

Municipal Emergency Management Plan 2024



the power of
humanity



GOULBURN
BROKEN
CATCHMENT
MANAGEMENT
AUTHORITY



FOREST FIRE
MANAGEMENT
VICTORIA

VICTORIA
State Government | Environment,
Land, Water
and Planning

VICTORIA
State Government | Families,
Fairness
and Housing



VICTORIA POLICE



Acknowledgement of Country

We acknowledge the Yorta Yorta Peoples of the land which now comprises Greater Shepparton, we pay our respect to their tribal elders, we celebrate their continuing culture and we acknowledge the memory of their ancestors.

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FOREWORD

The economic and social effects of emergencies including loss of life, destruction of property and disruption to communities can be far reaching and devastating.

However, good planning for the use of resources in preventative (risk management) activities and building resilient communities, in the response to emergencies and towards the relief and recovery of affected communities and environments can significantly lessen the harmful effects of emergencies.

The aim of this Municipal Emergency Management Plan (MEMP) is to detail the agreed arrangements for the mitigation, preparedness, and response to emergencies that could potentially occur in Greater Shepparton.

This includes recovery and relief for the human, economic and social effects of emergencies including loss of life, destruction of property and dislocation of communities all of which can be significant.

Over time, Greater Shepparton has been subjected to the impact and consequences of storm, fire, flood, drought, pandemic and other emergencies.

These experiences reinforce the importance of building resilience and capability for emergency management in our community, with agencies and emergency services. To do this we need to use a partnership approach towards education, skill development and in conducting exercises.

In our planning and preparedness we are building on a risk based framework to identify risk treatment plans that are supported through the development of preparedness strategies and response and recovery plans.

Engaging the community in planning helps promote local responses. Fundamental to achieving community resilience is the understanding of the hazards, exposures and vulnerabilities of the community.

The Greater Shepparton Municipal Emergency Management Plan (MEMP) has been produced pursuant in accordance with the *Emergency Management Act 2013 (EM Act 2013)* in accordance with the guidelines issued under section 77.

The MEMP addresses the mitigation of, preparedness for, response to and recovery from emergencies within the municipality. It is the result of the cooperative efforts of the Municipal Emergency Management Planning Committee (MEMPC) and community input.

The MEMP is a controlled document and should not be reproduced or distributed as it is periodically updated. Person(s) or agencies who copy this document do so at the risk of having an out of date version. Application should be made to the MEMPC for inclusion on the distribution list if new or additional copies are required. This Plan has been prepared to be consistent and should be read in conjunction with the *State Emergency Management Plan Victoria* at; <https://www.emv.vic.gov.au/responsibilities/semv/>

The MEMP describes the emergency management arrangements in place in Greater Shepparton.

PART ONE - INTRODUCTION

1.1 Municipal Endorsement

The Greater Shepparton Municipal Emergency Management Plan (MEMP) has been prepared in accordance with and complies with the requirements of the *Emergency Management Act 2013*, including having regard to the guidelines issued under S77 – *Guidelines for Preparing State, Regional and Municipal Emergency Management Plans*.

The MEMP addresses the mitigation of, response to and recovery from emergencies within Greater Shepparton municipality and is the result of the co-operative efforts of the Municipal Emergency Management Planning Committee (MEMPC).

Document Title	Greater Shepparton Municipal Emergency Management Plan
Version No.	12
Date of Release	April 2024

1.2 Statement of Assurance

A Statement of Assurance (including a checklist and certificate) has been prepared and submitted to the Hume Regional Emergency Management Planning Committee (REMPC) pursuant to the Emergency Management Act 2013 (s60AG).

**Greater Shepparton Municipal Emergency Management Plan
Statement of Assurance.**


Certificate of Assurance for the Greater Shepparton Management Plan

Preparation:
This plan has been prepared in consultation with the Municipal Emergency Management Planning Committee.

I certify that the attached Municipal Emergency Management plan complies with the requirements of the Emergency Management Act 2013, including having regard to the relevant guidelines issued under Section 77 of the Act, to the extent of the outlined attached checklist.

This plan was last fully reviewed on 15 April 2024.

On behalf of the Municipal Emergency Management Planning Committee



Louise Mitchell
Chair
Greater Shepparton Municipal Emergency Management Planning Committee.
15 April 2024

1.3 Authority

In 2020, the *Emergency Management Legislation Amendment Act 2018 (EMLA 2018)* amended the *Emergency Management Act 2013 (EM Act 2013)* 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 of the municipal districts of Victoria, including the alpine resorts which, for the purposes of the Act, are taken to be a municipal district. Each MEMPC is a multi-agency collaboration group whose members bring organisational, industry, or personal expertise to the task of emergency management planning for the municipal district.

This Municipal Emergency Management Plan (**MEMP**) has been prepared in accordance with the requirements of the EM Act 2013 including having regard to the guidelines issued under section 77, *Guidelines for Preparing State, Regional and Municipal Emergency Management Plans*.

1.4 Plan Assurance and Approval

1.4.1 Assurance

A Statement of Assurance (including a checklist and certificate) has been prepared and submitted to the Hume Regional Emergency Management Planning Committee REMPC pursuant to EM Act 2013 (s60AG).

1.4.2 Approval

This Municipal Emergency Management Plan is approved by the Hume 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 Plan Review and Updates

To ensure this MEMP 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 determined by the MEMPC.

Urgent update of this MEMP is permitted if there is significant risk that life or property will be endangered if the plan is not updated (*EM Act 2013 s60AM*). Urgent updates come into effect when published on the municipal council website.

This MEMP will be reviewed no later than April 2027.

1.6 Planning Context

The reforms within the *Emergency Management Legislation Amendment Act 2018* brings consistency to state, regional and municipal plans. Each municipal district or alpine resort management board is required to have a MEMP that is consistent with the relevant Regional Emergency Management Plan (**REMP**) and the State Emergency Management Plan (**SEMP**).

The MEMP should not replicate the Regional or State levels plans; rather, the MEMP should provide specific information tailored to the municipality's context and risk.

Under the *Emergency Management Legislation Amendment Act 2018* it is the multi-agency MEMPC, not solely the municipal council that must prepare and maintain a MEMP. Additionally, the responsibility to approve the MEMP now sits with the REMPC, not municipal councils.

1.7 Objectives

The broad objectives of this Plan are to:

- Implement measures to prevent or reduce the causes or effects of emergencies
- Manage arrangements for the utilisation of municipal resources in response to emergencies
- Manage support that may be provided to, or from adjoining municipalities
- Assist the affected community to recover following an emergency
- Complement other local, regional and state planning arrangements.

1.8 Review

Content of this Plan is to be reviewed periodically or after an emergency which has utilised part of this Plan. Organisations delegated with responsibilities in this plan are required to notify the Committee of any changes of detail (e.g. contact information) as they occur.

Amendments are produced and distributed by the MEMPC as required and circulated to the distribution list.

1.9 Testing

The MEMP will be tested on a periodic basis unless there has been activation during the period. This will be done in a form determined by the Committee and involve multi agencies. Any procedural anomalies or short falls encountered during exercises or ensuing operations must be addressed and rectified at the earliest opportunity. It is recognised that the best form of testing is the actual operation during an emergency and the subsequent debrief.

A number of options exist to enable testing of this Plan, these range from debriefs, training and exercises.

Council's Municipal Emergency Management Officer (MEMO) is responsible for overseeing the conduct of and debrief from an exercise as well as maintaining a record of outcomes. Where appropriate the MEMO will ensure debrief outcomes are reflected in amendments to the MEMP.

1.10 Capability and Responsibilities

The *State Emergency Management Plan* requires each agency to maintain the capability to fulfil its emergency response role and responsibilities. This MEMP contains the actions that agencies will take in the response to and recovery from emergencies in the municipality. It also relies on the ability of all participants to fulfil their obligations under the MEMP.

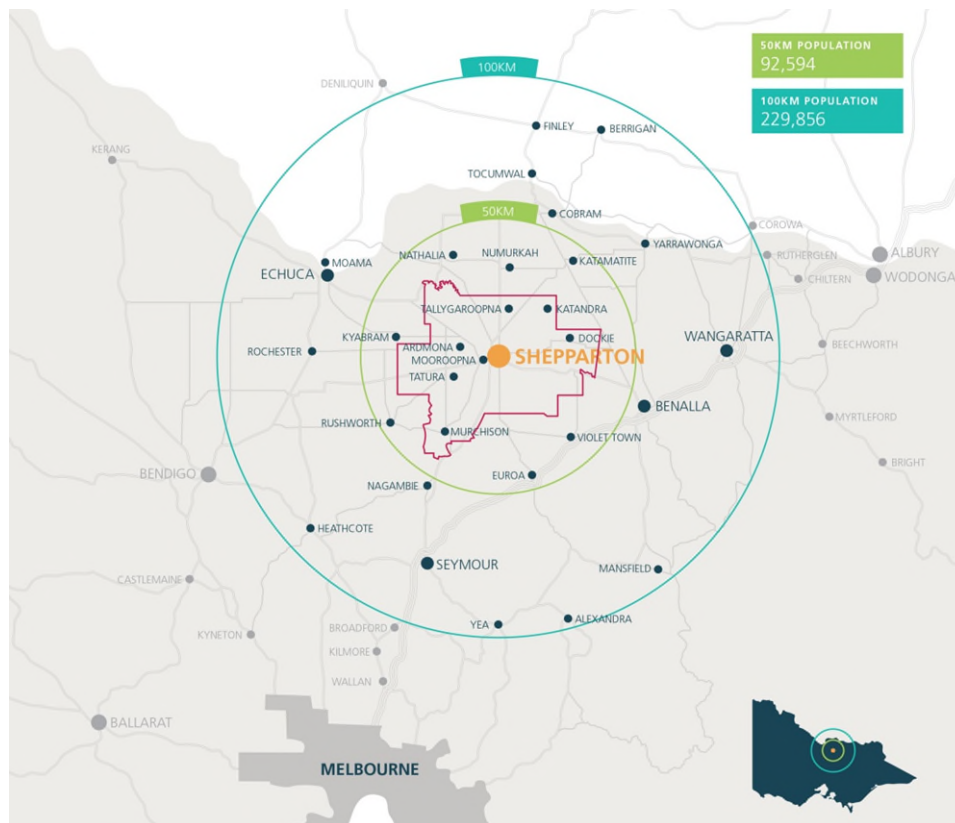
All agencies with responsibilities under the MEMP have confirmed their capability and commitment to meet their obligations. This is evidenced by the development and endorsement of the MEMP, including revisions, before it is presented to the MEMPC for consideration.

Enquiries relating to the MEMP are to be forwarded to;

MEMPC Executive Support (Emergency Management Coordinator)
Greater Shepparton City Council
Locked Bag 1000
SHEPPARTON VIC 3632 council@shepparton.vic.gov.au

2 PART TWO - AREA DESCRIPTION

2.1 Topography



Greater Shepparton is located at the confluence of the Goulburn and Broken Rivers in the northern part of Victoria. Located 190 kilometres, two hours, north of Melbourne it has an area of 2,432 square kilometres and extends a radius of approximately 35 km from the Shepparton central business district.

The natural environment is centred on the floodplains and river systems that also support the agricultural base of the region. Areas of remnant vegetation are generally confined to river corridors and roadside areas with some areas of native vegetation on private land. The municipality includes the Goulburn River K50 Streamside Reserve, Arcadia Streamside Reserve, Shepparton Regional Park, Gemmill Swamp Nature Conservation Reserve and areas of the Lower Goulburn National Park. These contain large stands of River Red Gum (*Eucalyptus camaldulensis*) and form important wildlife corridors. Understorey plants along these river corridors include Golden Wattle (*Acacia pycnantha* or Gold-dust Wattle *Acacia acinacea*) and Silver Wattle (*Acacia dealbata*). Reedy Swamp, located in the Lower Goulburn National Park, adjacent to Shepparton is home to a large number of waterbirds (both migratory and local).

Major waterways including the Broken and Goulburn rivers flow through the area. River systems support agricultural industries, provide safe drinking water and support recreational activity and regional tourism.

The majority of the municipality lies in the 'Victorian Riverina' bioregion and forms part of the Goulburn-Broken Catchment. Across the catchment, 97% of the Victorian Riverina area has been cleared of its native vegetation. The agricultural land has basically flat topography and much of it is irrigated with water predominately from the Goulburn River, via an extensive system of irrigation channels operated by Goulburn Murray Water.

Land in the municipality is approximately 85% privately owned with the remaining public land generally managed by the Department of Energy, Environment and Climate Action (DEECA), Goulburn Broken Catchment Management Authority and Greater Shepparton City Council. The only significant land rise in the municipality is Mount Major, located near the township of Dookie.

The municipality is dissected by two major highways that meet in Shepparton; the Goulburn Valley Highway running north-south and the Midland Highway running east-west. A number of other major roads traverse the municipality and there is generally good access for emergency vehicles.

The municipality is an important centre for transportation; the Hume Freeway from Melbourne services the area via the Goulburn Valley Highway (north-south) which is an important link for the interstate transport network as the main route used by Melbourne-Brisbane traffic, similarly the Midland Highway (east-west) dissects the municipality as a feeder network.

The rail network services provide a passenger service and the transport of freight.

The municipality is serviced by the Shepparton Aerodrome which is located on the south side of Shepparton adjacent to the Goulburn Valley Highway. This is a registered aerodrome under the regulatory requirements of the Civil Aviation Safety Regulations.

