

#### *Coordination*

Coordination involves the bringing together of agencies and elements to ensure effective response to and recovery from emergencies. It is primarily concerned with the systematic acquisition and application of required resources (agencies, personnel and equipment) in accordance with the requirements imposed by emergencies. Coordination relates primarily to resources and operates throughout the management of response or recovery activities.

The Emergency Management Commissioner is responsible for coordination at a State Level with Victoria Police being responsible for the coordination function through the Regional Emergency Response Coordination (RERC) at Regional level and Municipal Emergency Response Coordination (MERC) at the municipal level.

### 5.5.2. 5.7 Consequence, Communication and Community Connection

A modern approach to emergency management that is inclusive and community focused Includes consideration of Consequence, Communication and Community Connection into a well-established and tested emergency management system. It provides better focus on the community being central to everything we do in emergency management and supports community resilience.

**Consequences** - Consequence management occurs through the consideration of the wider ramifications of an emergency event. This approach moves the focus from a specific hazard, such as a fire or flood, to broader consequences affecting a community, regardless of hazard source. While the management of an individual hazard may differ, the consequence for the community requires a coordinated response across agencies, regardless of the event causing the disruption. In South

Gippsland some consequences may include impacts on tourism and isolation of community and visitors.

**Communication** - The engagement and provision of information across agencies and proactively with the community to prepare for, respond to and recover from emergencies. The community needs information to make informed choices about their safety and to take responsibility for their own recovery.

The Incident Controller must authorise the provision of public information and warnings.

However, if there is an imminent threat to life and property and warnings must be issued urgently, any CA personnel can issue them to a community under threat, but they must notify the relevant controller as soon as possible after they do so. Relief and recovery messaging should be integrated with response messaging, and it should inform the community among other things about relief centres, impacts on critical infrastructure and how to get assistance.

**Community Connection** - The understanding of and connecting with trusted networks, trusted leaders and all communities to support resilience and decision making. Understanding the impact of an emergency, the consequences of the impact and how we reach in and acknowledge the community connections before during and after an emergency is vital to building a sustainable emergency management system and one that recognises the central tenets of wellbeing, liveability, sustainability and viability for communities.

## 5.6. Incident Control and the Incident Control Centre (ICC)

According to the incident type and location the SEMP nominates a control agency to control the response activities. The Control Agency will generally be the agency with a role or responsibility that is most closely aligned to the emergency.

The Control Agency may change as the emergency progresses or is clarified. The Control Agency is based on the major effect of the incident/event rather than the cause, and control can be transferred when the major effect of the incident/event reduces, and another effect becomes more important. It is the responsibility of the Control Agency to formulate action plans for a given emergency in consultation with Support Agencies. Other Support Agencies provide services, personnel or materials to support the control agencies or community

### 5.6.1. Incident Controller

An Incident Controller or IC will be appointed, normally by the control agency, to lead and manage incident-tier response control including:

- controlling the operational elements of the response
- providing operational leadership during the incident at a static location or a dynamic incident, including the tactical resolution

When required incident management and control will be set up and activated by the controlling agency at a pre-determined Incident Control Centre (ICC).

### 5.6.2. Incident Control Centre (ICC)

An ICC is location where the IC and management teams manage response activities. An ICC will be in a pre-defined location that supports communication with incidents within its 'footprint'.

To enable agencies to 'work as one,' the ICC operates under the Australasian Inter-service Incident Management System (AIIMS). The AIIMS principles of flexibility, management by objectives, unity of

effort, functional management and span of control ensure that each individual contributing to an EM effort understands their role.

During the response phase, the ICC commonly applies AIIMS, which can be modified to suit the incident, operations or consequence area. Primary functional areas within AIIMS include control, planning, intelligence, public information, operations and logistics.

The nearest ICC (level three) for the Latrobe City is located in Traralgon at Level 2 of the Regional Control Centre, 181 Franklin St Traralgon 3844. Further details can be found in the Contacts list. The ICC is not open to the public. Additionally, a number of Level 2 facilities are located throughout South Gippsland Shire Council hosted by both CFA & Forest Fire Management Victoria (FFMVic) to support Local Command and Control arrangements.

### 5.6.3. Incident Emergency Management Team (IEMT)

Where multiple agencies respond to an incident, the IC forms an IEMT to assist in determining the implementing appropriate incident management strategies. The IEMT's function is response and recovery coordination and they are set up to support the IC to manage the effects and consequences of the emergency. The composition will vary according to the class and form of emergency. Members will include functional representatives of agencies delivering services to the public, representative of Latrobe City, Agency, community and/or business representatives appropriate for the emergency (roads, power etc) which may include MEMPC members acting as Emergency Management Liaison Officers (EMLO). An IEMT for a major emergency will meet formally and should locate in an incident control centre. Some representatives may need to attend by teleconference.

## 5.7. Local Response Arrangements and Responsible Agencies

To ensure that roles and responsibilities are agreed, accurate and understood, consultation with agencies during the development of this MEMP has been conducted to provide clarity and reduce the potential for conflict when the plan is in operation

Specific functional roles and responsibilities for agencies are included in the SEMP. Agencies are recognised generally as being

1. Control agency has primary responsibility for responding to a specific form of emergency. Applies to response related activity only.
2. Coordination agency: has primary responsibility for bringing together resources to support the mitigation of response to and recovery from emergencies. Municipal emergency response coordinators (MERCs) are appointed to undertake a coordination function at the municipal level (s40A).
3. Support agency contributes capability and/ or capacity to an emergency management activity in conjunction with the control and/or coordination agency (Across mitigation, response and recovery activities).
4. Relief lead agency: Provides direct relief assistance to individuals, families and communities and/or indirect assistance by resupplying essential goods or services to isolated communities.
5. Recovery lead agency leads the provision of services, personnel or material during the recovery phase.
6. MEMPC members roles in response, relief and recovery have been included in MEMP Section 7.2 Roles and Responsibilities of MEMP agencies if they are not outlined in the SEMP.



## 5.8. Municipal Emergency Coordination

Where an emergency is expected to have implications beyond the incident level that require more resources, have greater consequences and recovery needs or need messages sent to broader groups of people, regional, state or local emergency management arrangements may be enacted to support the incident.

### 5.8.1. Activation of the MEMP

Coordination of Emergencies at the Regional and Municipal Levels is led by Victoria police and support by other agencies including Council and private contractors. Activation of aspects of the MEMP will normally occur at the request of VICPOL or another responsible authority as the response to an emergency situation develops.

The MEMO or MRM can also activate the relief and/or recovery components of the MEMP.

It is recognised that

- The responsibility for responding to an emergency lies with the responsible agency as identified in State Emergency Response Plan and identified as the control agency in the SEMP
  - Control agencies will have response plans and standard operating procedures which underpin this Plan; these will contain resource and contact lists that will enable control agencies to carry out their mandated role in time of emergency.
  - Any agency requiring additional support outside their capabilities (including when agency resources are exhausted) should request it through the MERC in line with JSOP 3.09: Resource Request Process, who, in consultation with Council's Municipal Emergency Management Officer [MEMO], can then determine whether the request can be met locally, and also determine if there is a requirement to activate an internal Municipal Coordination Centre [MCC] function to manage resource requests. A Municipal Operations Centre [MOC] may also be established for council operational purposes.
  - Local Knowledge can be provided to the IC through the MEMP and through MEMPC members. The MEMP and membership provide a trusted source of local knowledge in the community and link into the community who can provide local information. Specialist resources may also be available through the MEMP membership and resource and capacity and capability planning.
  - When all locally available resources have been fully committed and there is a requirement for additional resources, the MERC may pass on requests to the Regional Emergency Response Coordinator [RERC] for action.

Where ICCs are established, the resources function under AIIMS is responsible for the processing and fulfilling of resource requests to support CAs and Response Support Agencies (RSA), with the support of the logistics function. The most appropriate resources for the task should be deployed irrespective of agency, land tenure or operational boundaries.

### 5.8.2. Staging Areas

A staging area is a location established to support the incident when preparing personnel and equipment for deployment. Staging areas are identified by response agencies and identified through the municipal emergency management planning process. A request to support a Staging Area may activate aspects of this plan.

Consideration for appropriate siting needs to be given as to association to the impact location.

### 5.8.3. Evacuation

Evacuation is a risk management strategy that may be used to reduce the loss of life or lessen the effects of an emergency on a community, prior to the onset of, or during, an emergency. It involves the movement of people threatened by a hazard to a safer location and, typically, their eventual safe and timely return. For an evacuation to be effective, it should be appropriately planned and implemented.

In line with the State Emergency Management Priorities, as with all emergency activities, the main priority when deciding to undertake an evacuation is the protection of life. Evacuation is a scalable activity in that it may be applied to individuals, a house, a street, a large facility (i.e. school or hospital), a suburb, a town or a large area of the State. Evacuation is conducted in line with the SOP J3.12 Evacuation, and the Evacuation Guidelines.

A request to support evacuation may activate aspects of this plan. Consideration must be given to the area which is to be evacuated, the route to be followed, the means of transport and the location to which evacuees will be asked to attend. Once the decision to evacuate has been made the MERC, MEMO and MRM should be contacted to assist in the implementation of the evacuation and to consider the requirement to establish Emergency Relief Centres. This includes further considerations for vulnerable people.

## 5.9. Neighbourhood Safer Places

NSPs are not part of any shelter in place or evacuation strategies. They are places of last resort; (where other plans have failed or cannot be followed) where a person's prospects of survival may be better than other places but cannot be guaranteed.

