
7 ADVOCACY AND COMMUNITY SERVICES

7.1 MITCHELL EMERGENCY MANAGEMENT POLICY AND FRAMEWORK

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File No: EM/09/001

Attachments: 1. [MSC Emergency Management Policy](#)
2. [MSC Emergency Management Framework](#)

SUMMARY

The Emergency Management Policy and Framework demonstrates Mitchell Shire Council's (MSC) commitment to ensuring that it has structures and processes in place to prepare for, respond to and recover from an emergency incident.

RECOMMENDATION

THAT Council:

1. Endorse the Mitchell Shire Council Emergency Management Policy.
2. Endorse the Emergency Management Framework and its role in ensuring Mitchell Shire Council has structures and processes in place to ensure a timely, effective and efficient response to an emergency event.

BACKGROUND

Mitchell Shire Council adopted the Mitchell Shire Emergency Management Policy and Framework 14 July 2014, to ensure that emergency management was integrated into 'normal' Council business.

The recent release of the Local Government Victoria (LGV) draft Councils and Emergencies Directions Paper demonstrated the importance and commitment of Council's role in emergency management, supporting both the emergency services and our community before, during and after an emergency event.

The Victorian emergency management environment continues to evolve. There is an increasing reliance and expectation of Council's role in this space. This is driven by legislation as well as government agencies and emergency services which have an increasing reliance on Councils to coordinate, facilitate and manage emergency planning and recovery at the municipal level. This is also reflected in the development and support of community resilience to the stresses and pressures of emergency events.

Emergency events, whether these are fire, floods or traumatic events, have an impact on council business as staff are deployed to assist and support the emergency response within community during and after the crisis. The Mitchell Shire Emergency Management Policy and Framework integrates with Council's Business Continuity Plans to ensure flexibility to adapt Council business and service delivery as the emergency event escalates and de-escalates.

MITCHELL EMERGENCY MANAGEMENT POLICY AND FRAMEWORK (CONT.)

ISSUES AND DISCUSSION

The aim of the Emergency Management Policy and Framework is to integrate emergency management processes and practice into the usual business of MSC.

Endorsement of the policy and framework maintains a “whole of organisation” integration of emergency management and minimise the impact of an emergency event on the operations and service delivery of council to support the affected community.

Emergency Management Policy

The policy:

- Recognises Council's compliance with the *Emergency Management Act 1986 and 2013* and other relevant Acts i.e. *CFA Act*, and addresses the requirements of those Acts to confirm Council's capacity and capability, supported by a committee structure and allocation of resources.
- Identifies accountabilities and responsibilities, and how emergency management will be governed.
- Supports an “All Hazards” approach using risk management principles and standards
- Embeds community participation and contribution in the planning, response and recovery process.

The policy confirms that:

- Council ‘owns’ and authorises the policy and supporting framework, which recommends that it be approved by Council every 4 years, within 6 months of a new Council.
- A Councillor is to be the nominated Chair of the MEMPC.
- Council delegates to the CEO authority to implement and manage the policy and framework
- The CEO:
 - Delegates management of funds and allocation of resources to meet operational requirements of the MEMP and sub-plans.
 - Is responsible for response activation, escalation protocols, mutual aid and resource sharing arrangements.
 - Allocates legislated roles and other positions to appropriate Officers.
 - Ensures there is a process in place to engage the community in emergency planning
- Council Directors, Managers and Coordinators are responsible for:
 - Ensuring all staff understand the requirements of the MEMP and sub-Plans.
 - Maintaining Council's capacity and capability.
 - Managing funds and resources to meet the requirements of the MEMP and sub-Plans.
 - Integrating emergency management practices into ‘normal’ business.

MITCHELL EMERGENCY MANAGEMENT POLICY AND FRAMEWORK (CONT.)

Emergency Management Framework

The Emergency Management Framework aims to assist Council achieve a best practice model for emergency planning, mitigation, preparedness, response and recovery. It provides a structured framework and foundation for emergency management planning both within Council, through partnership development, and within the community.