2.2 Municipal Climate

The Greater Shepparton region is characterised by a temperate climate with cool winters. Average rainfall is approximately 450mm through most of the municipality although generally, average rainfalls are higher in the east (e.g. Dookie with an average of 553.5mm).

Summer temperatures average approximately 30-31 C° during the day throughout most of the municipality and night time summer temperatures are between 13-14.5 C°. Winter maximums average around 14 C° and minimums around 3.5 C°.

2.2.1 Climate Change

Victoria has already become warmer and drier – a climate trend likely to continue into the future through:

- temperatures to continue to increase year round
- more hot days and warm spells
- fewer frosts
- less rainfall in winter and spring south of the Divide; less rainfall in autumn, winter and spring north of the Divide
- more frequent and more intense downpours
- harsher fire weather and longer fire seasons

These climatic changes will be a contributing factor on the frequency and severity of bushfires, heatwaves, floods and drought.

In 2020 Greater Shepparton City Council declared a climate emergency, and it has a [Climate Emergency Action Plan](#) in place.

The Victorian Government assists Victorian communities and municipal councils prepare for climate change by providing information and guidance material to build the capacity of state and local government, business and the community to understand and apply climate change data and information. <https://www.climatechange.vic.gov.au/>

2.3 Demography

Greater Shepparton has a population of approximately 68,873 (Australian Bureau of Statistics Estimated Resident Population 2021). Statistics can be found at <https://profile.id.com.au/shepparton> and <https://profile.id.com.au/shepparton/overseas-arrivals>

According to ABS 2021 Census the current population of Greater Shepparton has increased by 5,218 since the 2016 Census. The population forecasts suggests continued population growth for this municipality, with a predicted increase to 81,905 by 2036.

Individual profile and social characteristics have been developed for the following townships and is available from <https://profile.id.com.au/shepparton/locality-snapshots>

Population data from Locality Snapshots	Australian Bureau of Statistics 2021
Shepparton	32,067
Mooroopna	8,312
Tatura	4,955
Kialla	8,667
Arcadia	212
Ardmona	497
Bunbartha	313
Boxwood (part)	19
Byrneside	161
Caniambo	82
Congupna	620
Cooma	94
Coomboona	134
Cosgrove	50
Cosgrove South	53
Dhurringile	369
Dookie/ Dookie College	384
Gillieston	45
Girgarre East	143
Gowangardie	18
Grahamvale	685
Harston	167
Karramomus/ Tamleugh North	64
Katandra/ Katandra West	612
Kialla East	170
Kialla West	415
Lancaster (part)	398
Lemnos	251
Major Plains (part)	36
Marionvale	116
Marungi (part)	98
Merrigum	679
Moorilim (part)	25
Mooroopna North/ Mooroopna North West	211
Murchison	884
Murchison East	140
Murchison North	185
Nalinga (part)	22
Orrvale	450

Pine Lodge	267
Shepparton East	1192
Shepparton North	2048
Stewarton (part)	118
Tallygaroopna	600
Tamleugh North	24
Tatura East	135
Toolamba / Toolamba West	822 / 110
Undera/ St Germain's	525
Violet Town (part)	936
Zeerust	147

Shepparton, combined with Mooroopna, is the fourth largest regional city in the State after Geelong, Ballarat and Bendigo.

Land used for Primary Production in the Greater Shepparton region occupies 93.1 per cent of the region. Areas classified as Parklands occupy 2.7 per cent of the region, the remaining is occupied by Residential, Transport, Commercial, Education and Other (ABS, 2011 and 2016).

The Greater Shepparton region has a diverse agricultural sector including stone fruit, pear, apple, tomato and dairy production, as well as cattle, sheep and grain production. The most important commodities in the Shepparton region based on the gross value of agricultural production were milk (\$570 million), followed by cattle and calves (\$242 million) and apples (\$158 million). These commodities together contributed 52 per cent of the total value of agricultural production in the region. In 2021/2022 Health Care and Social Assistance is the largest employer, generating 6,169 jobs, representing 18.4% of the regions workforce. Manufacturing was the second largest employment sector with 3,311 people followed by Construction with 3,189 people. Other important employment sectors include Retail Trade, Education and Training and Agriculture, Forestry and Fishing.

Retail trade is centred in Shepparton, Mooroopna and Tatura with smaller retail areas in the other towns scattered around the municipality.

Greater Shepparton is serviced by high quality medical and health services, which includes:

- Goulburn Valley Health is the main health service in the Goulburn Valley, services include a 24-hour Emergency Department, Surgery, Medical Services, Women's and Children's Services, Rehabilitation and Palliative Care, Mental Health, Outpatients, community-based health programs and services at Tatura and Rushworth (Campaspe Shire), Goulburn Valley Health employ more than 2,600 staff across their five sites.
- Shepparton Private Hospital is a 69 bed private surgical and medical hospital.

The municipality is serviced by many general practice clinics including a Priority Care Clinic located at Shepparton Medical Centre.

Greater Shepparton offers a number of tertiary level training institutions including Latrobe University, the University of Melbourne (Shepparton and Dookie campuses) and the Goulburn-Ovens TAFE.

Tourism is also a key supporting industry in the region and the municipality has a strong history of attracting major tourism events. More information can be found at <https://sheppandgv.com.au/>

2.3.1 Traditional Owners and Cultural Heritage

The Yorta Yorta Nation Aboriginal Corporation is recognised as the Registered Aboriginal Party for the land comprising Greater Shepparton. Historically, the majority of the municipality was included in the Yorta Yorta Nation with eight tribes occupying Greater Shepparton and surrounding areas. Approximately 4.1% of people in the Greater Shepparton region identify as Aboriginal and/or Torres Strait Islanders (Australian Bureau of Statistics Census 2021). However, anecdotal evidence shows that this is an underrepresentation, and Greater Shepparton's Aboriginal population is almost three times this with a population of nearly 6,000. This makes this region one of the largest Aboriginal populated areas outside of metropolitan Melbourne.

Greater Shepparton Local Government Area has over 500 registered cultural heritage places including Aboriginal historical places, burials, artefact scatters, earth features, low density artefact distributions, object collections, a quarry, scarred trees and shell middens. The environment was, and remains, extremely important to Aboriginal people and is central to their culture. Aboriginal cultural heritage sites are densest along the rivers. Areas of sensitivity include:

- Riparian corridors of the Goulburn River valley and Castle Creek
- Sand dunes adjacent to flood plains
- Areas of native vegetation
- Raised edges of billabongs and creeks
- Raised ridges on flat land adjacent to the flood plain.

Emergency Management Victoria is working with agencies and stakeholders to improve the emergency management sector's understanding and application of measures to protect Aboriginal cultural heritage before, during and after emergencies.

2.3.2 Cultural Diversity and Languages

Significantly higher cultural diversity exists within Greater Shepparton than for most of regional Victoria, with over 11,890 people who were born overseas living in the City of Greater Shepparton in 2021. The languages most spoken at home other than English are Punjabi, Arabic, Italian, Hazaraghi, Mandarin, Filipino/Tagalog, Malayalam, Albanian and Turkish. The 2021 Census states that 17.6% of the Greater Shepparton population area from households where a non-English language is used.

2.3.3 Vulnerable People

People facing disadvantage, such as those in poverty, migrants, refugees, children, older people, people with disabilities, people who are homeless or transient, and people living in poor quality housing are more vulnerable at all stages of a disaster, before, during and after.

In Greater Shepparton, engaging and communicating with the more vulnerable people and groups requires targeted approaches to communicate messages and information.

Vulnerable Persons Register

The Department of Families, Fairness and Housing developed the Vulnerable People in Emergencies (VPE) Policy following recommendations from the 2010 Royal Bushfire Commission. <https://providers.dffh.vic.gov.au/vulnerable-people-emergencies-policy>

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

- emergency planning with and for vulnerable people;
- developing local lists of facilities where vulnerable people may be located; and

- developing local lists of vulnerable people (**Vulnerable Persons Register**) who may need consideration (tailored advice of a recommendation to evacuate) in an emergency, and make these lists available to those with responsibility for helping vulnerable residents evacuate.

A Vulnerable Person for the purpose of this register, is defined as defined as someone living in the community who is:

- frail, and/or physically or cognitively impaired; and
- unable to comprehend warnings and directions and/or respond in an emergency situation.

Greater Shepparton administers the Vulnerable Persons Register, which is a database of the most vulnerable people within our community. A verification process is undertaken twice per year (April & October) where funded agencies working with these vulnerable people are required to confirm accuracy of information.

The Vulnerable Persons Register is located within the Crisisworks system and is available to the legislated evacuation agency – VicPol.

2.3.4 Vulnerable Facilities

Council’s Emergency Management team developed a list of ‘Vulnerable Facilities’, which under the Vulnerable People in Emergencies (VPE) policy, refers to:

- buildings where vulnerable people are likely to be situated, including aged care facilities, hospitals, schools, disability group homes and early learning centres. This includes:
- facilities funded or regulated by the Department of Families, Fairness and Housing and Department of Education and Training
- Commonwealth funded residential aged care facilities
- other locally identified facilities likely to have vulnerable people situated in them.

In the event that evacuations need to occur, this list is made available to legislated evacuation agency – Victoria Police.

2.3.5 Transient Population

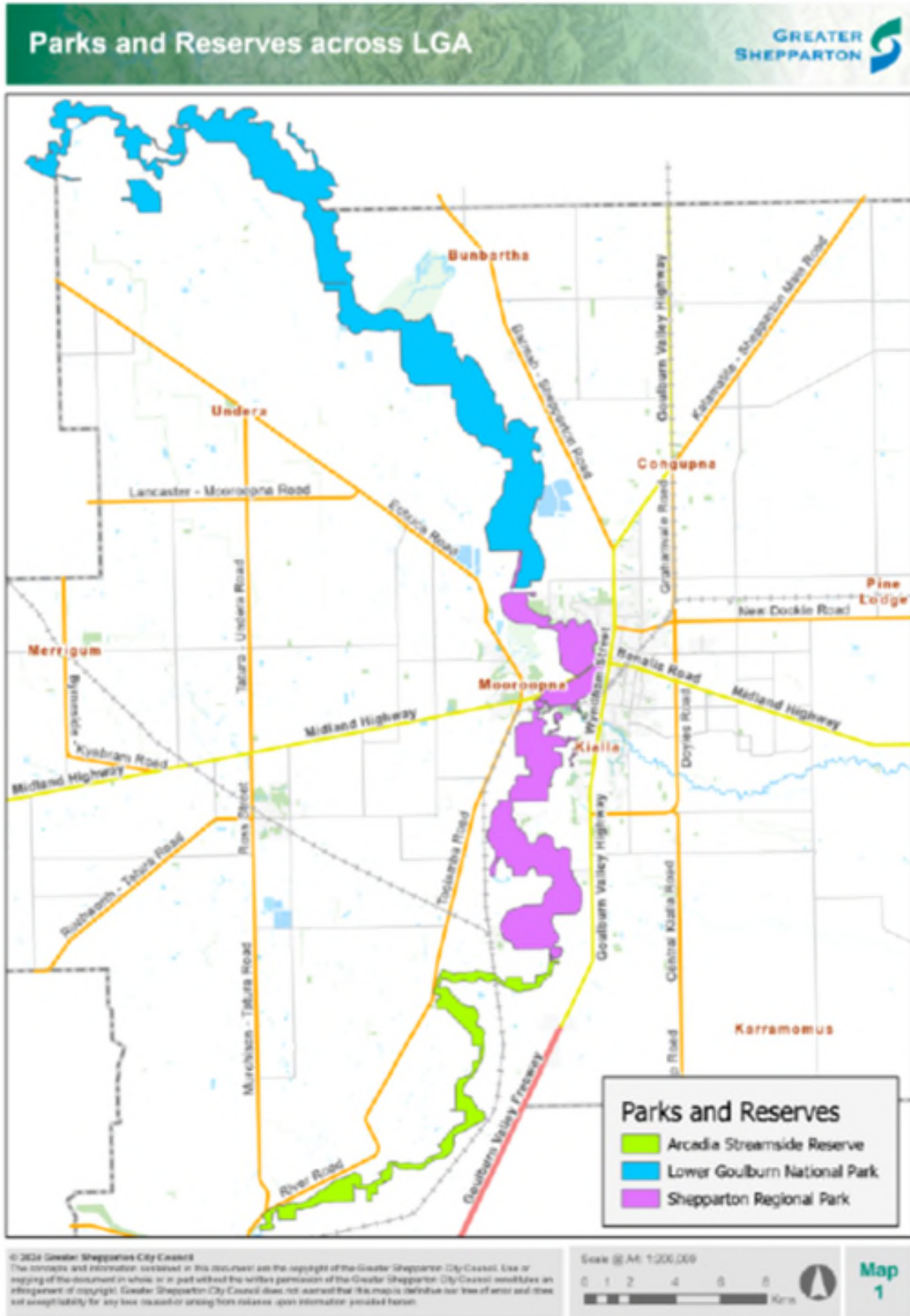
The Greater Shepparton region has a large seasonal transient population that can be attributed to the tourism and horticultural industries. This influx of visitors can add complexities when planning for, responding to and recovering from emergencies.