NSPs are identified buildings or spaces within the community that may afford some protection from radiant heat, the biggest killer during bushfire. They are designated and signposted by Council and meet guidelines issued by the Country Fire Authority and the criteria of the Latrobe City Municipal Neighbourhood Safer Places Plan.

NSP locations are identified in **Appendix I**

### 5.9.1. Community Fire Refuges

There are no designated fire refuges in Latrobe City Council

## 5.10. Initial Impact Assessment

Early identification and management of the impacts of an emergency significantly improves overall community recovery outcomes. In the initial 48 hours of an emergency the IC is responsible for the collection of information on the impact of the emergency and may task resources from all agencies to collect information so that relief and recovery activities can commence. Triggers to determine the requirement for Initial Impact Assessment (IIA) should be considered in accordance with the state emergency management priorities. Some practical examples include:

1. impacts to human life
2. residential damage indicating displaced people
3. damage to essential infrastructure (road, rail, power supply, water etc.)
4. damage to facilities of community significance e.g. schools and hospitals
5. identification of primary production impact and animal welfare requirements.

IIA data will be shared across the IEMT and nominated recovery roles to ensure a seamless approach for the requirements of secondary impact assessment. There are a number of systems and resources

that support the collection information across the agencies including specific teams, ground observers and incident personnel. Initial Impact Assessment Guidelines for relevant agencies can be accessed by agencies through EM COP

Initial impact assessment is an appraisal of the extent of damage, disruption and breakdown to the community and its infrastructure as a result of the emergency.

An initial impact assessment will be conducted, to assist this process Latrobe City will utilise the Crisisworks system.

Once initial rapid loss/damage information has been collected by the Incident Management Team and provided to the ICC for collation and then forwarded to the MECC for validation, an outreach program is activated to qualify impacts to principal place of residence (including farms), non-principal places of residences, caravans/temporary accommodation facilities, community facilities and business premises.

An outreach team may be multi-agency and coordinated by Latrobe City. This should commence immediately access to affected areas is available enable recovery services/resources to support affected persons to be prioritised, where applicable.

## 5.11. Relief

Emergency relief is the provision of life support and essential needs to persons affected by, or involved in the management of, an emergency. At Municipal level, this responsibility rests with Latrobe City. DFFH is responsible for coordinating relief and recovery at the regional level. At State level, EMV is the responsible agency.

In the event of request for the provision of emergency relief to Latrobe City Council, the request must be directed from the Municipal Emergency Response Coordinator to the MEMO. The MEMO will activate the required functional services. All functional services will operate and report back to the MEMO.

The responsibility for payment of emergency relief is detailed as follows:

Latrobe City Council is not responsible for the cost of emergency relief measures provided to emergency –affected persons.

If emergency relief is requested by an agency for its own personnel, that agency will be responsible for costs incurred.

When a Control Agency requests emergency relief on behalf of a number of supporting agencies, the Control Agency will be responsible for any costs incurred.

### 5.11.1. Relief services through Incident Control Centres (ICC)

Where Council is required to coordinate the provision of relief services to locations other than a dedicated Emergency Relief Centre, the MEMO/MRM will coordinate with the Incident Controller through the ICC/s. Alternative locations may include

- The site of the emergency
- Places of community gathering or isolated communities
- Transit sites, or
- Other safe locations, as appropriate.

#### 5.11.2. Coordination of relief assistance following non-major emergencies

Councils are responsible for the coordination of relief following a non-major emergency. As of June 2018 MEMPC' s have been directed to establish local notification procedures for emergency service organisations to alert councils of relief needs following non major emergencies.

Emergency service organisations are to contact the Latrobe City MRM or MEMO to request coordination of the appropriate agencies and resources to support community relief needs.

#### 5.11.3. Catering

Latrobe City reserves the right to activate an appropriate catering provider to service the community's needs in the event of an emergency at municipal level as per council's internal procurement policy.

The Red Cross Emergency Services Divisional Operations Officer (DOO) may be activated, or the Red Cross State Duty Officer may be contacted, by the MEMO/MERC/MRM to arrange food and water. Note that Red Cross no longer undertakes catering for Emergency Services Agencies, but continues to provide food and water for staff at Relief Centres.

The Australian Red Cross DOO may be alerted or activated when the nature of the incident indicates any of the following apply:

- more than one substantial meal for affected persons is required to be supplied.
- reimbursement for incurred costs will be claimed by local providers.

#### 5.11.4. Material Needs

The Salvation Army is responsible for material needs and will coordinate material needs providers. The convenor is supported by:

- Victoria Relief and Food bank
- St. Vincent de Paul
- Emergency Relief Network of Latrobe City

#### 5.11.5. Emergency Shelter

Latrobe City will coordinate the provision of emergency shelter. A list of Emergency Relief Centres identified in Latrobe City, together with contact details, is included in this plan (See Gippsland ERC SOP).

Both Relief Centre Identification and Contact details are available on Latrobe City's Emergency Planning GIS system.

#### 5.11.6. Community Organisations

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

#### 5.11.7. Registration

##### *Register. Find. Unite.*

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 (PIF). Victoria Police is the commissioning agent for R.F.R and delegates the responsibility for administering the service to Red Cross.

Latrobe City Council will also be registering impacted persons or affected persons through its Crisisworks system, at Relief and Recovery centres.

#### 5.11.8. Communications

The Victoria Police is delegated the responsibility for communications. This is in accordance with Emergency Management Manual Victoria which identifies that the Victoria Police is the primary support agency for communications.

All agencies having a role in these arrangements are responsible for the provision of their own communications systems during emergencies. Any agency requiring communications will put their request to the Municipal Emergency Response Coordinator.

Communications of MECC/ERC activation will be via the MERC/MEMO as per the MEMP contact directory. **Appendix H**

#### 5.11.9. Telephone Communications

The Telstra line network will be the initial and primary means of communication in the event of an emergency, when it is available, and should be utilised to capacity where possible. When identifying locations for use as ECCs, Assembly Areas and Emergency Relief Centres, consideration should be given to the communications facilities already in place at that location.

Additional telephones can be provided by Telstra, upon request to the Municipal Emergency Response Coordinator, who will, in turn, submit such requests to the Regional Emergency Response Coordinator for action. All costs, related to such installations, are the responsibility of the requesting organisation.

Municipal Emergency Coordination Centre telecommunication lines will be tested on a regular basis

#### 5.11.10. Communications Resources

The Communications Subcommittee, chaired by the Municipal Emergency Response Coordinator, has prepared a Communications Guidance document relating to Relief, Response and Recovery. A copy of this document is held by the MEMO and the MERC.

The following organisations have indicated their willingness to provide communications facilities and resources which may be available in an emergency:

- Latrobe City
- Morwell/Traralgon VICSES
- Wireless Institute Civil Emergency Network.

#### 5.11.11. Health and Medical

These Municipal Health and Medical arrangements should be considered in conjunction with the State Health Emergency Response Plans. The aim of these arrangements is to identify the Health and Medical facilities available within Latrobe City and identify the arrangements for activation/response to incidents.

##### *Health*

The Municipal Environmental Health Officer has been delegated the responsibility for public health matters. The responsibilities of the Environmental Health Officer (EHO) in emergencies include:

- Advice on water supply
- Ensuring hygienic food handling - safe production, storage and distribution
- Supply of sanitary and hygienic accommodation when required
- Refuse removal
- Pest control
- Control of infectious diseases outbreak, epidemic, pandemic (immunisation)
- Disposal of dead animals

##### *Medical*

The State Health Emergency Response Plan specifies coordination details for on-site health and medical services and the deployment of medical teams. In so much as these arrangements impact upon the public health function of Latrobe City, close liaison will be maintained between the EHO and the DHS.

#### 5.11.12. Transport and Engineering

The purpose of these arrangements is to identify available transport and engineering resources within the municipality. This will include specialist and technical advice and deployment of those resources.

#### 5.11.13. Post Impact Assessment

When safe to do so the initial loss/damage report will identify premises destroyed, or affected by major or minor damage, and indicate the accessibility situation.

Latrobe City, through its Emergency Management Group, shall perform the following tasks:

- Survey the extent of damage indicating evaluation of financial and material aid needed.
- Develop and implement priorities of community and individual needs to assist agencies in the performance of their functions. A case coordination model is the preferable mechanism to manage the service provision aspects of individual families.
- Monitor the acquisition and application of financial and material aid needed or made available in the restoration period.

### 5.12. Relief Escalation

Developing an understanding of local and regional capacity is critical as it enables relief coordinators to request assistance before being overwhelmed and being unable to deliver the required services. A range of factors such as the number of available volunteers activated or the amount of goods dispersed and amount left to provide to impact community members may be

considered an appropriate measure of capacity for each relief service. Regular review of capacity and capability at the local level and ongoing communication with providers during an event will identify the need for escalation.

Relief coordination is escalated from local to regional or state level:

- when requested, because capacity is or will be exceeded, or
- where an emergency has affected multiple municipalities within the region, or multiple regions within the state.

Escalation builds on existing local arrangements, rather than replacing them. The decision to deactivate relief will be made following discussion between MERC, Incident Controller, MEMO, MRM and regional and level representatives (if appropriate).

Relief will be deactivated when it is determined there is a reduced demand and need for such services, supporting the services to be transitioned or removed.

### 5.13. Financial Considerations

In response and recovery, agencies' emergency payment responsibilities include:

- 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 and responsibilities if the activity is in compliance with the direction or request of a response controller from another agency: this includes directions and requests from the EMC
- when a CA requests services and supplies (for example, catering) on behalf of a number of supporting agencies, the CA will be responsible for costs incurred.