The framework provides guidance in the management of:

- the provision and local management of emergency relief services during the response phase;
- the provision of emergency supply (resources) as requested by the Control Agency during response and recovery;
- requests for municipal assistance from other municipalities during the response to and recovery from emergencies;
- the assessment of the impact of the emergency and the recovery activities within the municipality, in consultation with relevant state and federal agencies, and relevant Non-Government Organisations (NGOs).

Framework overview:

i) Governance Arrangements

These confirm the internal arrangements and responsibilities of Councillors, Chief Executive Officer, legislated and non-legislated emergency management roles, and Council Officers.

ii) Planning Committee Structure

- Adopts a committee structure which reflects Emergency Management Manual Victoria (EMMV) guidelines and suits the needs and risk profile of Council.
- Uses Community Emergency Risk Assessment (CERA) as its main planning and risk mitigation tool.
- Council's normal financial arrangements incorporate the protocols and processes for funding Councils response and recovery from an emergency.
- Document control is in accordance with Council procedures and includes provision for public access.

iii) Operational Response Planning

- Details arrangements and protocols to activate Council staff and a process to escalate as the capacity of Council is exceeded.
- Maintains a roster to provide a 24 hour, 365 days per year capacity to respond to emergency events.
- Utilises the program Crisisworks to manage Councils emergency information and tasking.
- Adopts the Inter-Council Emergency Management Resource Sharing protocol supported by arrangements with neighboring Councils.

MITCHELL EMERGENCY MANAGEMENT POLICY AND FRAMEWORK (CONT.)

iv) Relief

Establishes arrangements and agreements to provide essential needs to individuals, families and communities in the immediate aftermath of an emergency.

v) Recovery

Recovery management will consider the four (4) key functional areas (or environments) when assessing the impact of an emergency on the community – Social; Built; Natural and Economic.

vi) Capacity and Capability Development

- Business continuity planning to incorporate and align with emergency management requirements to minimise impact on Council service delivery.
- Ensure that staff are rostered in accordance with an assessment of the risk and threat conditions.
- Provide staff with the knowledge and skills to perform the roles and functions of the Municipal Emergency Management Plan.
- Municipal Emergency Management Plan is tested annually.

FINANCIAL, RESOURCE AND ASSET MANAGEMENT IMPLICATIONS

State government has committed grant funding for the Emergency Management & Recovery Coordinator position in Council until 2020. This position provides an additional resource to assist with Councils emergency management policy, planning, response and recovery arrangements.

POLICY AND LEGISLATIVE IMPLICATIONS

Council is required to comply with the relevant provisions of the *Emergency Management Act 1986 & 2013*, the *Country Fire Authority Act 1958*, and other Acts and Regulations relevant to the requirements of the Municipal Emergency Management Plan (MEMP).

SUSTAINABILITY IMPLICATIONS (SOCIAL AND ENVIRONMENTAL)

Endorsement of the Emergency Management Policy and Framework will contribute to the ongoing social and environmental sustainability of the community.

Emergency preparedness, response and recovery activities will be undertaken in accordance with relevant environmental legislation, including the *Planning and Environment Act 1987*, the *Flora and Fauna Guarantee Act 1988* etc.

Works will also be conducted in accordance with Council adopted plans and strategies including, but not limited to the Mitchell Shire Rural Roadside Environmental Management Plan, the Mitchell Shire Environment Strategy and relevant reserve management plans

CHARTER OF HUMAN RIGHTS IMPLICATIONS

The rights protected in the *Charter of Human Rights and Responsibilities Act 2006* were considered in preparing this report and it's determined that the subject matter does not raise any human rights issues.

MITCHELL EMERGENCY MANAGEMENT POLICY AND FRAMEWORK (CONT.)

OFFICER DECLARATION OF CONFLICT OF INTEREST

No officers involved in the preparation of this report have any direct or indirect interest in this matter.

CONCLUSION

Endorsement of the Emergency Management Policy and Framework will ensure that the Mitchell community has the appropriate supports in place in the event of an emergency. The policy and framework provides direction and guidance to Council and the community and demonstrates Council's commitment to emergency management.