Recreational Visitors to Parks and Reserves (Campers)

This transient population generally comes into the municipality over the summer months, in particular the school and public holiday periods. The majority of campers that use parks and reserves are seasonal visitors. However, there is also people that use these areas for long term accommodation. The main parks and reserves within the municipality are:

Arcadia Streamside Reserve	This reserve is approximately 3000 hectares, following the Goulburn River from Murchison to Toolamba, multiple entrances both sides of the river with high visitor numbers.
Lower Goulburn National Park, Shepparton	This park is approximately 9310 hectares in area along the Goulburn River, with approx. 130 entrances. This park runs from Shepparton to Stewarts Bridge Road. There are only three river crossings between Shepparton and Echuca; McCoy’s Bridge, Yambuna Bridge and Stewarts Bridge.

Shepparton Regional Park	This park follows the Goulburn River between Shepparton and Toolamba and is approximately 2800 hectares with multiple entrances from both sides of the river, with high visitor numbers.
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Activities in parks and reserves are diverse and include:

- Water based activities such as canoeing, kayaking, swimming, fishing and boating
- Cycling
- Bird watching
- Horse riding
- Events
- Camping
- Bush walking

Camping and accommodation in parks and reserves include many dispersed formal and informal free camping sites encompassing sandy beaches and clay river banks. Many are located in secluded locations and the majority are in close proximity to water.

The history of emergencies in parks and reserves include:

- Vehicle and boating accidents
- Trees and limbs falling on campers and their belongings
- Drownings
- Fires and floods
- Impact from storm events
- Aeronautical accidents
- Lost persons
- Medical emergencies
- Public disorder and anti-social behaviours

Infrastructure within parks and reserves can include:

- Bike paths
- Swing bridges
- Pumps
- Pipelines
- Signage

The location, seasonal conditions and activities associated with these visitors presents unique emergency planning considerations including, but is not limited to:

- Season environmental factors
- Large numbers of remote and dispersed camping sites
- Emergencies directly attributed to human behaviours (escaped campfires, deliberate ignitions, abandoned vehicles, public disorder, anti-social behaviours, etc.)
- Limited or no mobile phone reception
- Difficulties experienced by campers to accurately describe their location when requesting emergency services
- Minimal and ageing road infrastructure limiting heavy vehicle access to some areas
- Track accessibility easily affected by wet weather
- Camp sites isolated by depressions and creek runners after rain
- Poorly sign-posted track network
- Significant cultural and environment values
- No vehicle access to some areas (islands)
- High visitation and public presence including significant numbers of non-English speaking campers/tourists during peak periods
- Large numbers of campers with no awareness of natural events or impacts of natural events
- Significant number of people camped in close proximity to water's edge
- Reluctance of campers to leave when requested by authorities
- Recreational sites located across a large geographical area and limited emergency service resources to respond to emergencies of any type.

Parks Victoria, in partnership with stakeholders, has developed and maintains an Emergency Management Plan for the Northern Hume Area for the planning, response and recovery from emergencies within parks and reserves. Any enquiries in relation to this should be referred to Parks Victoria.

Horticulture - Seasonal Fruit Industry

The horticultural industry is also a factor behind the transient population as it relies heavily on a seasonal workforce. This workforce comprises young working holiday makers, predominantly from overseas (backpackers), and overseas workers under temporary employment arrangements. Within the seasonal workforce there will be different levels of diversification and vulnerabilities involving a range of factors including migration status, characteristics (language, education and skill levels), their employment and their temporary accommodation arrangements.

The background to this workforce can lead to increased vulnerabilities and some of the factors include:

- Little or no understanding of English, verbal or written
- Little or no understanding of the local environment and weather patterns/indicators
- Little or no awareness of natural events or impacts of natural events
- Little or no awareness of where or how to source information or assistance relating to emergencies
- Potential to be unfamiliar with local authorities in particular the role they play in protecting the public's safety in emergency situations.

Data to support the size and composition of this segment of the transient population is complicated by the seasonality, transient nature of the workforce and difficulties in quantifying the workforce. While some within the horticultural industry still source their own seasonal labour others rely on harvest labour companies and contractors.

The peak period for the seasonal workforce in the municipality is November to April. The localities where this demographic can be found is also diverse and include:

- Parks and reserves
- Caravan parks
- Hostels and rooming houses
- Farms and orchards.

2.4 Critical Infrastructure

Critical infrastructure includes those physical facilities, supply chains, systems, assets, information technologies and communication networks which, if destroyed, degraded or rendered unavailable for an extended period, would significantly impact on the social or economic wellbeing of the Victorian community. Each day, Victorians rely upon the continuity of important services provided by critical infrastructure. Critical infrastructure supports our most basic needs:

- safe drinking water
- food
- reliable transport
- accessible public health services
- energy for homes and industry
- access to banking, finance and government services
- global communications networks to connect us socially and in business.

In July 2015, Victoria introduced new legislative and policy arrangements to improve critical infrastructure resilience and reduce disruption of services to the community due to emergencies. Resilient critical infrastructure is more likely to endure changes or challenges to social, economic and environmental circumstances.

Critical infrastructure within the municipality now falls under the control of a separate statebased piece of legislation (Emergency Management Act Part 7a) and regulations which sees industry and government partner on a strategy aimed at minimising disruptions and increasing the resilience of critical infrastructure across the state. This includes the maintenance of the Victorian Critical Infrastructure Register.

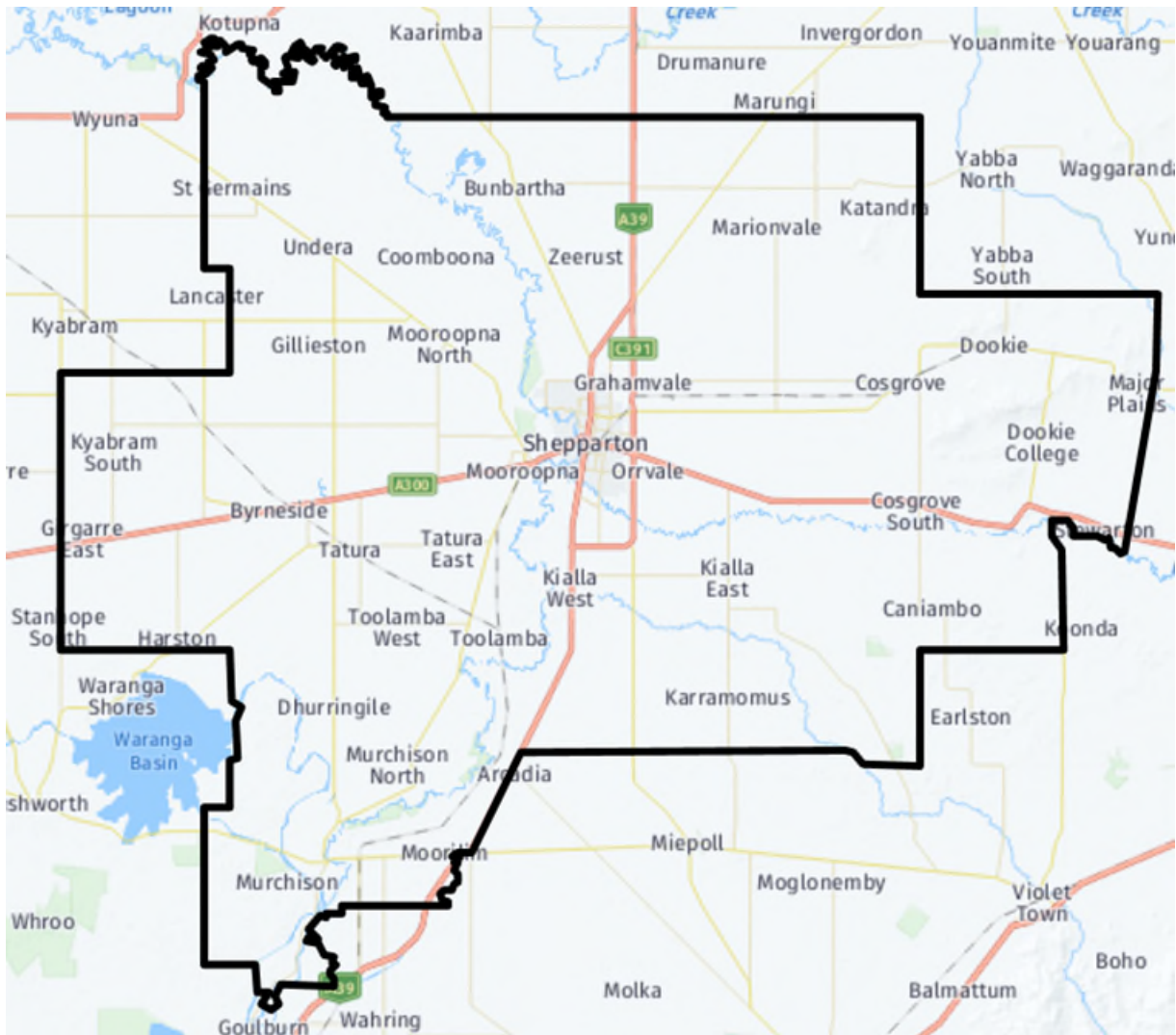
Roads - The main roads are managed by Regional Roads Victoria (RRV) 133 778. The secondary road network is managed by Greater Shepparton City Council and includes 1205 kilometres of sealed roads, 1,166 kilometres of unsealed roads and 162 kilometres of earthen roads (unformed tracks).

Fuel – Petrol and diesel are available at service stations in Shepparton, Mooroopna, Kialla, Tatura, Murchison, Murchison East, Byrneside and Tallygaroopna, with pumps also in Dookie (Dookie Motors), Katandra West (Katandra West General Store), and Congupna (Congupna General Store).

Water and sewerage – Goulburn Valley Water (GVW) provides water and waste water services to most towns.

GVW operates water treatment plants and waste management facilities and reticulated pipe networks through Greater Shepparton urban areas. The following events can impact the supply / delivery and or safety of services – natural events (bushfire, storm, flood, raw water supply and or quality), dependencies on power, process chemicals and human resources. GVW has well developed business continuity plans in place to mitigate and minimise the impact of incidents but is unable to 100% guarantee uninterrupted service at all times.

2.5 Municipal Map



Council has a Geospatial Information System which is available on request via Council’s Municipal Emergency Management Officer (MEMO) or Municipal Recovery Manager (MRM).

2.6 History of Emergencies

2.6.1 Flood

The history of major emergencies in this municipal area has been largely related to flooding. The 1% AEP estimate flood height is 12.23 metres on the Goulburn River at the Shepparton gauge.

The Goulburn and Broken River catchments have a long history of flood events dating back to last century. Flooding is a natural phenomenon throughout the Greater Shepparton region. From 2000-2009 the region and many other parts of Victoria experienced a prolonged drought. More recently large rain events have occurred in 2010, 2011 and 2012, causing extensive flooding in low lying areas, flooding in 2022 was significant with hundreds of homes and businesses inundated and the main road between Mooroopna and Shepparton (The Causeway) was closed for multiple days. This variance in annual weather patterns is becoming increasingly erratic and harder to predict.

2.6.2 Storm

Significant wind and hail storms have impacted the municipality with varying degrees of damage and property loss. The potential is ever present for this type of incident.

2.6.3 Fire

Fire risk throughout the municipality is present throughout the entire year. In recent history there have only been a small number of major fires. Fire risk throughout the municipality includes:

- Structure fires:
 - Residential or dwellings
 - Industrial/commercial.
- Rural:
 - Public land
 - Agricultural environment.

2.6.4 Road Accidents

The risk of motor vehicle accidents, particularly involving heavy vehicles on the main arterials of the Goulburn Valley and Midland Highways is always present throughout the municipality.

2.6.5 Past Emergencies

Past emergencies affecting the municipality include:

Date	Emergency
February 2024	Minor anthrax outbreak north of Shepparton, minimal animal deaths. As a precaution against the development of a larger outbreak, cattle and sheep on adjoining properties were vaccinated.
January 2024	Minor to moderate flooding along the Goulburn and Broken Rivers and the Sevens and Castle Creeks. Localised road closures and sand bagging sites set up, no inundation of buildings or homes reported. Activation of the Municipal Flood Emergency Plan.
October 2022	Widespread and highly impactful flooding across the municipality and Northern Victoria more generally, following successive years of La Nina weather patterns entailing high rainfall, full catchments and saturated soil. Activation of the Municipal Emergency Management Plan and relevant sub-plans and operating procedures.

February 2020 - present	COVID 19 novel virus took the world by surprise and is still on going. This is a virus that mutates and impacts the respiratory system causing both short and long term affects. Due to the contagious nature of this virus many have been impacted having to isolate.
January 2019	Activations of the Municipal Heatwave Plan in response to Heat Health Alerts issued.
2018	Activations of the Municipal Recovery arrangements in response to non-major emergencies.
2018	Introduction of the term Non Major Emergencies (single incident house fires now included in this category of emergency)
December 2018	Activations of the Municipal Heatwave Plan in response to Heat Health Alerts issued.
January 2018	Activations of the Municipal Heatwave Plan in response to Heat Health Alerts issued.
2017	Activations of the Municipal Recovery arrangements in response to single incident house fires.
19 December 2017	<p>Widespread rainfall, strong winds, hail and flash flooding on the evening of 19 December 2017 affected most of Victoria. The worst affected locations were in the weather forecast areas of the North-West, Northern Country, North East and North Central.</p> <p>Across Greater Shepparton and the broader Goulburn Valley area, in excess of 1500 homes experienced power outages.</p>
1 December 2017	<p>Widespread rainfall beginning on 1 December 2017 affected most of Victoria. The worst affected locations were in the weather forecast areas of the Northern Country, North East and North Central.</p> <p>Within the Greater Shepparton region the rainfall received varied between approximately 60 millimetres in Shepparton to approximately 160 millimetres in Murchison.</p>
January & February 2017	Activations of the Municipal Heatwave Plan in response to Heat Health Alerts issued.
2016 calendar year	Activations of the Municipal Recovery arrangements in response to single incident house fires.
December 2016	Activations of the Municipal Heatwave Plan in response to Heat Health Alerts issued.
June-October 2016	<p>The Greater Shepparton region experienced its wettest winter period since 1995. More than 220 mm of rain was recorded at the Shepparton weather station between June and August, more than double the amount of rain that fell in the same period the previous year.</p> <p>The highest recorded level of the Goulburn River Shepparton gauge was 10.38 metres on 7 October 2016.</p>
January, Feb & March 2016	Activations of the Municipal Heatwave Plan in response to Heat Health Alerts issued.
2015 calendar year	Activations of the Municipal Recovery arrangements in response to single incident house fires.
December 2015	Activations of the Municipal Heatwave Plan in response to Heat Health Alerts issued.
February 2015	An isolated anthrax case occurred in the Tatura-Harston area involving two properties and one cow. As a precaution against the development of a larger outbreak, cattle and sheep on adjoining properties were vaccinated.
February 2015	Activations of the Municipal Heatwave Plan in response to Heat Health Alerts issued.