Legislation may empower agencies to recover some costs from property owners. For example, the fire services may recover additional costs incurred in attending hazardous materials incidents.

### 5.14. Planning for Cross Boundary Events

Planning for both response and recovery at the regional level is required because many emergencies traverse municipal boundaries, and because many services provided by State government agencies are administered and delivered at a regional level.

At a local level, communication of identified risks across municipal boundaries take place through provision of MEMP plans to municipalities that border Latrobe City Council. Every opportunity is taken to include bordering shires with MEMP exercises and to contact those municipalities if new risks are identified that may impact them.

Regular updates are provided to the REMPC on the work of the MEMPC and in addition Council works with other Municipalities through the Gippsland Municipal Emergency Management Enhancement Group (MEMEG) to share information and plan how to work together in the event of significant emergency events.

### 5.15. Resource Sharing Protocol

Latrobe City Council is a signatory to the Inter-Council Emergency Management Resource Sharing Protocol. The purpose of this protocol is to provide the best possible outcomes for emergency management by enhancing the capability of councils and supporting the escalation arrangements consistent with the State Emergency Management Plan (SEMP) (p33). This includes:

- Establishing an agreed position between Councils for the provision of inter-Council assistance for response, relief and recovery activities during an emergency
- Facilitating a process for the timely mustering of resources ready to discharge municipal functions
- Clear Protocols and processes for:
- Initiating and completing requests to acquire, manage and cover costs for people and resources from another Council
- The identification and management of associated operational and administrative requirements.

This protocol applies to requests from a Council to other Councils for human resources, equipment and/or facilities in relation to response, relief or recovery activities associated with an emergency.

The application of this protocol is expected to enhance the capability of Councils to provide the best possible outcomes for emergency management and to support the step-up arrangements as detailed in the State Emergency Management Plan.

The co-ordination of responding agencies involves the systematic acquisition and application of resources (personnel, equipment and facilities) in accordance with the requirements of the emergency. This protocol will facilitate appropriate timely mustering of resources ready to discharge municipal functions.

Control Agencies recognised in the SEMP will request additional resources in line with JSOP 3.09: Resource Request Process.

## 5.16. Debriefing Arrangements

Learning from the emergency management experience helps State, Regional and Local response to improve emergency management practices and community outcomes. Reviews and evaluations will vary in scope according to the size, complexities and outcomes of an emergency. An Afteraction Review should follow all emergencies. This local debriefing process allows learnings to be identified as soon as possible, leading to improved performance, communication and outcomes.

Where Victoria Police is the lead or support agency, they will undertake a local debrief process following all emergencies and identify learnings, improved performance and any other factor that impacted on the response. Through this process relevant learnings will be actioned as soon as practical and shared with other internal and external stakeholders.

## 5.17. Transition to Recovery

During the response phase, a plan will be developed to transition the coordination process from the RERC to the Regional Recovery Coordinator (RRC) and from the MERC to the Municipal Recovery Manager (MRM).

The IC should be involved in planning for and decision-making about the transition, as it marks the end of the response phase which the IC leads and manages. The transition plan, which mainly includes short-term activities, should:

- ensure the continuity of relief activities into the recovery phase, if required
- set out communications arrangements for affected communities about the impacts of the emergency, relief assistance available and recovery services
- use data from initial impact assessments to identify where to focus early recovery activities (such as secondary impact assessments)
- identify resources needed to support immediate recovery needs including public health, wellbeing and safety needs



- coordinate essential clean-up operations, as required
- set out governance arrangements (authorisation, coordination and monitoring) for the transition
- ensure all personnel with recovery roles are notified and briefed about and supported during the transition
- specify data- and information-sharing protocols, so information gathered during response and early recovery is disseminated during the transition to relevant agencies.

EMV's An Agreement for Transition of Coordination Arrangements (CA) from Response to Recovery includes a schedule of transition arrangements.

The CA and response controllers maintain response control and coordination for as long as an emergency continues to threaten a community, but this should not delay ongoing relief and recovery activities. If a phased transition is appropriate, teams at relevant tiers should agree on the timing and phasing of the transition, the activities required and who is responsible. The full transition from response to recovery occurs after response activities have ceased.

## 6. Recovery

### 6.1. Recovery Introduction

Recovery means the assisting of persons and communities affected by emergencies to achieve a proper and effective level of functioning. There are a wide range of recovery activities that look to:

- reduce the effects and consequences of emergencies
- support community resilience • enable community-led approaches to recovery
- restore essential services, infrastructure and lifelines that communities need to function
- enable communities to adapt to the interruption
- provide tailored services that adapt when communities need them most
- bring together people, resources, skills and capability.

Victoria's recovery arrangements align with the following National Principles for Disaster Recovery.

**Understand the context** - Successful recovery is based on an understanding of the specific communities affected by recovery activities: each community has its own history, values and dynamics.

**Recognise complexity** - Successful recovery recognises and responds to the complex, dynamic nature of emergencies and communities.

**Use community-led approaches** - Successful recovery is community-led and community centred, responsive and flexible, engaging with communities and supporting them to move forward. It is managed locally, closest to the community, and can be scaled up to deal with more widespread, complex issues and support needs. This recognises the key role of non-government organisations, community groups, businesses and others.

**Coordinate all activities** - Successful recovery requires a planned, coordinated and adaptive approach between community and partner agencies, based on continuing assessment of impacts and needs.

**Communicate effectively** - Successful recovery is built on effective communication between the affected community and other partners.

**Recognise and build capacity** - Successful recovery recognises, supports and builds on individual, community and organisational capacity and resilience.

These principles align recovery efforts across jurisdictions, and they can also guide recovery planning and activities that is flexible and locally driven and delivered. Engagement with the many groups that make up Victoria's communities, including Traditional Owners, is necessary to ensure the recovery process is effective and culturally appropriate.

People and communities must be engaged and supported to lead their own recovery. With time, community recovery activities should transition into regular mainstream services and activities that shift the focus from recovery to community development, renewal and future mitigation and planning. A focus on community development is an important component of recovery, and it should be carefully considered and planned. Recovery agencies should consult communities, existing networks and service providers about the transition of services, to ensure adequate support for the most vulnerable.

## 6.2. Objectives of Recovery

Recovery cannot be measured by how long it takes or by a definition of what a successful recovery looks like. Recovery for each individual and community is different. It is impossible to return to a pre-disaster state, and people may often never fully recover from an emergency. The Victorian Government's recovery outcomes, which guide recovery planning, programs and continued improvements to the recovery system, are:

- Victorians are safe, resilient and healthy
- Victorians are connected to people, places and culture
- government responses and services are people-centred, adaptable and sustainable
- Victoria has thriving regions and a healthy environment.

The link between emergency recovery outcomes and broader Victorian Government outcomes highlights how recovery connects to other priorities of government and key partners in the sector. It also recognises how improved recovery approaches can contribute to the broader resilience of Victorians

Latrobe City has developed policies and processes for the coordination of resources during recovery. The request for resources is to be directed via the Municipal Emergency Management Officer and Municipal Recovery Manager.

## 6.3. Resilient recovery

Victoria's [Resilient Recovery Strategy | Emergency Management Victoria \(emv.vic.gov.au\)](https://emv.vic.gov.au) aims to support community resilience, streamline recovery services and allow individuals and communities to lead and act to shape their future after an emergency. The strategy includes actions to:

- deliver people- and community-centred recovery, so governments and recovery agencies partner with communities and allow people to play a greater role in their recovery
- bring communities into the planning process before, during and after an emergency and enable community involvement, so recovery activities better reflect community strengths, needs and values
- improve operating processes and provide more-timely resourcing for recovery, so recovery services and supports are more-coordinated and effective
- support the recovery workforce by better connecting and enhancing existing support and wellbeing programs across the EM sector.

## 6.4. Objectives of the Recovery Plan

The broad goal of any recovery plan should be to facilitate the recovery of affected individuals, communities and infrastructure as quickly and practicably as possible. This is best achieved through the activation of management arrangements which ensure that the recovery process following an event proceeds as effectively and efficiently as possible.

Specific objectives to be embodied in recovery plans should include:

- the activation of mechanisms which ensure community participation in the recovery process;
- the identification of responsibilities and tasks of key agencies;
- the identification of appropriate recovery measures;
- the setting out of appropriate resourcing arrangements; and
- the outlining of recovery management structures and processes.

## 6.5. Recovery activation and escalation

### 6.5.1. Activation

'recovery' commences at the same time as 'response', becoming the primary focus as immediate threats to life and property subside. The decision to activate recovery will be made following discussion between the Incident Controller, DFFH, MEMO and MRM.

### 6.5.2. Escalation

The MRM or RRC, in consultation with the relevant tiers, can escalate specific relief and recovery activities within recovery functional areas or relief and recovery coordination to meet the objectives of the recovery effort for reasons including:

- to activate more resources and specialist skills for recovery
- to overcome exhaustion or loss of capacity of resources
- to ensure the recovery effort is sustainable.

Escalation could be driven by:

- an increasing scale or changing nature of the recovery effort
- indirect effects being felt more broadly than in the directly affected area(s)
- the need to involve more municipalities and/or supplement the capacities and capabilities of those already involved
- an increasing impact on critical infrastructure and services
- escalating recovery costs and funding opportunities
- uncertainty about the cost of recovery and how recovery will be funded
- agency coordination becoming increasingly complex
- the need for support from more or a broader range of agencies
- the need for better access to and understanding of resourcing and resource-sharing arrangements • increasing requirements for reporting or analysis of impact data.

Escalation provides additional support to the incident level, but it does not minimise local or regional roles or responsibilities in recovery.