MITCHELL SHIRE COUNCIL

Council Meeting Attachment

ADVOCACY AND COMMUNITY SERVICES

20 NOVEMBER 2017

7.1

MITCHELL EMERGENCY MANAGEMENT POLICY AND FRAMEWORK

Attachment No: 1

MSC Emergency Management Policy

Emergency Management Policy

Policy Owner	Emergency Management & Recovery Coordinator
Department	Community Strengthening
Creation Date	Oct 2017
Revision Date	May 2021

1.0 PURPOSE

This policy outlines Mitchell Shire Council's responsibilities and management of emergency management services provided to the community of Mitchell Shire.

2.0 SCOPE

This policy applies to all Mitchell Shire Council employees, Councillors, contractors and volunteers involved in emergency situations where they respond to and/or assist the community before, during and after an emergency event, whether internal or external to the Mitchell Shire district.

3.0 POLICY

The objectives of this policy is to ensure that:

- Mitchell Shire Council establishes an emergency management policy framework based on best practice benchmarks.
- The provision of an appropriate governance and management structure to plan for and manage emergency management activities as required in the *Emergency Management Manual Victoria* (EMMV).
- An effective and efficient activation and escalation protocol to respond to emergencies within Councils normal service delivery area 24 hours a day, 365 days a year.
- Provision of timely and co-ordinated response, relief and recovery activities with its resources to assist in community emergencies as defined in the Municipal Emergency Management Plan (MEMP) and its supporting Sub-Plans.

Council will establish and maintain a governance structure to oversee and manage the development, implementation, and review of the MEMP and its sub-plans. The basic governance structure consists of:

- Municipal Emergency Management Planning Committee (MEMPC)
- Municipal Fire Management Planning Committee (MFMP)
- MSC Emergency Management Team (EMT)
- Sub-committees, working groups and response teams as required/authorised by the MEMPC

Council applies the "all hazards" approach to emergency management planning based on risk management principles and standards.

The Chief Executive Officer is authorised by Council to oversee the implementation and management of the Mitchell Shire Council Emergency Management Policy and Framework, and the effective response to emergencies as required by the MEMP.

The Chief Executive Officer shall delegate as necessary by appropriate instrument, authority to relevant Council Officers the management of funds and utilisation of Mitchell Shire Council resources to meet the operational requirements of the MEMP and its sub-plans.

The Chief Executive Officer shall ensure that the Mitchell Shire Council has an appropriate response activation and escalation protocols to manage the limited resources of the council, and where council capacity and capability is exceeded during an emergency, appropriate arrangements are in place to activate mutual aid agreements with neighbouring councils, and regional and state agencies.

The Chief Executive Officer shall ensure that the legislated positions of Municipal Emergency Resource Officer (MERO), Municipal Fire Prevention Officer (MFPO) and Environmental Health Officer (EHO) are allocated to appropriate Council officers, and the position of Municipal Recovery Manager (MRM) and any other positions required to meet Council's emergency management commitments are identified and allocated to appropriate Council officers.

Council will ensure that the community can contribute and participate in emergency management planning via an appropriate framework that recognises the local knowledge and needs of the community.

The responsible manager controls the policy, its maintenance, evaluation, consultation for amendments and the provision of advice on the application of the policy.

4.0 DEFINITIONS

- **Emergency**

As defined in the *Emergency Management Act 2013* S4(1).

Emergency means an emergency due to the actual or imminent occurrence of an event which in any way endangers or threatens to endanger the safety or health of any person in Victoria or which destroys or damages, or threatens to destroy or damage, any property in Victoria or endangers or threatens to endanger the environment or an element of the environment in Victoria including, without limiting the generality of the foregoing—

- (a) an earthquake, flood, wind-storm or other natural event; and
- (b) a fire; and
- (c) an explosion; and
- (d) a road accident or any other accident; and
- (e) a plague or an epidemic or contamination; and
- (f) a warlike act or act of terrorism, whether directed at Victoria or a part of Victoria or at any other State or Territory of the Commonwealth; and
- (g) a hi-jack, siege or riot; and
- (h) a disruption to an essential service;

- **Emergency Management Coordination Group (EMCG)**

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

The Emergency Management Coordination Group or part thereof will convene when the scale of the emergency dictates the requirement for the provision of any of the functions outlined above. Members of the Emergency Management Coordination Group will liaise to determine what level of activation is required.