1-3 January 2015	A period of high heat resulting in a Total Fire Ban Declaration and the Greater Shepparton Heatwave Plan activated due to Heat Health Alerts being issued.
2014 calendar year	Activations of the Municipal Recovery arrangements in response to single incident house fires.
16 December 2014	Lightning strikes ignited a fires across Victoria resulting in a number of significant fires. Numerous Hume region municipalities were affected. In the Greater Shepparton region a small number of fires occurred in the Cosgrove area.
9 February 2014	Three separate grass fires started on the north western boundary of the Greater Shepparton region adjoining the Shire of Moira. These fires combined and resulted in excess of 10,000 Ha being burnt; starting south west of Wunghnu and extended north and east bypassing the township of Numurkah.
21 March 2013	A storm/tornado event developed and impacted a number of areas within Victoria including North East Victoria (and southern NSW). The Bureau of Meteorology confirmed evidence of a tornado along the Murray River between approximately Koonoomoo and Rutherglen. The Greater Shepparton region received significant damage in the Murchison and Tamleugh North area from the storm that was part of the same weather event as the tornado.
February/March 2013	On the anniversary of the 2012 floods between 150 and 182 millimetres of rain fell over a five hour period. The rainfall was very localised and followed a strip approximately 3 kilometres wide commencing on the northern side of Shepparton and travelled south east to the east side of the town. Most of the areas affected were residential and industrial rural interface.
February 2012	Heavy rain fell across North East Victoria during late February and early March 2012. Between 28 February to 4 March 200-300mm fell across large areas of the region, with most falling on 28 February and 1 March 2012. Within the Greater Shepparton region the flood impacted most heavily on the communities of Zeerust, Congupna, Tallygaroopna and Katandra.
February 2011	High intensity rainfall between 12-14 January 2011 caused major flooding across much of the western and central Victoria. Several follow-up heavy rainfall events caused repeated flash flooding in affected areas in early February and many of the communities were affected by January's floods.
September 2010	A neutral flood which saw gauges on the Goulburn, Broken and Seven Creeks peak at major level. The 2010 Victorian floods were a widespread series of flood events across Victoria. In the municipality the consequences of the floods included inundation of homes and businesses, displacement of people, activation of emergency relief centres and disruption to a large number of business and services and damage to community infrastructure and facilities.
2007	An anthrax outbreak occurred around Tatura and Stanhope involving a small number of cattle and properties. The response included precautionary vaccination of cattle, sheep and properties.
2000-2009	The region and many other parts of Victoria experienced a prolonged drought.
Summer 1997-1998	A small anthrax outbreak on the previously infected properties near Tatura and Stanhope.
26 January 1997	An Anthrax outbreak occurred in the Tatura and Stanhope area which led to the deaths of cattle and sheep, the vaccination of a large number of cattle

	and affected 83 farms. This outbreak constituted ' <i>the largest response to an anthrax outbreak in Australia's history</i> '.
October 1993	A Broken River catchment dominant major flood affected the municipality.
May 1974	A Goulburn River dominant major flood affected the municipality.

3 PART THREE - PLANNING ARRANGEMENTS

3.1 Victorian Emergency Management Planning Framework

This MEMP supports holistic and coordinated emergency management arrangements within the region. Where possible, this plan does not conflict with or duplicate any other in-force emergency management plans that exist. It is consistent with and contextualises the SEMP and REMP for the Hume Region. **This MEMP should be read in conjunction with the [SEMP](#) and the [Hume REMP](#).**

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

The Act established the following positions and functions:

- The State Emergency Response Plan:
 - An emergency management body responsible for providing advice to the Minister for Police and Emergency Services on emergency management policy and strategy.
- The Emergency Management Commissioner:
 - Responsible for coordinating the response to major emergencies (including ensuring appropriate control arrangements are in place) and operating effectively during Class 1 and Class 2 emergencies.
- The Chief Executive of Emergency Management Victoria:
 - Responsible for the day to day management of Emergency Management Victoria.
- The Inspector-General for Emergency Management:
 - Responsible for developing and maintaining a monitoring and assurance framework, and evaluating the performance of the sector.

Bushfire Recovery Victoria was established in January 2020 as a dedicated and permanent Victorian Government agency to coordinate recovery from the 2019-20 Eastern Victorian bushfires. In late 2022 Bushfire Recovery Victoria transitioned to Emergency Recovery Victoria as a permanent and comprehensive recovery entity.

Emergency Recovery Victoria works with Council and emergency management sector partners to support local communities to plan for and recover from disasters. ERV provide recovery coordination for state and regional recovery in partnership with the lead agencies and organisations under five pillars:

- Natural Environment
- Social Wellbeing
- Buildings
- Economy
- Aboriginal Culture and Healing

With a regional presence across the state, Emergency Recovery Victoria supports local governments impacted by emergencies to coordinate and deliver services at the local level.

For the full role statement: <https://www.vic.gov.au/about-emergency-recovery-victoria>

The Department of Families, Fairness and Housing have emergency management responsibilities and policies which aim to build resilience and minimise the impact on Victorians, especially the most disadvantaged.

Key supporting Policies include:

- The *Vulnerable People in Emergencies Policy*. This policy covers the key activities of:
 - Planning for vulnerable people in emergencies:
 - Funded agencies have a responsibility to encourage and, where necessary, support clients (who meet the definition of a vulnerable person) to undertake personal emergency planning.
 - Vulnerable Persons Registers:
 - Funded agencies are asked to consider and screen clients to identify people who should be listed on a Vulnerable Persons Register Identification of facilities housing vulnerable people:
 - Municipal councils are required to develop and maintain a list of facilities where vulnerable people are likely to be situated.

The Department of Families, Fairness and Housing's Health and Human Services Sector *Emergency Preparedness Policy*. This policy supports the emergency preparedness and response arrangements of facility-based and home-based health and human services operating in Victoria.

Agency Roles:	Individual agencies performing specific tasks in response to emergencies according to their legislated role, obligations, and administrative arrangements. Agencies roles are set out in the SEMP .
Communications:	<p>Communications relates to communicating to the public, reporting to government, and communicating with stakeholder agencies during emergencies.</p> <p>As set out in the SEMP, communications responsibilities vary depending on the class of emergency:</p> <ul style="list-style-type: none"> • The Emergency Management Commissioner is responsible for public, stakeholder and government communications for Class 1 and Class 2 emergencies and is supported by the appropriate control agency. Agency commanders keep their agency chain of command apprised of their situation. Agencies and municipal councils will also assist with the relaying of public information via their electronic media applications • The Chief Commissioner of Police is responsible for public, stakeholder and government communications for Class 3 emergencies. This includes all warnings and public information. Agency commanders keep their agency chain of command apprised of their situation. Municipal councils will also assist with the relaying of public information via their electronic media applications • The incident controller is responsible for public, stakeholder and government communications. Agency commanders keep their agency chain of command apprised of their situation. Agencies and municipal councils will also assist with the relaying of public information via their electronic media applications.
Consequence Management:	<p>Consequence management should inform and be a precursor to relief and recovery planning and activities.</p> <p>Consequence management involves the coordination of activities of agencies with a role in delivering services to communities, with the aim of</p>

	<p>minimising adverse consequences of emergencies on communities. The Emergency Management Commissioner is responsible for consequence management for major emergencies. In Hume Region, the lead for consequence management is the REMPC.</p> <p>During a major emergency all agencies, including critical infrastructure providers, may need to activate their business continuity arrangements to manage the adverse consequences of the emergency on their area of responsibility.</p>
Control Agencies:	The SEMP nominates the primary control agency responsible for responding to each specific form of emergency.
Controllers:	<p>There are three levels of controllers'; state, regional and incident.</p> <p>Incident Controllers are appointed to manage the response to the specific emergency dependent on the 'Class' of emergency.</p> <p>For state and regional controllers' roles and responsibilities refer to the SEMP.</p>
Emergency Management Liaison Officer:	<p>Support agencies may provide or may be requested by an emergency response coordinator or controller to provide an emergency management liaison officer(s) at the state, regional or incident level.</p> <p>An Emergency Management Liaison Officer:</p> <ul style="list-style-type: none"> • Represents the agency in the relevant control centre • May represent the agency at the Incident Emergency Management Team or Regional Emergency Management Team, if the relevant agency commander is unable to attend (not the State Emergency Management Team, where a senior agency representative is required to attend) • Should be empowered to commit, or to arrange to commit, the resources of the agency to respond to an emergency • Provides advice in relation to the role and activities of the agency • Should maintain ongoing communications with the agency. <p>Where an Emergency Management Liaison Officer cannot be deployed to a particular location, the role may be from a remote location, for example through a teleconference or video conferencing link.</p>
Emergency Response Coordinators:	Regional and Municipal Emergency Response Coordinators (MERC) are appointed members of Victoria Police responsible for coordinating agencies and resources to support the response to emergencies affecting the Hume Region or municipal district, in this context the Greater Shepparton region.
Emergency Response Facilities:	<p>Emergency response facilities are named based on the function they support; control centre, command centre or coordination centre.</p> <p>The level of activation of a facility could range from a single workstation to a full centre facility, with escalation according to the nature and scale of the emergency.</p> <p>Class 1 and some types of Class 2 emergencies are managed from the Regional Control Centre and either an Incident Control Centre, mobile command vehicle, site office or other location.</p> <p>Class 2 and other emergencies, depending on the size, type and nature may be managed from an agency specific location.</p>
Incident Control Centre:	A facility to manage emergencies that can be activated in readiness for or in response to emergencies. Contain both the Incident Management Team and Emergency Management Team and form part of the state and regional

	network of control centres used to manage both Class 1 and Class 2 emergencies.
Incident Emergency Response Coordinators:	Usually the senior Victoria Police officer at the initial scene of an emergency or at the place where control is being exercised at incident level. This role usually relates to the first response to an emergency, and the person fulfilling the role may change in seniority as the emergency escalates or de-escalates.
Support Agencies:	The SEMP nominates key support agencies for the response to each emergency. However, all agencies may be support agencies during major emergencies. This may be in relation to the agency performing a specific response, relief, or recovery function, or for ensuring the continuity of its normal services during a major emergency, as part of consequence management.

3.1.1 Functional Responsibilities by Class of Emergency

Full definitions of the classes of emergencies are contained in the State Emergency Management Plan, however, they are briefly summarised below:

<p>Class 1 Emergencies</p> <ul style="list-style-type: none"> ➤ A major fire; or ➤ Any other major emergency for which the Fire Rescue Victoria, the Country Fire Authority or the Victoria State Emergency Service Authority is the control agency under the SEMP.
<p>Class 2 Emergencies</p> <p>A major emergency which is not:</p> <ul style="list-style-type: none"> ➤ A Class 1 emergency; or ➤ A warlike act or act of terrorism; or ➤ A hi-jack, siege or riot. <p>(Examples of Class 2 emergencies include human pandemic and animal pandemic; the focus of these emergencies is often on consequence management).</p>
<p>Class 3 Emergencies</p> <p>A warlike act or act of terrorism, or a hi-jack, siege, or riot.</p> <p>Class 3 emergencies may also be referred to as security emergencies.</p>

3.1.2 Classes of Emergencies

The [SEMP](#) explains in detail the roles and responsibilities for the different classes of emergencies however they are briefly described below:

Class 1 Emergencies

	Response coordination	Control	Command	Consequence management	Communication
State	Emergency Management Commissioner (liaises with RERCs and MERCs through the SPLO ¹¹)	State Response Controller	Agency chain of command	Emergency Management Commissioner (State Consequence Manager) All agencies	Emergency Management Commissioner (supported by the line of control)
Region	RERC	Regional Controller		All agencies	
Incident	MERC/IERC	Incident Controller		All agencies	

Class 2 Emergencies

	Response coordination	Control	Command	Consequence management	Communication
State	Emergency Management Commissioner (liaises with RERCs and MERCs through the SPLO)	Class 2 State Response Controller	Agency chain of command	Emergency Management Commissioner (State Consequence Manager) All agencies	Emergency Management Commissioner (supported by the line of control)
Region	RERC	Regional Controller (if appointed)		All agencies	
Incident	MERC/IERC	Incident Controller (if appointed)		All agencies	

Class 3 Emergencies

	Response coordination	Control	Command	Consequence management	Communication
State	Chief Commissioner of Police	VicPol chain of command	Agency chain of command	Emergency Management Commissioner (State Consequence Manager) All agencies	Chief Commissioner of Police
Region	RERC			All agencies	
Incident	MERC/IERC			All agencies	

Non-Major Emergencies

Small events that meet the definition of ‘emergency’ where an agency formally responds to an emergency and the arrangements for managing a major emergency are not yet in place or are not required; such as where the emergency can be resolved using local resources and significant consequences to the community are not anticipated.