## 6.6. Management Structure

Municipal councils and the Victorian Government both have a role in ensuring relief and recovery services are effective and well-coordinated. Municipal councils take the lead in delivering 'on the ground' relief and recovery services because they are closest to an affected community. The Victorian Government supports councils to fulfil these local responsibilities and is responsible for establishing state and regional relief and recovery arrangements and for coordinating state and regional level activities.

## 6.7. Impact Assessment

One of the critical factors in the management of an effective recovery program is to gain early, accurate information about the impact of the event upon individuals, the community and physical infrastructure.

To determine service, staffing, resource and general recovery requirements it is necessary to obtain information on the emergency and the needs of the community, e.g. the number, location and circumstances, including ethnicity, of affected people, identify the number of dwellings and other structures destroyed or made uninhabitable, establish the extent to which essential services have been disrupted, etc. To do this it is important that key recovery agencies liaise as early as possible with the relevant Incident Controller, local government and any other relevant Controlling and coordinating authorities.

Victoria uses a three-stage process to gather and analyse information following an emergency event. The term impact assessment encompasses all three stages.

- Initial impact assessment (IIA)
- Secondary impact assessment (SIA)
- Post emergency needs assessment (PENA)

Incident Controllers will delegate IIA to the appropriate agency to undertake this stage of assessment.

Latrobe City's MRM or MEMO will initiate councils post impact assessment (PENA) program using the Crisisworks "Recovery" module to detail these assessments and as a case management tool [latrobe.mecccentral.com](http://latrobe.mecccentral.com)

Assessments are essential in informing and supporting resource and welfare requirements for response and the early stages of recovery.

For a more detailed impact assessment process Latrobe City's MRM or MEMO will liaise with all relevant areas ie building, planning, health, engineering and local laws to develop the most comprehensive overview of any impacted area to inform the recovery process, specifically looking at the following:

- Occupancy of damaged buildings and other property damage (built environment)
- Infrastructure damage, roads, bridges, powerlines, gas etc (built environment)
- Animal welfare
- Environmental issues

Look at this in consistency with State and Regional Recovery plan

To access a full <https://files-em.em.vic.gov.au/IMT-Toolbox/Inc/IIA-Guidelines-Class-1.htm>

## 6.8. Resource Management

Local recovery plans should provide details of agency responsibilities in regard to the provision of resources for recovery management purposes. However, there are also a number of areas which may require specific attention from the recovery manager's point of view. These include staffing and the use of volunteers.

### *Staffing*

As a consequence of an emergency additional staff may be needed to enable agencies to meet their responsibilities. In determining additional staffing requirements, the demands of recovery operations as well as the ongoing operational needs of the organisation should be considered. Staffing needs will be determined by the MRM and should be assessed at the earliest possible time so that adequate resources can be made available. Regular training pre-emergency will ensure staff are equipped to carry out any required tasks.

Decisions will need to be made as to whether additional staff should be used in recovery operations, while leaving normal staff to carry out their existing (business as usual) roles, or whether the additional staff should be used in normal agency duties to free up existing staff to carry out recovery operations. Volunteers are likely to play a significant part in any recovery operation, particularly after large-scale, highly-publicised emergencies.

Regular briefing and debriefing of both paid staff and volunteer workers is vital for reviewing the recovery program. This process should provide for both structured and informal briefings, depending upon the circumstances and the environment in which workers are operating.

### *Visits to the Affected Area*

Following the emergency, an outreach program can also provide valuable information. To avoid over-servicing, it is useful for such programs to be run on a team basis, bringing together representatives from agencies with expertise in a range of areas, such as personal counselling and financial assistance. In this way details can be gathered regarding losses and needs, while at the same time providing support and services to affected persons. Sharing of information between agencies is another means of facilitating this process. As part of any outreach program all visitation and individual engagement activities will be saved in Crisisworks, under the People and Property module.

In addition to the level of media interest in emergencies there is also likely to be a number of other visits to the affected area and a high level of interest in the recovery process from politicians and executive management from a range of agencies.

There are a number of issues which need to be considered by the recovery manager involved with, or responsible for hosting, such visits.

Effective briefings should be provided. These should include accurate and up-to-date information about estimated losses, assistance programs, and financial assistance packages. This will ensure that any information relayed to the affected community or the media is accurate and reduces the risk of raising unrealistic expectations regarding such things as assistance measures. Some pre-visit briefing is also desirable to ensure that the visitor is well-informed of the necessary information prior to their arrival.

Briefing of any visits should also include details about the current state of the community, including the various emotions they may be experiencing as a result of the emergency, as well as identification of any existing sensitivities.

Visitors should have a clear understanding of emergency management arrangements and protocols.

Visitors should also be clearly briefed on the potential impact of their visit and their subsequent role in the recovery process. In particular it should be emphasised that any information provided must be accurate, as the effects of inaccurate or ill-founded information on an emergency affected community may reinforce the impact of the event.

In the case of an emergency affecting more than one geographic area, care should be taken to ensure that communities are treated equitably, and visits are arranged accordingly.

## 6.9. Community Recovery Committee

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

### *Community Recovery Committee Membership*

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

- Municipal Recovery Manager
- Coordinators of the four recovery environments as appropriate– social, built, economic and natural
- Councillor
- Government agencies and Non-Government agencies as required.
- Community groups and leaders
- Local Emergency Action Plan Committees
- Local businesses
- Affected persons
- Subject matter experts as deemed appropriate by the committee

### *Community Recovery Committee functions*

- Identifying community needs and resource requirements
- Providing recommendations and advocating on behalf of communities to appropriate recovery agencies, municipal councils and the regional and state recovery structures
- Monitoring the overall progress of the recovery process in the effected community.
- Identifying community needs and resource requirements and make recommendations to appropriate recovery agencies, municipal councils and the State's recovery management structure;
- Liaising, consulting and negotiating, on behalf of affected communities, with recovery agencies, government departments and municipal councils;
- Undertaking specific recovery activities as determined by the circumstances and the Committee
- Development and implementation of the Recovery Action plan (RAP)

Undertake specific recovery activities as determined by the circumstances and the Committee.

## 6.10. Recovery Team and Sub Committees

### 6.10.1. Composition of Recovery Team

Recovery Team should include representatives of key organisations involved in recovery process. Both infrastructure and human service agencies should be represented.

### 6.10.2. Recovery Team Roles

The roles of recovery team include:

- prepare and maintain a recovery plan;
- meet regularly to maintain liaison between agencies, enhance understanding of agency roles, update contact arrangements and ensure the currency of local arrangements;
- review sub-committee;
- conduct regular exercises and training programs;
- establish arrangements for the conduct of post-emergency impact assessment and for the collation, evaluation and use of the information gathered;
- manage the provision of recovery services at the local level;
- supplement local government resources which may be exhausted by an emergency, eg. building inspectors, environmental health officers, human services staff, etc., to ensure that an adequate recovery program is provided;
- formalise links with regional/regional plans and recovery agencies;
- consider all aspects of a local community's recovery, including both the restoration of physical infrastructure and the provision of human services;
- activate and coordinate service delivery;
- identify responsibility for the establishment and maintenance of contact and resource listings.

### 6.10.3. Structure of Recovery

Recovery environments provide a framework within which recovery can be planned, reported, monitored and evaluated. Each environment contains one or more functional areas that bring together related recovery roles that address specific community needs. – across four inter related recovery environments:

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

The local relief and recovery arrangements are consistent with;

- Regional Emergency Relief and Recovery Plans
- State Emergency Relief and Recovery Arrangements

#### *Four Recovery Environments*

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

**1. Social environment** – The social environment considers the impact an event may have on the health and wellbeing of individuals, families and communities. This environment is primarily concerned with safety, security and shelter, health and psychosocial wellbeing.

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

**3. Economic environment** – The economic environment considers the direct and indirect impacts that an event may have on business, primary producers and the broader economy.

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

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

## 6.11. Withdrawal

One of the last significant tasks to be undertaken in any recovery management process is that of the withdrawal of services. While the emphasis of any recovery program should be on community involvement and self-management the cessation of formalised support services from outside agencies will nevertheless be a critical time in the affected community's recovery. Experience has shown that a gradual handover of responsibilities to local agencies and support services is most effective. It may also be appropriate to use this stage of the recovery process to establish a commemorative event to symbolise the end of the recovery program and the renewal of the community. Commemorative events have included tree planting ceremonies, street theatre, church services and a range of other activities which involve the entire community and give a positive focus to the end of the recovery program.

## 6.12. Government Assistance Measures

Some reimbursement for relief and recovery activities is available. Extraordinary expenditure incurred (for example, for overtime, the hire of equipment used in emergency works, reconstruction of essential public assets or relief provided to emergency-affected individuals) may qualify for reimbursement by EMV.

The emergency response coordinator or municipal council may be an intermediary in sourcing private resources for agencies. Natural Disaster Financial Assistance (NDFA) Victoria's Natural Disaster Financial Assistance (NDFA) scheme is available to eligible undertakings including municipal councils to relieve some of the financial burden that may be experienced following an eligible disaster (such as a bushfire or flood) or terrorist act, in accordance with the Australian Government's Disaster Recovery Funding Arrangements (DRFA).

The DRFA is a standing, cost-sharing arrangement between the Commonwealth and states and territories for various pre-agreed relief and recovery measures, subject to the state meeting particular financial thresholds. The arrangements help to support relief and recovery efforts undertaken immediately before, during and after an eligible disaster. The arrangements are intended to complement other strategies including insurance and are only available to eligible undertakings including municipal councils.