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

The primary role of the EMLO is to provide a communication link between key agencies and the Municipal Emergency Co-ordination Centre (MECC).

- **Emergency Management Team (EMT)**

The Emergency Management Team manage the key Mitchell Shire Council operational & recovery service areas and are responsible for the provision/coordination of those emergency management services. This structured approach assigns responsibility to managers and coordinators for operational & recovery service provision and streamlines the approval process.

- **Municipal Emergency Coordination Centre (MECC)**

The function of the MECC is to coordinate the provision of human and material resources within the municipality during emergencies. It will also maintain an overall view of the operational activities within the MEMPC's area of responsibility, for record, planning and debrief purposes.

- **Municipal Emergency Management Planning Committee (MEMPC)**

This Committee is formed pursuant to Section 21(3) & (4) of the *Emergency Management Act 1986*, to formulate a plan for the Councils consideration in relation to the prevention of, response to and the recovery from emergencies within the Mitchell Shire district.

The Municipal Emergency Management Planning Committee is a multi-agency committee for the municipal district. It is the intent of its emergency planning process to develop a coherent plan that is known and understood by all agencies, MEMPC members, senior Council Officers and all staff who have emergency management responsibilities.

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

The MERO is responsible for the coordination of council resources in responding to emergencies, and has full delegated powers to deploy and manage council's resources during emergencies. The MERO contributes to the development and maintenance of the MEMP in partnership with local emergency management agencies.

- **Municipal Emergency Response Coordinator (MERC)**

A member of Victoria Police appointed to a municipal district as MERC. The MERC is responsible for bringing together agencies and resources within a municipal district to support the response to emergencies.

- **Municipal Fire Management Planning Committee (MFMPC)**

The purpose of MFMP is to provide a municipal level forum for building and sustaining organisational partnerships with regards to fire management; and to ensure that plans of individual agencies are linked effectively so as to complement each other. This is facilitated by MFMPs having a membership consisting of representatives from key stakeholder organisations with respect to fire management within the Mitchell Shire district.

- **Municipal Fire Prevention Officer (MFPO)**

The *Country Fire Authority Act 1958* require each council appoint a fire prevention officer, generally known as an MFPO, to undertake and regularly review Council's fire prevention planning and plans. The role will maintain, update and document Council's annual Fire Prevention Inspection Program and provide regular reporting to the MEMPC.

- **Municipal Relief & Recovery Committee (MRRC)**

The Municipal Relief & Recovery Committee is a multi-agency committee focused on relief and recovery services for the Mitchell Shire district. The purpose of providing recovery services is to assist the community towards management of its own recovery following an incident.

- **Municipal Recovery Manager (MRM)**

The MRM takes an active role in emergency planning and is responsible for coordinating relief and recovery with the community during and after an emergency. The MRM works closely with the MERO and other agencies in an integrated approach to the resolution of an emergency and its effects on the community.

5.0 RESPONSIBILITIES

Council shall nominate a Councillor/s to represent the Council on the Municipal Emergency Management Planning Committee (MEMPC) and the Municipal Fire Management Planning Committee (MFMPC).

The Chief Executive Officer is responsible for ensuring that Council complies with legislative requirements of the relevant provisions of the *Emergency Management Act 1986 & 2013*, *Country Fire Authority Act 1956* and other relevant Acts and Regulations as required by the MEMP.

All directors, managers and coordinators are responsible for ensuring that the requirements of the MEMP and its sub-plans are understood and Mitchell Shire Council has the capacity and capability to comply.

6.0 REVIEW

This policy may be reviewed by the Chief Executive Officer (or delegate) as required, and within 6 months of a new Council being elected – effectively every four years.

This policy requires the endorsement of the Council within 6 months of a new Council being elected.