Non-Major Emergencies (Formal Response)

	Response coordination	Control	Command	Consequence management	Communication
State	Emergency Management Commissioner (liaises with RERCs and MERCs through the SPLO)	-	Agency chain of command	-	-
Region	RERC	-		-	-
Incident	MERC/IERC	Incident controller		All agencies	Incident controller

3.1.3 Emergency Management Teams

The most important collaboration in response to an emergency is the Emergency Management Team. The establishment and operation of emergency management teams is determined by *Emergency Management Team Arrangements – for all emergencies (December 2014)* – available from Emergency Management Victoria. <https://www.emv.vic.gov.au/responsibilities/incident-management/emergency-management-team-arrangements-2014>

The [SEMP](#) also explains in detail the role and responsibilities for the different tier team structures. The following is a summary of emergency management teams at regional and municipal levels.

Emergency Management Team Structure – Regional and Incident (Municipal) Tiers

	Primary function supported by a team			Relief and recovery coordination
	Control	Response Coordination		
		Communications	Consequence management	
Regional Tier	Regional Control Team	Regional Emergency Management Team		
Incident Tier	Incident Management Team (Major emergencies)	Incident Emergency Management Team (major emergencies)		Municipal Recovery Planning Committee or equivalent*
	Incident Emergency Management Team (non-major emergencies)			

*Established as required

Regional Tier Team

Team	Primary function supported by a team	Team members
Regional Control Team	Control To support regional controllers, perform the regional control function	Chair: <ul style="list-style-type: none"> • Regional controller, where only one is appointed • A regional controller or the Regional Emergency Response Coordinator where more than one regional controller is appointed. Members: <ul style="list-style-type: none"> • Regional controllers • Regional Emergency Response Coordinator (VicPOL) • Regional Recovery Coordinator (ERV) • Commanders of the key support agencies.
Regional Emergency Management Team	Coordination To support the Regional Emergency Response Coordinator and regional controllers (where appointed) to: <ul style="list-style-type: none"> • Raise awareness of the emergency across the whole of government • Identify and manage strategic risks and consequences • Develop a regional strategic plan outlining high level actions of all agencies. 	Chair: <ul style="list-style-type: none"> • Regional controller, where only one is appointed • A regional controller or the Regional Emergency Response Coordinator where more than one regional controller is appointed • The Regional Emergency Response Coordinator where no regional controller is appointed. Members: <ul style="list-style-type: none"> • The people at the regional tier responsible for performing the coordination, control, consequence management, recovery and communication functions for major emergencies that are anticipated or occurring • Regional tier functional representatives of a wide range of agencies responsible for delivering public services • Municipal Council Emergency Management Liaison Officer • Individual agencies or representatives of business/industry/community groups as appropriate, for specific emergencies.

The team structure applies regardless of the number and class of emergencies being managed, although the chair and membership of each team may vary.

The Regional Control Team/Regional Emergency Management Team activates in response to a major emergency, where one is anticipated or to ensure readiness for major emergencies.

Incident (Municipal) Tier Team (Major Emergency)

Team	Primary function supported by a team	Team members
Incident Management Team	<p>Control</p> <p>To support an incident controller to perform their control function.</p> <p>The Incident Controller will establish an Incident Management Team where they require assistance to perform their control function. The IMT is usually part of the AIIMS incident management system adopted by the agency for the specific class of emergency and which should be based on:</p> <ul style="list-style-type: none"> • Flexibility • Management by objectives • Functional management • Unity of effort • Span of control. 	<p>Chair:</p> <ul style="list-style-type: none"> • Incident controller. <p>Members: Members of the control and support agencies providing the incident controller with support in functions that could include:</p> <ul style="list-style-type: none"> • planning • intelligence • public information • operations • investigation (VicPOL) • logistics • finance.
Incident Emergency Management Team	<p>Coordination</p> <p>The Incident Emergency Management Team (not part of the AIIMS doctrine) focus is on managing the effect and consequences of the emergency.</p> <p>An Incident Emergency Management Team for a major emergency will meet formally and should locate in an incident control centre. Some representatives may need to attend by teleconference.</p>	<p>Chair:</p> <ul style="list-style-type: none"> • Incident Controller, where only one is appointed • Municipal/Incident Emergency Response Coordinator, where there are several classes of emergency, with several incident controllers appointed, or where there is no incident controller appointed. <p>Members:</p> <ul style="list-style-type: none"> • Incident Controller • Municipal/Incident Emergency Response Coordinator • Agency commanders • Health Commander (AV) • Municipal Council Emergency Management Liaison Officer • Agency/community/business representatives as appropriate.

For a major emergency, an Incident Management and an Incident Emergency Management Team support the Incident Controller. The Incident Emergency Management Team for a major emergency has a wider membership and a broader focus on consequence management than one established for a non-major emergency.

Incident (Municipal) Tier Team (Non-major Emergency)

Team	Primary function supported by the team	Members
Incident Emergency Management Team	<p>Control and Coordination</p> <p>To plan and coordinate the actions of the agencies responding to the emergency.</p> <p>For non-major emergencies, the Incident Emergency Management Team EMT will usually locate near the incident scene.</p>	<p>The chair and membership will vary according to the class and specific form of emergency</p> <p>Chair:</p> <ul style="list-style-type: none"> Incident Controller The Incident Emergency Response Coordinator, where there is no incident controller appointed. <p>Members:</p> <ul style="list-style-type: none"> Incident controller Incident Emergency Response Coordinator Agency commanders.

3.2 Hume Region Emergency Management Arrangements

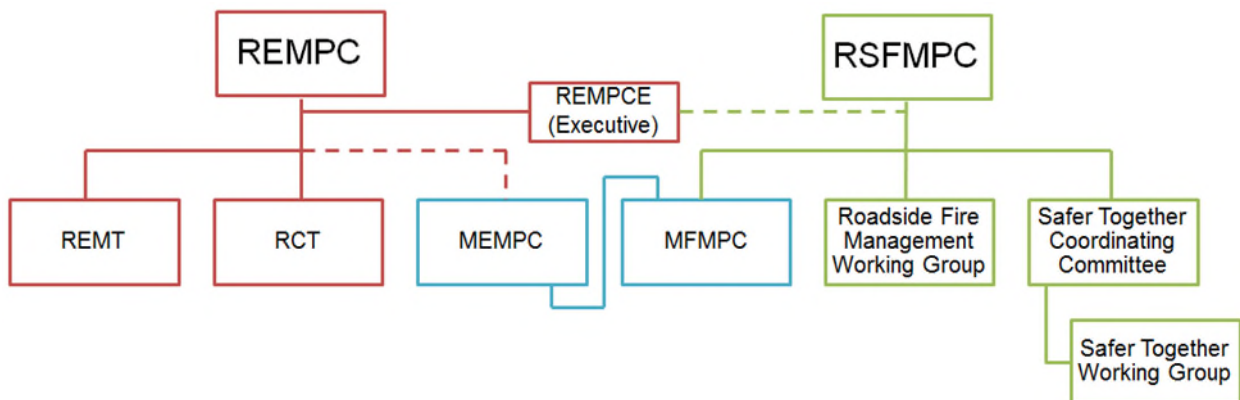
Planning for both response and recovery at the regional level is required as emergencies can affect multiple municipalities, and because many services provided by state government agencies are administered and delivered at a regional level. Planning for both response and recovery at the regional level are aligned to the State’s geographical regions.

Hume Region has an integrated approach to emergency management planning and has combined the response and recovery planning committees into a single regional emergency management planning committee.

Regional committees provide a critical link between municipal and state planning committees.

The role, structure and framework of these committees are consistent with the [SEMP](#).

The Hume Regional emergency management arrangements are:



The **Hume Regional Emergency Management Planning Committee (REMP)** coordinates emergency response, relief and recovery planning within Hume Region. Part of the role of the committee includes ensuring that a regional emergency response plan and a regional recovery plan, and supporting framework, are prepared, maintained and adopted.

The **Hume Regional Strategic Fire Management Planning Committee (RSFMPC)** coordinates fire management planning within Hume Region. The responsibilities of the committee include the Hume Regional Strategic Fire Management Plan and supporting framework within the region.

The **Hume Regional Control Team** is responsible for preparing a readiness plan for 7-day periods. The plan focusses on immediate challenges and does not describe underlying seasonal risks or 'business as usual'. The challenges relate to emergencies, community activity and agencies. They may be new or existing.

The plan's primary audience is the Regional Emergency Management and Control Teams. The plan may also inform readiness planning at state and incident level.

The Victoria State Emergency Service is responsible for developing and maintaining the Hume Regional Flood and Storm Plan.

The Greater Shepparton Municipal Emergency Management Planning (MEMPC), Municipal Fire Management Planning Committee (MFMP) and Council are actively involved in the Hume region's emergency management committees and processes.

Regional Emergency Response Coordinator (RERC)

APPOINTMENT: At the [EMC](#)'s request, the Chief Commissioner of Police ([CCP](#)) appoints members of the police force as the RERC for each region. The RERC may appoint deputies.

FUNCTION: Response coordination - Coordinate agencies and resources in the region to support the region-tier response to the emergency

COMMUNICATION: The RERC communicates with the [EMC](#) through the Senior Police Liaison Officer ([SPLO](#))

ROLE:

- If more than one agency could potentially be the [Control Agency](#) or if [effective control](#) of the emergency is not established, determine in line with [Roles and Responsibilities Table 9: Control agencies for response](#) which agency will perform the role
- Coordinate resources or services within the emergency response region, having regard to the provisions of EM Act 2013 s 40A (2)
- Monitor control arrangements for emergencies across the region to ensure they are effective
- Where necessary, ensure the [RC](#) has formed and is chairing the REMT; or if there are multiple emergencies in the region, form and chair the REMT
- Monitor the provision of information and warnings to affected communities
- Source resources and services the [MERC](#) asks for, and escalate requests that can't be fulfilled by the region to the [EMC](#) through the [SPLO](#)
- Ensure the [RC\(s\)](#) develop a regional operations plan to manage emergencies
- Ensure the [RCC](#) has been notified of the emergency to ensure relief and recovery measures are in place
- Monitor the provision of relief across the region collaboratively with the Regional Recovery Coordinator ([RRC](#))
- Consider the registration of people affected by the emergency
- Monitor the need to declare an emergency area
- Provide the [SPLO](#) with information or advice about issues relating the control, command and coordination of the emergency response including issues relating to consequence management, the provision of relief and the transition to recovery
- Ensure the [RCT](#) and [REMT](#) conduct an operational debrief, where necessary, after a period of activation
- Ensure the [RRC](#) has been notified of the emergency and is supporting the establishment of the [RRCtee](#)
- Ensure the [RRC](#) is overseeing the rapid transition to relief and recovery and the implementation of recovery measures

3.3 Municipal Emergency Management Arrangements

3.3.1 Municipal Emergency Management Planning Committee (MEMPC)

The MEMPC is responsible for formulating and reviewing the MEMP which sets out arrangements for prevention of, response to, and recovery from emergencies within the municipality.

The role of the MEMPC is to:

- Develop and maintain the MEMP for consideration by the REMPC
- Assist in analysing and evaluating emergency related risks
- Determines the need for a MFMP in accordance with the [SEMP](#).
- Helps produce risk treatment strategies
- Prepares risk specific response and recovery plans for the municipality.

The MEMPC operates as a planning committee and not as a reporting committee. It is a member of and is represented on the REMPC.

The MEMP documents the outcomes of the planning process conducted by the committee. It is the overarching emergency management plan for the municipality and provides information to emergency services, other organisations and the community on how risks will be dealt with and the management arrangements for emergencies, to promote community safety and resilience.

The MEMPC comprises an Executive Committee and a Full Committee.

Executive Committee Membership **

Ambulance Victoria	Ambulance Victoria Representative
Australian Red Cross	Regional Officer
Country Fire Authority	Country Fire Authority Operations Officer
Department of Families, Fairness and Housing	Emergency Management Coordinator
Department of Health	Emergency Management Coordinator
Emergency Recovery Victoria	Regional Recovery Officer
Ethnic Council of Shepparton and District	Manager or other appropriate representative
Fire Rescue Victoria	Commander
Forest Fire Management (FFM)	Regional Officer
Greater Shepparton City Council	<ul style="list-style-type: none"> ○ MEMO ○ Deputy MEMO ○ MRM ○ Emergency Management Coordinator
Parks Victoria	Team Leader Ranger
Regional Road Victoria	Regional Officer
Victoria Police	Municipal Emergency Response Coordinator Station Commander - Shepparton Police Station
Victoria State Emergency Service	Regional Officer

Full committee membership

Membership of the Full Committee may comprise representatives from the following organisations: (** indicates participation in the Executive Committee)

- Ambulance Victoria **
- Australian Red Cross **
- Community group representatives
- Country Fire Authority **

- Critical Infrastructure and service providers in the municipality as needed (e.g. GBCMA, utility service providers, etc.)
- Department of Jobs, Precincts and Regions
- Department of Energy, Environment and Climate Action (FFM)**
- Department of Health (Regional Manager or other appropriate representative)**
- Department of Families, Fairness and Housing **
- Emergency Recovery Victoria **
- Goulburn Murray Water
- Goulburn Valley Water
- Health and medical representatives
- Local community groups involved in emergency management
- Local industry representatives
- Local recovery agency representatives
- Local representatives of other relevant agencies as needed
- Greater Shepparton City Council:
 - Municipal Emergency Management Officer **
 - Municipal Recovery Manager **
 - Emergency Management Coordinator. **
 - Other Council roles as needed
- Parks Victoria **
- Regional Roads Victoria **
- Salvation Army
- Shepparton Search & Rescue Squad Inc.
- St John Ambulance
- Victorian Council of Churches Emergency Ministry
- Victoria Police: **
 - Municipal Emergency Response Coordinator.
- Victoria State Emergency Service. **

The development and maintenance of this plan includes information and advice from the membership of the full Committee.