Further information can be found here

[Disaster Recovery Funding Arrangements \(DRFA\) | Emergency Management Victoria \(emv.vic.gov.au\)](https://emv.vic.gov.au)



## 7. Roles and responsibilities

### 7.1. Introduction\*

An agency that has a role or responsibility under this plan must act in accordance with the plan.

The SEMP and REMP outline agreed agency roles and responsibilities, noting that existing duties, functions, power, responsibility or obligation conferred on an agency by law, licence, agreement or arrangement prevail to the extent of its inconsistency with this plan (Act s60AK).

The roles and responsibilities outlined in this plan are specific to the region and are in addition to, or variations on, what is outlined in the SEMP and REMP. In the case of municipal-specific modifications, these are clearly identified as modifications.

All agencies with responsibilities under the MEMPC should provide written confirmation of their capability and commitment to meet their obligations. This can be evidenced by their endorsement of the draft MEMPC, including revisions, before it is presented to the MEMPC for consideration.

This Plan details emergency management agency roles and responsibilities for: Mitigation, Response, Relief and Recovery. It also maps agency roles for core capabilities and critical tasks under the Victorian Preparedness Framework (VPF) for the management of major emergencies

### 7.2. Role and responsibilities of MEMPC Agencies

Organisation	Mitigation	Response	Recovery	Critical task alignment / activity source
Latrobe City Council	SEMP - <a href="#">Municipal Councils</a>			
Victoria Police	SEMP - <a href="#">Victoria Police (VicPol)</a>			
Country Fire Authority	SEMP - <a href="#">Country Fire Authority (CFA)</a>			
Ambulance Victoria	SEMP - <a href="#">Ambulance Victoria (AV)</a>			
Victoria State Emergency Service	SEMP - <a href="#">Victoria State Emergency Service (VICSES)</a>			
Australian Red Cross	SEMP - <a href="#">Australian Red Cross (ARC)</a>			
Department of Families, Fairness and Housing (DFFH) (see App A)	SEMP - <a href="#">Department of Health and Human Services (DHHS)</a>			
LCC - Councillor	SEMP - <a href="#">Municipal Councils</a>			
Salvation Army	SEMP - <a href="#">Salvation Army – Victorian Emergency Services</a>			

Organisation	Mitigation	Response	Recovery	Critical alignment / activity source	task activity
Victorian Council of Churches	SEMP - <a href="#">Victorian Council of Churches - Emergencies Ministry (VCC EM)</a>				
Parks Victoria	SEMP - <a href="#">Parks Victoria (PV)</a>				
Regional Roads Victoria	SEMP - <a href="#">Department of Transport (including Head, Transport for Victoria) (DoT)</a>				
NON - VOTING MEMBERS					
DJPR (Ag Vic)	SEMP - <a href="#">Department of Jobs, Precincts and Regions (DJPR)</a>				
Department of Education and Training	SEMP - <a href="#">Department of Education and Training (DET)</a>				
Regional Development Victoria	SEMP – see <a href="#">Department of Jobs, Precincts and Regions (DJPR)</a>				
DELWP	SEMP - <a href="#">Department of Environment, Land, Water and Planning (DELWP)</a>				
Gippsland Water	SEMP - <a href="#">Water Corporations</a>				
MEMO & MRM	SEMP - <a href="#">Municipal Councils</a>				
Southern Rural Water	SEMP - <a href="#">Water Corporations</a>				
Gippsland Water	SEMP - <a href="#">Water Corporations</a>				
Environment Protection Agency	SEMP - <a href="#">Environmental Protection Authority (EPA)</a>				
West Gippsland Catchment Management Authority	SEMP - <a href="#">Catchment Management Authorities (CMAs)</a>				
BRV	SEMP - <a href="#">Bushfire Recovery Victoria (BRV)</a>				

## 8. The planning process

### 8.1. Consultation and engagement

The MEMPC has collaborated with all relevant agencies, industries and neighbouring municipalities in relation to ongoing emergency impacts and planning requirements to meet the needs of the Latrobe City municipality.

The committee is aware of current under-development community emergency management plans that will be further considered as part of this integrated emergency management planning process.

8.1.1. SEMP consultation requirements (section 60AF)

8.1.2. REMP consultation requirements (section 60AFA)

8.1.3. MEMP consultation requirements (section 60AFB)

## Appendix A – Acronyms & Definitions

Acronym	Description
<b>EM Act 2013</b>	Emergency Management Act 2013
<b>EMC</b>	Emergency Management Commissioner
<b>EMCOP</b>	Emergency Management Common Operating Picture (EMV system)
<b>EMLA Act</b>	Emergency Management Legislation Amendment Act 2018
<b>EMV</b>	Emergency Management Victoria
<b>MEMP</b>	Municipal Emergency Management Plan
<b>MEMPC</b>	Municipal Emergency Management Planning Committee
<b>MEMP</b>	Municipal Emergency Management Plan
<b>MEMPC</b>	Municipal Emergency Management Planning Committee
<b>REMP</b>	Regional Emergency Management Planning Committee
<b>SEMP</b>	State Emergency Management Planning Committee

### Capability

Our collective ability to reduce the likelihood and consequences of an emergency before, during and after.

### Capacity

The extent to which the core elements of capability can be sustained, before, during and after an emergency

### Department of Health & Department of Families, Fairness and Housing (DFFH)

As of 1 February 2021, the Department of Health and Human Services (DHHS) has been separated into two new departments:

**The Department of Health (DH)** and the **Department of Families, Fairness and Housing (DFFH)**. Work is underway to make changes across the State Emergency Management Plan to reflect this change.

### Regional Emergency Response Coordinator (RERC)

The VICPOL Regional Emergency Response Coordinator (RERC) for the Gippsland region is responsible for emergency response coordination at the regional level. The RERC's primary function is to bring together agencies and resources within a region to support the response to emergencies. Refer to the SEMP for more details on the RERC's role.

### Municipal Emergency Response Coordinator (MERC)

The VICPOL Municipal Emergency Response Coordinator (MERC) for South Gippsland is responsible for emergency response coordination at the municipal level. The MERC's primary function is to bring together agencies and resources within a municipal district to support the response to emergencies. Refer to the SEMP for more details on the MERC's role.

**Municipal Emergency Management Officer (MEMO)** The Latrobe City Council Municipal Emergency Management Officer (MEMO) function is response and recovery coordination. The MEMO will liaise with agencies about EM activities for their municipal district and help coordinate EM activities for the council. The role will maintain effective liaison with control and support agencies within or servicing the municipal district, liaise with the MRM about the best use of municipal

resources, organise a response debrief if the MERC requests and will ensure there are procedures and systems to monitor and record council expenditures in relation to emergencies.

**Municipal Recovery Manager (MRM)** The Latrobe City Council Municipal Recovery Manager (MRM) function is the coordination of council and community resources to support recovery activities. The MRM will

- Coordinate municipal and community resources for recovery
- Help collate and evaluate information gathered in the post-impact assessment
- Establish priorities for restoring community services
- Liaise with the MEMO about the best use of municipal resources
- Establish an information and coordination centre at the municipal offices or at a location more appropriate to the affected area
- Liaise, consult and negotiate with recovery agencies and the council on behalf of the affected area and community recovery committees
- Liaise with the RRC and relevant Victorian Government agencies, asking for support on recovery coordination, if required

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

Support agencies, as they decide or at the request of a controller, appoint an EMLO to the State Control Centre, Regional Control Centre or ICC. Their function is to support response and recovery coordination. Their role is to:

- Represent the agency in the relevant control centre
- Represent the agency at the IEMT or Regional Emergency Management Team if the relevant agency commander cannot attend, but not at the State Emergency Management Team, which a senior agency representative must attend
- Commit or to arrange to commit the resources of the agency to respond to an emergency
- Provide advice about the agency's roles and activities
- Maintain ongoing communications with the agency Where the EMLO cannot be deployed to a particular control centre, they can perform their role from a remote location (such as by teleconference or video link).

## Appendix B – Amendment History and Distribution

### Amendment History

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Additions to MEMP Committee	8	29 September 2010
Municipal Fire Management Planning Committee sub comm.	8	29 September 2010
Alternative MECC changed to Loy Yang Power	14	29 September 2010
MERC and RERC		9 September 2011
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APPENDIX C – Special Plans and Arrangements	56	16 May 2018
Part Six and Seven – Reviewed and adopted by committee		05 June 2018
Contact list updated		3 September 2018
Full review and adoption of Plan by Committee		4 September 2018
Complete review and update		21 October 2021

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### Distribution

The most up to date amended versions of this Plan will be distributed by the MEMP Executive Officer by:

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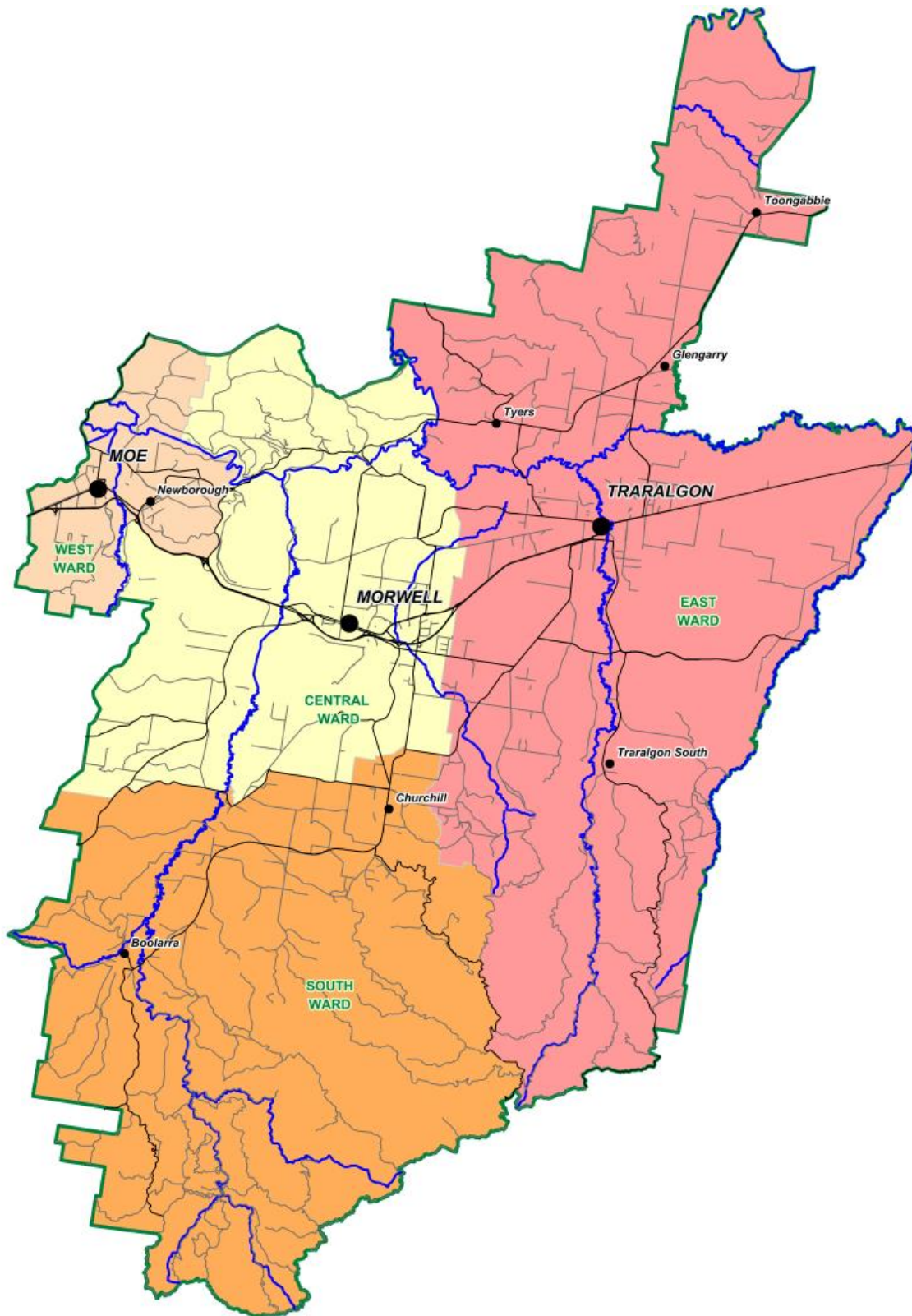
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Country Fire Authority - District 27	ONE	✓
Fire Rescue Victoria	ONE	✓
Department of Environment, Land, Water and Planning	ONE	✓
Department of Families, Fairness and Housing	ONE	✓
Gippsland Water	ONE	✓
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Municipal Emergency Management Officer	ONE	✓
Municipal Recovery Manager	ONE	✓
AusNet Services	ONE	✓
St John Ambulance	ONE	✓
Telstra	ONE	✓
AusNet Services	ONE	✓
Regional Roads Victoria	ONE	✓
Victoria Police Headquarters	ONE	✓
Victoria State Emergency Service - Regional HQ	ONE	✓
Victoria State Emergency Service - Morwell Unit	ONE	✓
Victoria State Emergency Service – Moe Unit	ONE	✓



## Appendix C – Maps

Regional map showing the municipality and its neighbours (below)





## Appendix D – History of Emergencies

The City has in the past experienced incidents of varying degrees of severity in the following manner:

Type	Year	Event
Bushfire	1939 1944 1962 1968 1978 1982 1983 2001 2005 2006/07	Numerous fires including the Great Southern Complex fires.
	2009	Delburn & Churchill (Black Saturday)
	2013	The Aberfeldy - Donnelly's fire started from an illegal burn and burnt 86,840 hectares in Aberfeldy, Heyfield and Seaton. Losses included one fatality, 21 homes, 54 sheds/outbuildings, 17 vehicles and 170 livestock.
	2014	Following extreme fire conditions overnight on Saturday 8th February and well into the evening of Sunday February 9th several bushfires were started by arson throughout the municipality.  Hernes Oak  Driffield
Hazelwood mine fire	2014	On the 7th of February fires which were burning in the adjacent areas of Hernes Oak and Driffield spread towards Morwell and ignited a fire in the Hazelwood open cut mine. While the fires outside of the mine were swiftly brought under control the mine fire continued burning for 45 Days before finally being declared under control on the 10th March 2014. The fire released large amounts of smoke and ash that settled on the adjacent township of Morwell causing a significant health emergency and led to the conduct of a public enquiry into the management of the mine and the response to the fire and health emergencies.
Yinnar South fire	2019	Loss of two homes, fences sheds and plantation assets
Hazardous materials Incidents	2014	The Hazelwood Mine Fire caused considerable distress in the Morwell and surrounding communities, with many community members suffering significant health and psychological impacts.

Mine Incidents	2007	Latrobe River collapse Yallourn Mine.
Highway Closure	2011	<p>On 5 February 2011, heavy rain led to movement of the northern wall of the Hazelwood open cut coal mine. As a result of the movement, cracks appeared on the surface of the Princes Freeway and the adjoining area.</p> <p>A section of the Princes Freeway between the mine and the township of Morwell was temporarily closed. The area was stabilised after the completion of an extensive remedial works program and the Princes Freeway re-opened in September 2011, having being closed for over 7 months.</p>
Yallourn Mine Morwell River Diversion	2012	On 6 June 2012 an embankment constructed to divert the Morwell River across the Yallourn open cut coal mine failed during a flood. The failure of the embankment resulted in flooding of the mine on both sides of the diversion, which severely disrupted mining operations for several months.
Storm	2014	High winds causing tree damage across municipality.
	2021	Severe winds and rain causing access, egress, loss of power from tree damage across municipality.
Flood	1978	Traralgon Creek impacting Traralgon township
	1993	Traralgon Creek impacting Traralgon township
	1995	Traralgon Creek impacting Traralgon township
	2007	Traralgon Creek impacting Traralgon township
	2010	Traralgon Creek impacting Traralgon township
	2011	The floods of 2011 covered about one-third of Victoria, affecting 70 of 79 municipal districts with flood or storm damage.
	2012	Flooding affected Latrobe Valley and other parts of Gippsland.
	2021 9 June	Traralgon Creek Major Flood impacting Traralgon township as well as Latrobe/Thompson/Tyers and Morwell river and various other creeks and rivers across the Municipality.
	30 Sept	Minor To moderate flood impacting Traralgon Creek and Latrobe/Thompson/Tyers Rivers.
Energy Supply	2014	An explosion at an electricity substation South of Traralgon caused a wide spread blackout across most of the East of the region affecting over 80.000 people, with some areas without power for up to 24 hours.

Communications	2011	A failure to transition to back up power during routine maintenance at the Morwell Telephone exchange caused telephone services to fail over an area Gippsland Regional Emergency Risk and Resilience Profile extending from Moe to the NSW border. This outage had a significant impact on the local economy as local businesses and service providers were unable to operate without computer and banking systems. This outage had a significant impact on operations at VicPol D24 (located in Morwell at the time) and impacted health services including hospitals from the Latrobe Valley to Omeo. Landline 000 services were compromised and there was potential for the outage to impact mobile services.
Major Road Accidents	1978	McDonalds lights – Intersection at Princes Highway and Monash Way Morwell. 3 people died
	2008	Bus and Truck collide in front of car yards on Prices Highway Traralgon. 1 person trapped, 2 critically injured.
Explosions	1990	Church Street Morwell. Significant damage to buildings.
	1998	ESSO Longford Gas Plant. 2 die and 8 injured. Gas supply cut off for 20 days.
Earthquake	2014	June 19. Magnitude 5.4 struck near Moe.
Gas Pipeline Rupture	1997	Moe/Tanjil South
Pollution	2010	Kernot Lake. Oil spill from Energy Brix.
Landslips	2011	Piggery Road, Boolarra. Cost \$109,176.00
	2011	Snowdens Road, Boolarra South. Cost \$43,726.00
	2011	Lyndons road, Callignee. Cost \$103,939.00
	2011	Budgerree Road, Boolarra. Cost \$54,522.00
	2011	Jeeralang West road, Jeeralang Junction. Cost \$199,649.00
	2011	Quarry Road, Yallourn North. Cost \$129,604.00
	2012	Traralgon Creek Road, Koornalla. Cost \$27,365.00
	2012	George Bates Reserve Howlett Road, Yallourn North. Cost \$18,592.00
	2012	Upper Middle Creek Road, Yinnar South. Cost \$39,180.00
	2012	Jumbuk Road, Jeeralang North. Cost \$30,111.00
	2012	Livingston Road, Boolarra South. Cost \$25,105.00

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	2012	Summerfield Track, Jumbuk. Cost \$19,782.00
	2014	Latrobe Road, Morwell (VicRoads)
	2021	Over 60 landslips as a result of significant rain and storm activity
Bomb Threat	2014	Moe Railway Station
	2015	Gwalia Street, Traralgon. Suspected explosive device detonation.
Chemical Spills	1998	Morwell
	2015	Gwalia Street, Traralgon. Mercury Incident as a result of suspected explosive device.
Pandemic	2019 – 2021	COVID19 causing significant community impacts and lockdowns.