7.0 RELATED DOCUMENTS

Council will comply with the relevant provisions of the:

- Mitchell Shire Council Emergency Management Policy
- Municipal Emergency Management Plan
- Municipal Fire Management Plan
- Mitchell Shire Flood Emergency Plan
- Seymour Township and Goulburn River Environs Sub Plan
- Mitchell Heat Plan
- Mitchell Influenza Pandemic Plan
- Mitchell Shire Council Business Continuity Plan
- Mitchell Shire Code Red Policy
- Emergency Management Act 1986 & 2013;
- Country Fire Authority Act 1958; and
- other Acts and Regulations relevant to the requirements of the MEMP
- Guideline OHS414: Working in Seasonal Heat
- Guideline OHS405: Working Alone
- Procedure WHS406: Sun Protection for Workers Working Outdoors
- Occupational (Work) Health and Safety Act and Regulations

MITCHELL SHIRE COUNCIL

Council Meeting Attachment

ADVOCACY AND COMMUNITY SERVICES

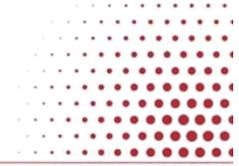
20 NOVEMBER 2017

7.1

MITCHELL EMERGENCY MANAGEMENT POLICY AND FRAMEWORK

Attachment No: 2

MSC Emergency Management Framework



Emergency Management Framework

Policy Owner	Emergency Management & Recovery Coordinator Community Strengthening
Creation Date	Oct 2017
Revision Date	May 2021
Please check Council's Intranet to ensure this is the latest Revision.	

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1.0 PURPOSE

This framework establishes a best practice model for emergency planning and emergency preparedness in Mitchell Shire Council. The document establishes a foundation for emergency management planning both within Council, through partnership development, and within the community.

The purpose of this framework is to:

- Consistently contribute to emergency risk mitigation in the Mitchell Shire.
- Maximise Mitchell Shire Council's capacity and capability by building well prepared plans.
- Encourage Council, partners and community to take steps to reduce the effects of an emergency event.
- Compliment other local and regional planning arrangements.

2.0 SCOPE

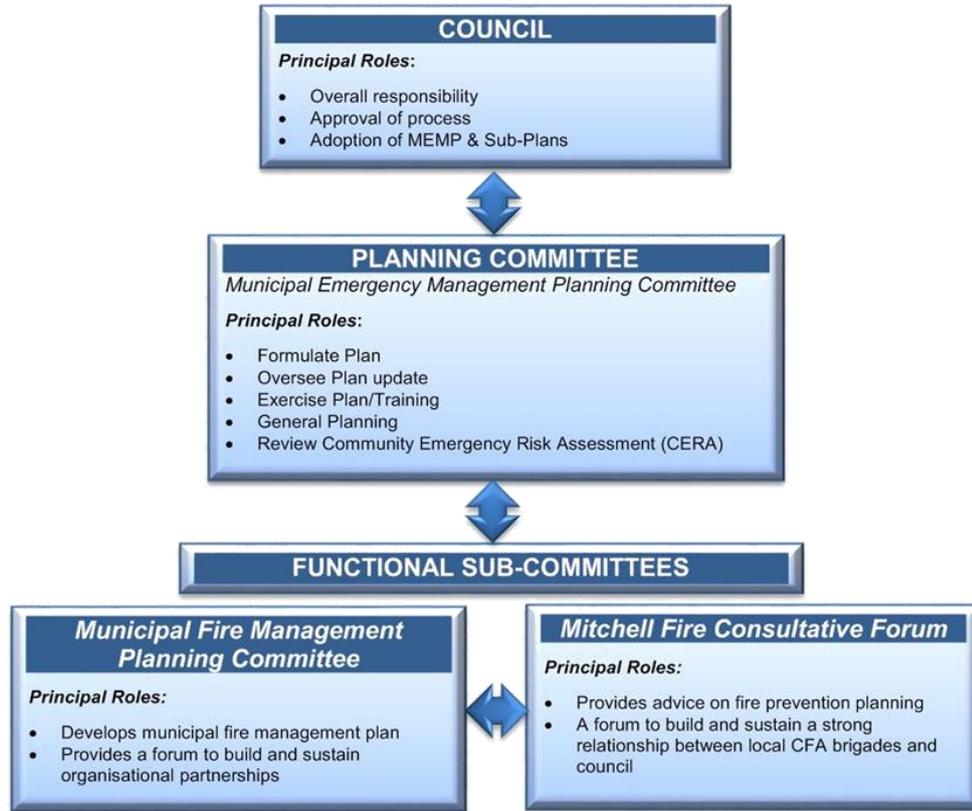
The overarching framework for the management of all types of emergencies in Victoria is provided by the *Emergency Management Act 1986 & 2013* and the State Emergency Response and Recovery Planning arrangements contained within the *Emergency Management Manual Victoria*.