Membership of the MEMPC is reviewed annually to ensure continuing relevance to the MEMP.

Terms of Reference for the committee have been agreed and developed and outline the purpose and role of the MEMPC, membership and meeting procedures.

Municipal Emergency Management Sub-committees

Municipal emergency management sub-committees include;

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

Purpose: To provide a municipal level forum to build and sustain organisational partnerships, generate a common understanding and shared purpose regarding fire management and ensure that the plans of individual agencies are linked and complement each other.

3.3.2 Municipal Councils

The [Sourcing Supplementary Response Resources Practice Note](#) clarifies the policy and procedures governing the sourcing of supplementary emergency resources by Control Agencies.

In line with capacity, capability and contractual constraints, councils will endeavour to provide council-managed resources in line with the request. The use of some resources may be charged to the requesting agency, or time limited, due to the expense or nature of the operation, or safety considerations.

Municipal Resources

Municipal Councils are responsible for the provision, management, and coordination of municipal (Council) resources in support of the response to, and recovery from emergencies. Municipal resources are those owned by or under the control of Council. Council is also responsible for the coordination of community or 'Other Resources' in response to, and recovery from emergencies.

Requests for the use of Council resources will also include prioritisation of the need to retain the use of municipal resources to continue providing services to community.

Other Municipal Council Roles and Activities

Other roles activated during emergency response, relief and recovery activities are described in sub-plans.

Within Council, emergency management operates across the organisation including:

- land use planning
- flood intelligence
- compliance
- environmental health
- regulatory services
- infrastructure management
- animal management
- public health and wellbeing
- information technology
- event management
- risk and business continuity
- municipal building surveyor
- communications and marketing.

3.4 Council's Emergency Management Arrangements

The following are Council's key emergency management arrangements and capacity.

3.4.1 Emergency Management Coordination Group (EMCG)

Council's Emergency Management Coordination Group (EMCG) is responsible for coordinating Council's emergency management arrangements.

The EMCG is responsible for developing, implementing, maintaining and continuously improving Council's emergency management arrangements detailed in the MEMP.

The group comprises Council's emergency management roles of:

- MEMO
- MRM
- Emergency Management Coordinator
- others co-opted as required.

One of the EMCG's primary functions is to work with and ensure that Council continues to provide services to the community throughout the duration of an emergency.

Where appropriate the EMCG will convene in anticipation of or in response to an emergency and determine what level of activation is required.

The functions of the EMCG may be carried out in consultation with:

- the MERC, with respect to the coordination and provision of resources, including where necessary, escalation to regional level.
- the Control Agency
- the Regional Recovery Coordinator/Manager
- Council's business continuity arrangements.

3.4.2 Municipal Emergency Management Officer (MEMO)

Council has appointed a Municipal Emergency Management Officer (MEMO) for the municipality. This role is responsible for the effective management of Council's emergency management activities as outlined in the [SEMP](#).

Council has appointed Deputies to this position.

The roles and responsibilities of this position include;

- Coordinate a range of risk reduction activities to ensure maximum efficiency and synergy is obtained
- Liaise with the community on all safety matters and support staff and groups designated to deal with specific risks
- Track the progress of risk treatment programs
- Ensure the MEMP is effective and current
- Ensure that municipal resources are utilised effectively in an emergency, for response and recovery activities
- Coordinate the emergency management activities of, and liaise closely with, the Emergency Management Coordinator, MRM and MFPO
- Ensure that a Municipal Emergency Coordination Centre can be activated at short notice in event of an emergency
- Arrange meetings of the MEMPC and/or the EMCG as appropriate during an emergency
- Maintain effective liaison with all regional, state or Commonwealth emergency related agencies servicing the municipal district

- Ensure that an effective contact base is maintained so that municipal resources can be accessed on a 24-hour basis
- Ensure that arrangements with contractors to provide response or recovery support during an emergency are agreed to and documented in advance of such events
- Ensure that appropriate operating procedures and processes are developed, documented and tested by those required to use them during an emergency, and that suitable training takes place
- Ensure that appropriate procedures, processes and systems are in place to record and monitor any Council expenditure specifically applicable to an emergency
- Ensure that applications for expenditures eligible for assistance from State sources are submitted to appropriate agencies
- Ensure that debriefing sessions are held for any response and recovery operation after an emergency to examine effectiveness of this Plan, and upgrade it as necessary
- Keep the Council and Chief Executive Officer informed on emergency management activities.

3.4.3 Emergency Management Coordinator

Council has appointed the Emergency Management Coordinator. This position is Deputy – MEMO – Strategic and Secretariat to the MEMPC.

The role of the Secretariat is to manage the process of the MEMPC meetings. This includes but is not limited to:

- Proposing meeting dates to the chair
- Sending out invitations/reminders via email to members
- Preparing and distributing agendas on behalf of the MEMPC
- Meeting minute taking and distribution on behalf of the MEMPC
- Follow up action items to ensure those made responsible have actioned them
- Act as the caretaker of the MEMPC and custodian of the planning process
- Actioning planning amendments identified during the planning process and MEMPC meetings
- Managing the process of MEMPC amendment distribution
- Confirming regular updates of the contact lists and other sections of the MEMPC
- Recording outcomes of the risk management process and subsequent reviews
- Update and distribute the MEMPC as required

Other emergency management related duties as determined by Council, which may include:

- Liaise with the community on safety matters and support staff and groups designated to deal with specific risks
- Assist with the tracking and progress of risk treatment programs
- Assist with coordination of the emergency management activities of, and liaise closely with, the MRM and MFPO
- Ensure that a Municipal Emergency Coordination Centre can be activated at short notice in event of an emergency
- Arrange meetings of the MEMPC and/or the EMCG as appropriate during an emergency
- Maintain effective liaison with all regional, state or Commonwealth emergency related agencies servicing the municipal district
- Develop and support appropriate operating procedures and processes, ensure testing is undertaken by those required to use them during an emergency, and that suitable training takes place
- Assist with appropriate procedures, processes and systems to record and monitor any Council expenditure specifically applicable to an emergency
- Ensure that applications for expenditures eligible for assistance from state sources are submitted to appropriate agencies

- Ensure that debriefing sessions are held for any response and recovery operation after an emergency to examine effectiveness of the MEMP, and upgrade it as necessary.

3.4.4 Deputy Municipal Emergency Management Officer Operations

Council has appointed a Deputy MEMO - Operations for the municipality. Council has appointed other Deputies to this position.

The roles and responsibilities of this position include:

- Coordinate municipal resources in emergency response
- Provide Council resources when requested by emergency services or police during response activities
- Maintain effective liaison with emergency agencies within or servicing the municipality
- Maintain an effective contact base so municipal resources can be accessed on a twenty-four hour basis
- Liaise with the MEMO and MRM on the best use of municipal resources
- Organise a response debrief if requested by the MERC
- Ensure procedures and systems are in place to monitor and record expenditure by the Council in relation to emergencies
- Perform other duties as determined.

A database of Council owned resources, non-Council owned resources and contractors is maintained and managed by this position.

This position is responsible for the co-ordination of municipal resources in responding to emergencies, and has full delegated powers to deploy and manage Council's resources during emergencies.

3.4.5 Municipal Recovery Manager (MRM)

Council has appointed a Municipal Recovery Manager (MRM) for the municipality. Council has appointed Deputies to this position.

The roles and responsibilities of this position include;

- Coordinate municipal and community resources for relief and recovery
- Establish priorities for the restoration of community services and needs
- Liaise with the MEMO on the best use of municipal resources
- Establish an information and coordination centre at the municipal offices or a location more appropriate to the affected area
- Liaise, consult and negotiate with recovery agencies and Council on behalf of the affected area and Community Recovery Committees
- Liaise with the Regional Recovery Committee and Department of Families, Fairness and Housing
- Undertake other specific recovery activities as determined
- Assist with collating and evaluating information gathered in the post-impact assessment.

This position may delegate duties to provide for effective management of recovery functions.

3.4.6 Municipal Fire Prevention Officer (MFPO)

Council has appointed the Manager a Municipal Fire Prevention Officer (MFPO) for the municipality. Council has appointed Deputies to this position.

The roles and responsibilities of this position include:

- Undertake and regularly review Council's fire prevention planning and plans, together with the Municipal Fire Management Planning Committee (MFMP)

- Liaise with fire services, brigades, other authorities and Council's regarding fire prevention planning and implementation
- Advise and assist the MEMPC and/or MFMPCC on fire prevention and related matters
- Ensure this Plan contains reference to the Municipal Fire Management Strategy
- Report to Council on fire prevention and related matters
- Carry out statutory tasks related to fire prevention notices and infringement notices
- Investigate and act on complaints regarding potential fire hazards
- Advise, assist and make recommendations to the general public on fire prevention and related matters
- Facilitate community fire safety education programs and support Community Fireguard groups in fire-prone areas. Support fire services in the delivery of community fire safety education programs.

3.4.7 Municipal Building Surveyor

Council has an appointed Municipal Building Surveyor and forms part of Council's emergency management framework. Emergency management functions relate to ensuring the appropriate actioning, and response to requests, during and after an emergency by:

- ensuring that the requirements of the *Building Act 1993* regarding the safety of buildings and persons are administered
- surveying and providing advice as required regarding buildings and structures.

The Municipal Building Surveyor has various instruments available to administer and enforce the safety and building standards, these include:

- Emergency orders:
The Municipal Building Surveyor may make an emergency order if of the opinion that the order is necessary because of a danger to life or property arising out of the condition of a building.
- Building notices:
The Municipal Building Surveyor or a private building surveyor may cause a building notice to be served if of the opinion that:
 - the building or place is unfit for occupation or for use, or
 - The building or land is a danger to the life, safety or health to the public or person using the building or land.
- Building orders—minor work:
The Municipal Building Surveyor may make a building order requiring building work if of the opinion that the work required to be carried out is of a minor nature.

In the event of an emergency the Municipal Building Surveyor will:

- Determine the resources required to manage the administration and enforcement of safety and building standards in the municipality.
- Determine the resources required to manage business continuity.
NOTE: Resources required are dependent upon the scope or scale of the emergency and may include contract Building Inspectors or Building Surveyors to support Council's Building Surveyors.
- Inspect or cause to be inspected damaged buildings or buildings that have the potential to be damaged.
- Identify hazards and take appropriate action.
- Document the inspection process and outcomes.
- Provide advice as required regarding buildings and structures to the Municipal Emergency Management Officer, Council, relevant authorities and the community.
- Assist with the expeditious processing and approval of applications for the reconstruction and replacement of residences and other buildings.

3.4.8 Environmental Health Officers

Council has appointed Environmental Health Officers who form part of Council's emergency management framework.

In relation to emergency management, an Environmental Health Officer may have a role in:

- Food surveillance
- Inspection of food handlers and food distribution outlets
- Food sabotage
- Infectious disease surveillance and investigation
- Disinfection (concurrent (immediate) or terminal (at end of isolation))
- Water (purity and quantities)
- Waste collection and disposal (putrescible, dry, indestructible, sullage and toilet waste)
- Vermin and vector control
- Sanitation (toilets, showers, washing facilities)
- Accommodation (adequate size, suitability)
- Disposal of dead stock and animals
- Zoonotic diseases (those transferred from animal to humans)
- Siting and layout of campsites
- Water, land and/or air pollution
- Collection and dissemination of information on public health issues
- Development of Public Health Notices
- Secondary Impact Assessments
- Emergency management planning.

3.4.9 Emergency Management Liaison Officer

Council has appointed a number of Council Officers to the position of Emergency Management Liaison Officer.

If an emergency has the potential to or has impacted the municipality a Council officer performing this role forms part of an Emergency Management Team at the regional and/or incident level. There will be circumstances where the role is performed by teleconference.

This position provides a communication link that enables Council, through the emergency management roles, and an emergency response facility to exchange information. This role maintains situational awareness and information relating to the emergency to inform consequence management, relief and recovery requirements, community information, Council services and impact assessment.

This role traditionally works from the allocated Incident Control Centre which is overseen by the Control Agency for the specific emergency.

3.4.10 Other Arrangements

Other Council functions that link to emergency management include:

- Flood intelligence and studies
- Maintenance programs associated with vegetation, roads, bridges, drains, culverts and infrastructure
- An after hours service that includes responding to calls relating to animal management and concerns for Council owned or managed land and or assets (tree removal, clearing blocked drains, damage to roads and road related areas etc.)
- Road management including closures and determining alternative routes.