## Appendix E – CERA

### *1.0 Introduction*

The underlying guiding principle which drives risk mitigation at all levels is the protection and preservation of life, property and the environment. The process used is community emergency risk assessment. This process aims to reduce risks within a community. This can be done by identifying the risks that a community faces, assessing the vulnerability of the community to those risks and provides options to reduce or eliminate the identified risks.

The emergency response, relief and recovery agencies that operate within the Latrobe City Council recognise they have a key role in risk management (prevention and mitigation) activities to reduce the risk, or minimise the effects, of emergencies that may occur within the municipality.

To complement the emergency risk management process, the MEMPC undertakes risk assessment reviews to identify existing and potential risks. An ‘all hazards’ approach is used to ensure all potential hazards are identified.

A community emergency risk management review based on Australian/New Zealand Standard ISO 31000:2009 *Risk Management – Principles and Guidelines* is undertaken with input requested of all the MEMPC membership annually via the Risk Sub Committee which is currently using the CERA (Community Emergency Risk Assessment) program. It addresses context, community profile, vulnerable elements, risk identification, analysis and rating, culminating with a range of suggested treatment/control options for each risk. The process is fully documented and the recommended control options are presented to the responsible agencies for consideration and action.

All documentation relating to this process is stored on/in the Council’s electronic records management system and on Crisisworks.

### *1.1 The role of the Municipal Emergency Management Planning Committee (MEMPC)*

The MEMPC recognises it has a key role in prevention and mitigation activities to reduce the risk, or minimise the effects, of emergencies that may occur in the area. Latrobe City Council’s 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 an emergency. The MEMPC also plays a role in prevention by identifying potential hazard areas, providing advice and developing risk reduction and treatment strategies.

### *1.2 Risk Assessment*

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.

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 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

intended outcome of this process is the development of risk reduction strategies that enhance personal safety and security within the Latrobe City Council.

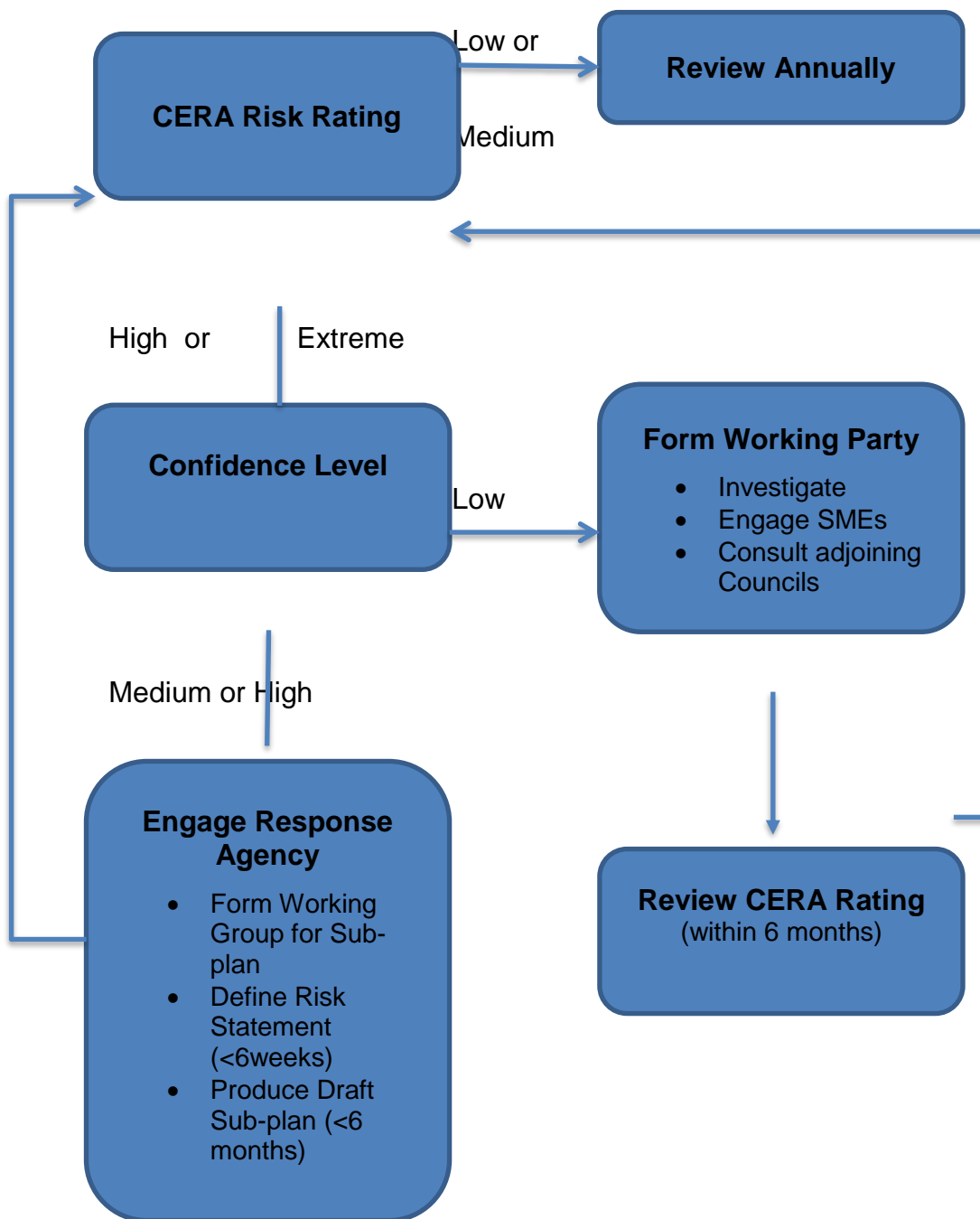
The CERA approach combines hazard information and intelligence from a number of sources, including subject matter experts and the community, to gain a clear understanding of the elements that define 'risk' within a specific area. The CERA program generates an overall risk rating low through to extreme and a risk confidence level of low to high.

### *1.3 Development of Sub-Plans, guidelines or response documents*

Any risk which receives a High or above rating should have a response Sub plan, guideline or response document developed in a timely manner. The process for the addition of a new response sub plan will be as per the following flow chart. All sub plans will be reviewed every three years.

The cyclic review of the risk management process will result in a report provided to the MEMPC meeting identifying any adjustments and will be used by the Committee to identify if any amendments or updates required to the MEMP.





1.4 Risk Review

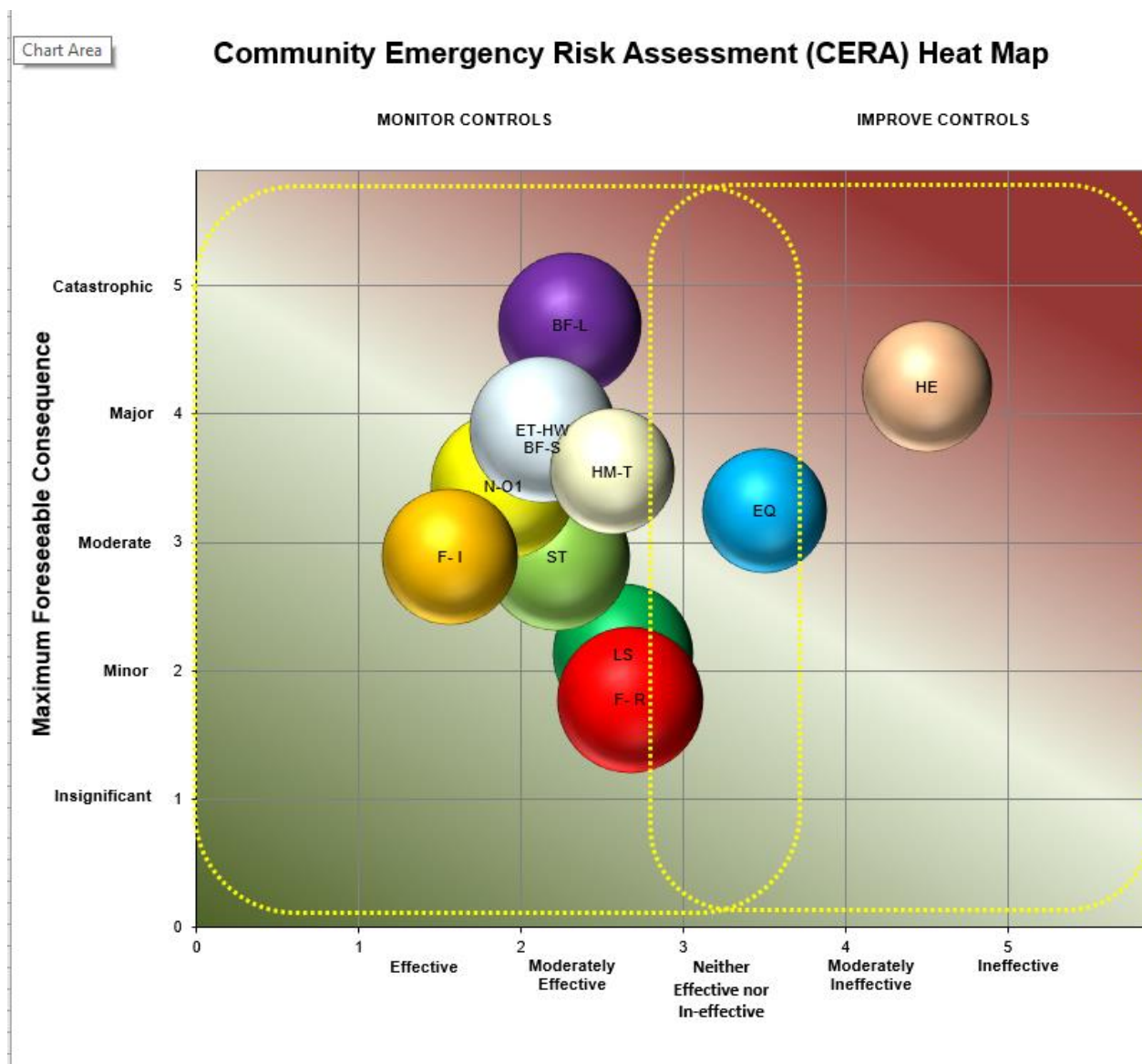
In February 2020, a risk assessment working group was convened to review existing risks identified by previous risk reviews and to identify any new risks using the CERA standard list of hazards. The working group comprised MEMPC members, subject matter experts and representatives of the community.