Mitchell Shire Council accepts responsibility for management of municipal resources and the co-ordination of community support to counter the effects of an emergency before, during and after an emergency event.

This includes the management of:

- a. emergency relief services during the response phase;
- b. emergency supply (resources) as requested by the Control Agency during response and recovery;
- c. requests for assistance from other municipalities during the response to and recovery from emergencies;
- d. the assessment of the impact of the emergency; and
- e. recovery activities within the municipality, in consultation with relevant state and federal agencies, and relevant Non-Government Organisations (NGOs).

Council's emergency management governance structure is as illustrated below:



The structure is designed to facilitate two way flow of information, which is an essential element of the response and recovery arrangements.

3.0 ACRONYMS

- CERA - Community Emergency Risk Assessment
- CA - Control Agency
- EMT - Emergency Management Team
- EMCG - Emergency Management Coordination Group
- ERC - Emergency Relief Centres
- EHO - Environmental Health Officer
- MECC - Municipal Emergency Coordination Centre
- MEMPC - Municipal Emergency Management Planning Committee
- MFCF - Mitchell Fire Consultative Forum
- MFMPC - Municipal Fire Management Planning Committee
- MAV - Municipal Association of Victoria
- MEMEG - Municipal Emergency Management Enhancement Group
- MEMP - Municipal Emergency Management Plan

- MERO - Municipal Emergency Resource Officer
- MFPO - Municipal Fire Prevention Officer
- MRM - Municipal Recovery Manager
- MERC - Municipal Emergency Response Coordinator
- NGOs - Non-Government Organisations

4.0 BACKGROUND

The *Emergency Management Act 1986 & 2013* and the *Local Government Act 1989*, identifies Council's critical role in Victoria's emergency management arrangements and systems.

Councils have emergency management responsibilities because they are the closest level of government to their communities and they have access to specialised local knowledge about the environmental and demographic features of their municipalities. The community and residents naturally seek help from their local Council and emergency management agencies during emergencies and the recovery process.

Councils are not emergency response agencies¹ but have a long established role providing support to response agencies and coordinating relief and recovery support for the community. Emergency response agencies are Country Fire Authority (CFA), Victoria Police (VicPol), Victoria State Emergency Service (VicSES).

Mitchell Shire Council has been involved with a number of minor to significant emergencies including bushfires and floods. Emergencies aren't limited to the traditional events (i.e. bushfire & flooding), they can also involve pandemics, heat & cold events, significant community trauma. These events have had a significant impact on the community and Council operations.

Emergency management intersects with many parts of Mitchell Shire Council business, including planning and building, infrastructure management, animal management, and public health and wellbeing.

This framework provides for a 'whole of organisation' approach to emergency management to ensure that Mitchell Shire Council is resilient to the impact of an emergency event on the community and Council.

5.0 GOVERNANCE ARRANGEMENTS

It is necessary for Councillors, Executive Leadership Team and Council officers to have a clear and shared understanding of their responsibilities for planning, response and recovery from emergency events. This understanding is embedded in Council policies, training, management structures and practices. Council fulfills its legislative obligations through specific actions by the appropriate officers.

Council has governance arrangements to ensure that emergency management planning, response and recovery work is embedded within Council officers' roles and responsibilities, including delegations from the Chief Executive Officer (CEO) and any financial delegations.

¹ Response agencies – generic description of agencies responsible for combatting of emergencies and the provision of rescue services – CFA, VicPol, VicSES, Metropolitan Fire Brigade (MFB), Department of Environment Land Water and Planning (DELWP).