3.4.11 Municipal Partnerships, Strategies and Plans

Local Government's role in preparing for risks is central and partnerships, strategies and plans are implemented based on detailed knowledge of the local community, its characteristics, strengths, vulnerabilities and a detailed appreciation of the risks faced by the community.

Council and the emergency response and recovery agencies that operate within its boundaries recognise they have a key role in preparedness activities.

To complement the emergency management process Council enforces and continues reviewing existing policies in land use, building codes and regulations, urban planning, community safety and health.

To achieve this Council promotes the social, economic and environmental viability and sustainability of the municipality; ensures that resources are used efficiently and effectively and that services and facilities are accessible and equitable. It undertakes community consultation, engagement and planning to reduce the likelihood of emergencies and to build community resilience and capacity to recover from events that do occur. Council achieves this through strategic partnerships and the development of a range of policies and strategies that tie to emergency management. These include:

- Hume Region Local Government Network
- Hume Region Municipal Emergency Management Enhancement Group
- Hume Region Emergency Management Planning Committee
- Hume Region Health Forum
- Goulburn Broken Regional Floodplain Management Strategy 2018-2028
- Municipal Association of Victoria's *Protocol for Intercouncil Emergency Management Resource Sharing*
- Greater Shepparton City Council Business Continuity Plan
- Greater Shepparton Volunteer Strategy and Action Plan 2019-2022
- Greater Shepparton Multicultural Strategy 2023-2025
- Waranga Basin Dam Safety Emergency Plan 2020 – Goulburn Murray Water
- Lake Eildon Dam Safety Emergency Plan 2020 – Goulburn Murray Water
- Goulburn Weir Dam Safety Emergency Plan 2020 – Goulburn Murray Water
- AUSVETPLAN – Disease Strategy, Anthrax studies

4 PART FOUR - PREVENTION/MITIGATION ARRANGEMENTS

4.1 Overview

The guiding principle which drives risk mitigation at all levels is to lessen the likelihood of an incident or reduce its consequences. The process used is called emergency risk management and involves the:

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

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

The community also have a responsibility to understand their vulnerability to risks and build resilience to reduce the consequences of emergencies. The Council through its MEMPC, and relevant sub committees, will promote and support prevention and awareness programs and work towards building the resilience of the Greater Shepparton community.

The MEMPC has the responsibility of carrying out risk assessment reviews to identify existing and potential risks.

4.2 Community Emergency Risk Assessment (CERA)

The Victorian legislation and ministerial guidelines require Victorian Emergency Management Planning Committees to use an emergency risk management process consistent with the ISO 31000 *Risk management – Principles and Guidelines*.

To comply with this requirement the Committee uses a risk assessment program called the Community Emergency Risk Assessment (CERA) for considering and improving the safety and resilience of their community with regard to hazards and emergencies when making evidence based judgements about local risk priorities.

The CERA framework aims to understand the likely impacts of a range of emergency scenarios (hazards) upon community assets, values and functions, providing an opportunity for multiple community impacts and consequences to be considered and enabling collaborative risk treatment plans and emergency preparedness measures to be described.

The outputs of the assessment process are then used to inform emergency management planning, introduce risk action plans and ensure that communities are aware of, and better informed about, hazards and the associated emergency risks that may impact them.

4.2.1 CERA Process

The CERA process comprises of five step framework which includes Risk Assessment and Risk Treatment. The CERA process underpins this Plan by providing a mechanism for the identification of hazards, the determination of risks associated with those hazards and how those risks are to be managed. The CERA process aims to reduce the incidence and impact of risks within the community by identifying the risks that face the community, assessing the vulnerability of those at risk and providing options, treatments and/or elimination of the risks.

It acknowledges that some risks will span municipal boundaries.

The CERA process is consistent with:

- Australian Standard AS/NZS ISO 31000:2009 Risk management – principles and guidelines
- National Emergency Risk Assessment Guidelines (NERAG) <https://knowledge.aidr.org.au/resources/handbook-national-emergency-risk-assessment-guidelines/>

The outcomes of the CERA process is subject to review by the MEMPC. A summary of the current risks identified for Greater Shepparton through this process are:

Risk	Consequence	Likelihood	Overall Rating	Control Agency	Risk Mitigation Plans/Controls
Bushfire - Large Regional	Moderate	Possible/ Likely	High	CFA FFMVic PV	<ul style="list-style-type: none"> • Hume Regional Strategic Fire Management Plan • Greater Shepparton Municipal Fire Management Strategy
Flood - Major	Moderate	Possible/ Likely	High	VicSES	<ul style="list-style-type: none"> • North East (Hume) Region Flood Sub Plan • North East (Hume) Region Storm Sub Plan • Greater Shepparton Municipal Flood Emergency Plan
Extreme Temperatures - Heatwave	Moderate	Possible/ Likely	High	EMV (EMC)	<ul style="list-style-type: none"> • Greater Shepparton Heatwave Plan
Human Epidemic/ Pandemic	Moderate	Possible/ Likely	High	DoH	<ul style="list-style-type: none"> • Greater Shepparton Pandemic Plan
Anthrax	Moderate	Possible/ Likely	Medium	Agriculture Vic	<ul style="list-style-type: none"> • Australian Veterinary Emergency Plan • Anthrax Preparedness – Site Operations Plan

**Risks identified in the above table are current at the time of the publishing of this plan and are subject to change.*

The CERA Consequence Rating Table, and other information can be found here <https://www.ses.vic.gov.au/about-us/emergency-management-training/community-emergency-risk-assessment-cera>

4.2.2 Risk Review

The risks should be reviewed on an annual basis and as a result of any significant event.

4.3 Prevention and Preparedness Activities

The Greater Shepparton Municipal Emergency Management Planning Committee (MEMPC) recognises it has a role in prevention and mitigation activities to reduce the risk, or minimise the effects, of emergencies that may occur in the municipality.

The Greater Shepparton MEMPC incorporates a whole of community approach to develop and participate in a range of plans and initiatives to prevent and prepare for emergencies. These activities take many forms and include legislation, risk management, programs and plans and much of this work is integrated within everyday business and activities of the agencies and organisations represented on the MEMPC. A large component of this involves education to increase community resilience and capability for when emergencies occur.

The MEMPC agencies and organisations actively engage the community through a range of mechanisms including community programs, events and projects, media releases, advertisements, online information including Council's website and local service networks.

5 PART FIVE - RESPONSE ARRANGEMENTS

5.1 Overview

The State Emergency Management Priorities provide clear direction on the factors that are required to be considered and actioned during response to any emergency. The intent is to minimise the impacts of emergencies and enable affected communities to focus on their recovery as early as practicable. They underpin the planning and operational decisions made when managing the response to emergencies.

The State Emergency Management Priorities are:

- Protection and preservation of life is paramount. This includes:
 - Safety of emergency services personnel
 - Safety of community members including vulnerable community members and visitors/tourists located within the incident area.
- Issuing of community information and community warnings detailing incident information that is timely, relevant and tailored to assist community members make informed decisions about their safety
- Protection of critical infrastructure and community assets that supports community resilience
- Protection of residential property as a place of primary residence
- Protection of assets supporting individual livelihoods and economic production that supports individual and community financial sustainability
- Protection of environmental and conservation assets that considers the cultural, biodiversity and social values of the environment.

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

5.2 Victorian Emergency Management Response Arrangements

5.2.1 Activation

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

The Incident Controller undertakes initial and ongoing assessments of the emergency and applies resources as necessary in accordance with the arrangements.

The Incident Controller considers the current and potential impacts and consequences of an emergency, and advises the relevant response support agencies, relief and recovery agencies as well as the Emergency Response Co-ordinator as soon as possible.

Council's activation is consistent with these arrangements. Council can be notified of an emergency, either potential or occurring, via the state, regional or incident tiers and its role is consistent with the arrangements in the [SEMP](#) and the MEMP.

5.2.2 Operational Roles and Responsibilities

Agency Roles
Victorian emergency response operational arrangements are underpinned by individual agencies performing specific tasks in response to emergencies according to their legislated role, obligations and administrative arrangements.
Control Agencies
Control agencies for response are consistent with the functional responsibilities and Emergency Management Team arrangements detailed in the SEMP .
Support Agencies
Support agencies for response are consistent with the functional responsibilities and Emergency Management Team arrangements detailed in the SEMP .

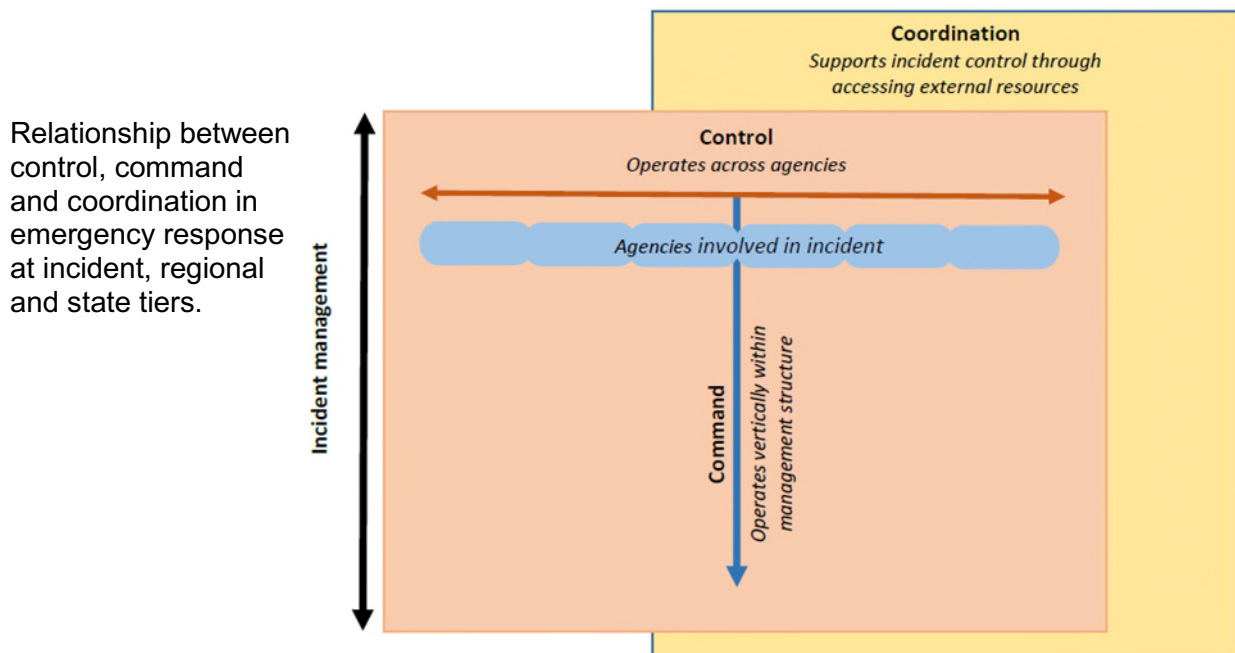
5.2.3 Functions

Emergency response management is based on the functions of command, control and coordination.

In meeting the objectives of emergency management in Victoria, those performing the control, command and coordination functions need to include:

- **Consequences** - The management of the effect of emergencies on individuals, the community, infrastructure and the environment
- **Communication** - The engagement and provision of information across agencies and proactively with the community to prepare for, respond to and recover from emergencies
- **Community Connection** - The understanding of and connecting with trusted networks, trusted leaders and all communities to support resilience and decision making.

Command, Control and Coordination



Command

Command is the internal direction of personnel and resources, operating vertically within an agency. Each agency has a 'chain of command', which is the agency's organisational hierarchy that identifies the link between each individual and their supervisor.

Each agency responding to an emergency must identify the commanders responsible for supervising agency personnel and the agency chain of command. Commanders escalate and provide direction on agency issues through the agency chain of command.

Where there is an agreed inter-agency arrangement, a functional commander may supervise personnel and resources from more than one agency.

Control

Control is the overall direction of response activities in an emergency, operating horizontally across agencies. In Victoria, authority for control is listed in the [SEMP](#).

Controllers are responsible for leading all agencies responding to the emergency. Specific arrangements apply to the appointment of controllers for Class 1 and Class 2 emergencies and for fires other than for a major fire.

The 'line of control' refers to the line of supervision for those appointed to perform the control function and this relates to the specific class of emergency. Controllers escalate or provide direction on control issues through the line of control.

There may be some complex emergencies which require only the coordination of the consequences of the emergency across a number of agencies with shared accountability and which do not require controllers.

Coordination

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

Response coordination

Response coordinators bring together agencies and resources to support the response to emergencies. Broadly, their functions are to ensure:

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

Recovery coordination

Emergency recovery coordinators/managers bring together agencies and resources to support the provision of relief and recovery from emergencies.

Emergency Management Teams

The people and agencies with roles and responsibility for responding to emergencies work together in teams at the state, regional and incident tiers to ensure a collaborative and coordinated whole of government approach to the management of emergencies at each tier.

The functional responsibilities and Emergency Management Team arrangements are detailed in the [SEMP](#).

5.2.4 Evacuation

The decision to evacuate a locality rests with the Incident Controller in consultation with the Victoria Police. Victoria Police are responsible for the coordination of evacuations- in consultation with the Control Agency.

Evacuation is a risk management strategy which may be used as a means of mitigating the effects of an emergency or disaster on a community. It involves the movement of people to a safer location. It also should include the return of the affected community. 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 may be undertaken by individuals, families and households on their own volition and independent of advice, or it may be after an assessment of information provided by a Control Agency.

Evacuations may be pre-warned or immediate, depending on the circumstances.