Twelve hazards were identified for review, which were then presented by the subject matter experts to the CERA Working Group. Subject matter experts provided their specialist knowledge/data/evidence to inform the Risk Review Working Group about the risk, identify contributing factors, impacts and possible improvement opportunities. This information was used to support decision making to prioritise and rank the risks.

Chart Area

Latrobe City Council			
14 February 2020			
Code	Risk	Ratings Confidence	Residual Risk Rating
BF-L	Bushfire - large, regional	High	High
BF-S	Bushfire - small, isolated	High	High
EQ	Earthquake	Med	High
LS	Landslide	Med	Medium
ST	Storm	High	Medium
N-O1	Flood	High	Medium
F-I	Fire - Commercial / Industrial	Med	Medium
F-R	Fire - Residential	Med	Medium
HE	Human Epidemic / Pandemic	Med	High
ET-HW	Heat Health	Med	High
HM-T	Hazardous Materials Release - in tra	Med	High
		Select	
		Select	
		Select	
		Select	
		Select	
		Select	
		Select	
		Select	
		Select	

Above: Latrobe City – Risk Register



NOTE: Size of bubbles reflects level of residual likelihood

The completed CERA Risk Workbook file is located in F/: Emergency Management Latrobe City, in Crisisworks and also SES

1.5 Treatment Plans

Activity	Outcomes	Focus
CERA Risk Treatment Process	focus on risks, consequences, community outcomes and resilience ▪ considers existing capability and capacity, and future development	Reducing Impacts on the 4 recovery environments • Social

	<p>needs in relation to the Victorian Preparedness Framework</p> <ul style="list-style-type: none"> <li>▪ makes effective use of available resources</li> <li>▪ uses a transparent decision-making process</li> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>• Natural</li> <li>• Built</li> <li>• Economic</li> </ul>
Communications Guide	<p>places the community at the centre</p> <ul style="list-style-type: none"> <li>▪ shares key learnings and information</li> <li>▪ represents diversity within the community, is respectful, inclusive and fosters trust</li> <li>▪ seeks consensus and collective action</li> <li>▪ encourages participation, as well as debate and independent thought</li> </ul>	<p>Reducing Impacts on the 4 recovery environments</p> <ul style="list-style-type: none"> <li>• Social</li> <li>• Natural</li> <li>• Built</li> <li>• Economic</li> </ul>

The following treatment guides have been developed in relation to several of these identified hazards or sources of risk.

- [Municipal Fire Management Guidance Document](#)
- [Municipal Flood Guidance Document](#)
- [Municipal Pandemic Guidance Document](#)
- [Latrobe City Flood Emergency Plan](#) -

These documents can be found here:

[https://www.latrobe.vic.gov.au/Community/Emergencies/Emergency\\_Management](https://www.latrobe.vic.gov.au/Community/Emergencies/Emergency_Management)

To ensure preparedness in relation to the identified hazards in Latrobe City, the following plans works and activities are in place to reduce the impact of, and prepare for, emergency situations these hazards may cause for residents and visitors of Latrobe City Council.

- Latrobe City Council Business Continuity Plan
- Latrobe City Council MECC Operating Procedures
- Latrobe City Emergency Relief Centre Standard Operating Procedures
- Latrobe City Municipal Public Health and Wellbeing Plan - Includes treatment strategies for health related risks

### *1.6 Community engagement and 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 attitude of the people affected. Obtaining the preferred response from people during emergencies will require community education and awareness programs to be implemented for this purpose. Latrobe City Council and the Municipal Emergency Management Planning Committee (MEMPC) will support and promote appropriate prevention and awareness programs within the municipality. The MEMPC has already committed to engaging with community

on strategic planning, including inviting community representatives to be an active part of the emergency risk assessment process and to be involved in the MEMP committee.

#### *1.7 Monitoring and Review*

The Community Emergency Risk Assessment (CERA) 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 reports provided by the MERO and responsible agencies at MEMPC meetings and through the annual risk assessment process.

This process will be administered by the MERO and SES representative at MEMPC meetings and, if required, an updated draft plan will be presented to the MEMPC for endorsement.

Sub plans have their own review processes which are coordinated by Council's Emergency Management Coordinator with support from relevant Working Groups assigned responsibility for the plan review.



# Municipal Emergency Management Planning

Latrobe City Council



## Municipal Emergency Management Plan

## Appendix F – Exercising, Training and Meeting Schedule

### *Exercising, Training and Meeting Schedule*

2021	Jan	Feb	March	April	May	June	July	August	Sept	Oct	Nov	Dec
<b>Meeting</b>												
<b>MEMP</b>												
<b>CERA</b>												
<b>Recovery</b>												
<b>Training</b>												
<b>Exercises</b>												

This schedule to be updated every January



# Municipal Emergency Management Planning

Latrobe City Council



## Municipal Emergency Management Plan

Appendix G – Vulnerable Persons Register and Vulnerable Facilities Register

**See Attached**

Vulnerable Person Register access available to approved persons via Crisisworks.

## Appendix H – Contact Directory

**See Attached**

Contact Directory access available to approved persons – Not For Public Viewing

## Appendix I – Neighbourhood Safer Places

The locations of Latrobe City's Neighbourhood Safer Places – Places of Last Resort that have been designated are:-

- Boolarra Memorial Hall, Cnr Tarwin & Christian Sts, Boolarra 3870.
- Yinnar Primary School, Main Street, Yinnar 3869

Council will need to identify additional places as NSPs by 31 May each year.

The CFA will certify the NSP, then Council will assess the site against Council criteria no later than 30 June each year.

To designate a site the CFA & Council reports will be passed by the MEMPC committee, before going to Council for designation before 31st July each year.

The MFPO must provide an up-to-date list of NSPs to the CFA no later than 30 September each year. NSPs should be established by 30 October each year.

NSPs must be inspected prior to 31 August each year and monthly in the Declared Fire Season.

All NSP sites that have been established must be displayed on the Latrobe City Council web page and amended in the Municipal Emergency Management Plan and the Municipal Fire Prevention Plan.

Signage must be erected at the NSP site. – Copy of signs in **Appendix K**

Plan available on Latrobe City Council web page <http://www.latrobe.vic.gov.au/Emergency/>

## Appendix J – Guidance Documents/Council Plans and Local Emergency Action Plans

CATEGORY	DETAILS	HOLDER
Prevention / Mitigation Sub Plans	Municipal Fire Management Plan	MFMPC
	Municipal Flood Emergency Plan A Sub-Plan of the Municipal Emergency Management Plan <a href="http://www.ses.vic.gov.au/prepare/your-local-flood-information/latrobe-city-council/Latrobe%20City%20Council%20Combined%20MFEP.pdf">http://www.ses.vic.gov.au/prepare/your-local-flood-information/latrobe-city-council/Latrobe%20City%20Council%20Combined%20MFEP.pdf</a>	SES
	Emergency Management Communications Guidance Document	Latrobe City MERO / MERC
	Pandemic Guidance Document	Latrobe City
	Hazardous Materials Guidance Document	Latrobe City
	Emergency Animal Welfare Guidance Document	Latrobe City
	Heatwave Guidance Document	Latrobe City
	Recovery Guidance Document	Latrobe City
	Mass Vaccination Guidance Document	Latrobe City
	Gippsland Regional Emergency Response Plan	REMP
	Gippsland Regional Recovery Plan	DHHS
Council Plans and Strategies	Council Plan 2017-2021 Objective 5	Latrobe City
	Vision 2026 Advocacy and Partnership pg 37	Latrobe City

	Living Well Latrobe – Municipal Public Health and Wellbeing Plan 2017-2021 (Council webpage)	Latrobe City
	Municipal Strategic Statement (Council webpage)	Latrobe City
	WHO International Safe Communities Criteria 3 – High risk groups and environments Pg 16	Latrobe City
	Community Engagement Strategy Legislation, policies and plans pg 14	Latrobe City
Environmental/public health plans		
	Ebola Visit the <a href="#">Department of Health website to view the Ebola Response Plan</a> and for more information. The Department of Health website also contains information on Ebola for health professionals, business, government and the community.	DHHS
Local Emergency Action Plans (LEAPs)	<p>"Since the fires of February 2009, the City has fostered the establishment of a number of community based groups that are promoting emergency preparedness, liaising with emergency agencies, and facilitating the development of Local Emergency Action Plans."</p> <p>As a result of this process these plans have been developed by the community for the community in preparing for their individual community impacts and by building community resilience.</p> <p>The MEMP committee comprises of interested community members for each of these communities.</p>	<p>Yinnar and Boolarra District communities. Callignee, Traralgon South and Koornalla, Tyers and Yallourn North Communities as identified in the contact list.</p>

## Appendix K – Terms of Reference

Supplied as a separate document – as per terms of the Municipal Emergency Management Committee