The decision to recommend to 'evacuate' is made by the Incident Controller/Control Agency. Victoria Police is responsible for the coordination of evacuation in consultation with the Control Agency. 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.

Agencies and organisations with a role in the evacuation process include:

- The Incident Controller/Control Agency:
 - Considers and recommends evacuation in consultation with Victoria Police and other agencies and experts as needed.
- Victoria Police:
 - Manages the withdrawal, shelter and return stages of the evacuation in consultation with the Incident Controller and others as needed.
- Ambulance Victoria
- Support agencies
- Municipal councils
- Regional Roads Victoria
- Country Fire Authority
- Australian Red Cross
- Department of Health
- Department of Families, Fairness and Housing
- Department of Education and Training.

The five stages in the evacuation process are:

- **Decision** – the decision to recommend that people evacuate is made by the Incident Controller. In making this decision, the Incident Controller should, if time permits, consult with police and consider other expert advice. This may not always be possible.
- **Warning or Recommendation** – applied to evacuations, messages to the community will be either a warning to affected people that they prepare to evacuate or a recommendation that they evacuate immediately. The Incident Controller is responsible for authorising and issuing these messages to the community.
- **Withdrawal** – is the removal of people from a dangerous or potentially dangerous area to a safer area. The Victoria Police Evacuation Manager is responsible for managing the withdrawal from the affected area which includes developing an evacuation plan which clearly identifies activities, timelines, roles and responsibilities of any agencies involved. This will include consultation with other agencies involved.

- **Shelter** – Emergency Shelter provides for the temporary respite of evacuees. It may be limited in facilities but should provide security and personal safety, protection from the climate and enhanced resistance to ill health and disease. Emergency shelters in the context of evacuation may include:
 - Assembly areas which cater for people’s basic needs
 - Emergency relief centres
 - Tents and other impermanent structures
 - Other places of relative safety.
- **Return** – the final stage of the evacuation process involves the return of people to the place from which they were evacuated. The Incident Controller makes the decision to advise people that they can return to the affected area in consultation with police and other relevant agencies. The Evacuation Manager is responsible for planning and managing the return of evacuated people with the assistance of other agencies where required. This may include authorising the release of messages regarding the return to the community in consultation with the Incident Controller.

Once the decision to evacuate has been made, the MEMO and MRM should be contacted to assist. They will provide advice regarding the most suitable Emergency Relief Centre, potential staging areas or assembly points and other resources that may be required (e.g. public health, emergency relief considerations or requirements and special needs groups).

Evacuation plans for specialised services in the municipality such as hospitals, schools, rooming houses, aged care facilities, kindergartens and shopping centres are the responsibility of the site managers. Facilities containing vulnerable people (i.e. aged care facilities) form part of the [Vulnerable People in Emergencies \(VPE\) Policy](#).

The SOP for Evacuation Guidelines are in the EMCOP portal. <https://files-em.em.vic.gov.au/public/JSOP/SOP-J03.12.pdf>

5.2.5 Places of Last Resort or Fire Refuges

There are no designated Places of Last Resort or Fire Refuges in the Greater Shepparton municipality.

5.2.6 Medical and Public Health

If the normal medical services within the municipality are unable to cope in an emergency, the Health Commander is responsible for the activation of the [Health Emergencies Sub-Plan \(HESP\)](#).

Council's Environmental Health Services will monitor public health and effect control or remedial measures as necessary. This may involve frequent assessment inspections of the site of the emergency and may require assistance from Department of Health and/or neighbouring municipalities.

During the emergency, Council's Health Services will arrange to provide technical advice to the community and will liaise with the Department of Health.

The State Health Emergency Response Arrangements can be found at <https://www.health.vic.gov.au/emergencies/state-health-emergency-response-arrangements>

5.3 Role of Municipal Councils

Council's have a responsibility to manage its assets and provide services to the community and as such provide a service to support the community outside of normal business hours.

Council also has a support role in the response phase consistent with the functional responsibilities and Emergency Management Team arrangements detailed in the [SEMP](#).

The scale and consequences of an emergency will determine Council's level of activation internally and involvement in an Emergency Management Team.

5.3.1 Management of Municipal Resources

Council is responsible for the provision, management, and coordination of municipal (Council) resources in support of the response to and recovery from emergencies. Municipal resources are those owned by or under the control of Council.

Management and coordination of municipal resources also includes prioritisation by Council to retain the use of resources to continue providing services to community.

Municipal resources should be used in the first instance, which may include engaging Council approved private contractors. Responsibility for the management of resources rests with the MEMO.

5.3.2 Requesting Municipal Resources

The procedure for obtaining supplementary resources is described in the [SEMP](#). This should be read in conjunction with the practice note *Sourcing Supplementary Response Resources through Municipal Councils*. As the needs and efforts of the emergency escalate, or resource requirements outstrip what is available locally, the request for supplementary resources can be escalated to regional, state, Commonwealth, interstate or internationally.

5.4 Council's Response Arrangements

5.4.1 Municipal Emergency Coordination Centre

A Municipal Emergency Coordination Centre is a facility at which Council staff can be brought together to coordinate Council and community resources and services in response to and recovery from an emergency. It will maintain an awareness of the emergency and consequences through the emergency management team arrangements.

The scale of activation will vary and can include in a virtual environment from any location deemed appropriate if the incident is relatively straight forward. Factors including the type, scale, consequence and duration of an emergency will determine the level and type of activation and will be decided by Council's EMCG. It may also become operational in support of a neighbouring municipality.

In the event of a large and protracted emergency event these centres may activate at multiple locations.

5.4.2 Operations Centre

The centre established by an agency for the command / control functions within their own agency.

Council may establish an operations centre, if necessary, to control its own resources in an emergency.

5.4.3 Emergency Relief

Emergency relief is a component of response and is the provision of essential and urgent assistance to individuals, families and communities during and in the immediate aftermath of any and all emergencies. Council's level of involvement is dependent on the size of the incident and whether it remains as local coordination or escalates to regional. The need for emergency relief is also dependent on an individual's level of resilience.

Emergency relief can be provided in a variety of locations including at or near the site of an emergency, to communities that become isolated or cut off by an emergency or in an established relief setting, such as an Emergency Relief Centre (ERC).

Emergency Relief Centres within the Greater Shepparton City Council are detailed in the Emergency Relief Centre Standard Operating Procedures and a map of locations is available under section 6.6.1 Council Relief Arrangements – Overview.

5.4.4 Financial Considerations

The MEMO is responsible for the coordination of municipal resources and has full delegated powers to deploy and manage Council's resources during emergencies.

During the relief and recovery phase, the MRM has delegated powers to deploy and manage Council's resources to deliver relief and recovery services to affected community.

Financial accounting for municipal resources utilised in emergencies must be authorised by either the MEMO or MRM, in accordance with Council's normal financial arrangements. Any requests for resources must be approved by the MERC to ensure proper accountability and authorisation.

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

Details of financial measures are outlined in the [SEMP](#) which states:

- Where an agency's expenditure is in order to fulfil its own responsibilities, that agency is responsible for the costs, including services and resources sourced from others
- An agency cannot transfer its responsibility for the cost of undertaking its roles/responsibilities if the activity is in compliance with the direction or request of a response controller from another agency
- When a control agency requests services and supplies (for example, catering) on behalf of a number of supporting agencies, the control agency will be responsible for costs incurred.

Councils are responsible for the cost of relief measures provided to emergency-affected people.

Generally, Council is expected to provide municipal resources without charge; however some resources may be subject to limits and/or constraints. Such limits and/or constraints should be reasonable, commensurate with Council's capacity to provide such resources.

5.4.5 Crisisworks

Crisisworks is the emergency management software program used by Councils during emergency response, relief and recovery activities.

Crisisworks facilitates the collection of resource requests, offers and information and the provision to follow up on progress; the collection of data during impact assessments and case work during recovery and a reporting facility for financial and recovery reports. Crisisworks offers an online library for documents that require sharing.

Only authorised persons may access Crisisworks. To access Crisisworks, MEMPC members and emergency agency representatives need to register their interest with the Emergency Management Coordinator, contact details are:

Address to:

Greater Shepparton City Council
Locked Bag 1000, SHEPPARTON VIC 3632
MEMPC Executive Support
(Emergency Management Coordinator)
Contact: Phone: 03 5832 9444

Email:

emergencymanagement@shepparton.vic.gov.au

5.4.6 Public Information and Warnings

The Control Agency Public Information Officers, as set out in the [SEMP](#), are responsible for the release of warnings of potential emergencies, regular updates and advice on what actions the public should undertake during that incident.

Council understands the importance of timely, accurate and consistent public information before, during and after an emergency incident. Council's Communications and Engagement Team will work with the Incident and Emergency Management Team, control agencies and community to relay information to help minimise the impact to life and the community where possible.

However, where the timeframe is short and an extreme and imminent threat to life exists, any response agency personnel can issue warnings to a community likely to be affected, providing they notify the relevant controller as soon as possible following the issuing of the warning. The EMV Joint Operating Procedure JSOPJ04.01 is a detailed guideline for developing and distributing public information and warnings and is available at <https://filesem.em.vic.gov.au/public/JSOP/SOP-J04.01.pdf>

Victorian Warning Arrangements is an integrated warning system which provides information and warnings to community: <https://www.emv.vic.gov.au/responsibilities/victorias-warning-system/victorian-warning-arrangements>

Emergency warnings, information and advice assist the community to make informed decisions about their safety. Warnings for actual or potential major emergencies will be issued using several mediums, which could include but are not limited to:

- VicEmergency website <https://emergency.vic.gov.au/respond/>
- VicEmergency or relevant agency social media feeds
- VicEmergency app
- Incident control agency website and social media feeds
- Voice and SMS phone messaging through the use of the Emergency Alert tool
- VicEmergency Hotline – 1800 226 226
- Radio and Television
- Phone messaging (incl. SMS)
- Verbal Messages
- Door knocking
- Social Media/Social Networking
- Variable Message Boards
- Information Boards

5.4.7 Communicating with non English speaking people or people with a disability

Consideration should be given to warning people with a disability, low literacy levels and non English speaking community members as the communication tools and channels may need to be broadened to capture these people.

Within the Greater Shepparton region there are a number of agencies that have established trusted relationships with these communities. These include, but are not limited to:

- Greater Shepparton City Council – Multicultural Development through the Community Directorate
- Victoria Police – Multicultural Liaison Officers
- Ethnic Council of Shepparton and District
- Primary Care Connect
- Uniting (formerly Kildonan Uniting Care)

Each of these agencies will assist in connecting with community members who in turn will assist in facilitating communication strategies. This can include telephone trees and meeting community members in gathering places such as places of worship and community centres.

5.4.8 Vulnerable Persons

Consideration should be given to communications tools and strategies for community members of all abilities, non-English speaking groups and those that may become vulnerable as a result of an emergency.

Council maintains arrangements consistent with the [Vulnerable People in Emergencies Policy](#):

- A list of local facilities where vulnerable people are likely to be situated is coordinated and maintained. This list includes hospitals, schools, aged care facilities and childcare centres and other facilities where vulnerable persons may gather. An updated copy of this document is maintained and available to Victoria Police on Crisisworks.
- Work in partnership with Red Cross to deliver tailored RediPlan sessions, Red Cross may refer this person back to Council for assessment but does not complete an assessment or screening for the Vulnerable Person's Register.
- The electronic Vulnerable Persons Register is maintained on the state 'Crisisworks' software.

Funded Service Providers have arrangements consistent with the [Vulnerable People in Emergencies Policy](#) that include:

- Consider and screen clients to identify people who should be listed on the Vulnerable Persons Register
- To encourage and, where necessary, support clients (who meet the definition of a vulnerable person) to undertake personal emergency planning
- Sector-wide approach to preparing for emergencies and providing continuity of health and human services for clients.

Other arrangements include:

- Victorian Interpreting and Translating Service – (03) 9280 1941 – business hours
- TIS National, Translating and Interpreting Service – 131 450 -24/7 service
- Emergency Auslan Interpreting Services – 6.00pm – 8.00am Monday to Friday; all day Saturday, Sunday and public holidays via VITS on 9280 1955
- National Relay Service Phone – Phone 1800 555 660 - TTY 1800 555 630
- Vision Australia provides support services to people who are blind or have low vision. Resources and information are available from Vision Australia (1300 84 74 66): <https://www.visionaustralia.org/>
- Expression Australia – SMS/FaceTime 0402 217 586 or TTY 1300 780 225 (toll free) provides support services for people who are deaf or hard of hearing including interpreting and case management. Detailed information is available from their website: <https://www.expression.com.au/>

Council is committed to improve and enhance the delivery of services to community members of all abilities through the [Greater Shepparton Universal Access and Inclusion Plan 2022-2026](#). This

Plan includes strategies to enhance Council's communications within the broader community and to meet the needs of many diverse individuals in the community.

5.4.9 Council Communications

Council's primary means of communication in an emergency will be to utilise a combination of the following capabilities; including the use of local media to disseminate messaging into the community:

- intranet
- landline and mobile telephone network
- portable IT devices
- two way radio system
- internet website - <http://greater-shepparton.com.au/>
- bulletins and newsletters circulated to community, industry and networks.
- face to face discussions and information sessions
- social media platforms
 - Facebook Community Groups
 - Facebook
 - Instagram
 - YouTube
 - Twitter

5.4.10 Council Telephone Call Centre

Greater Shepparton City Council is able to establish a telephone 'Call Centre' in response to an emergency. This can operate according to the severity of an emergency, including 24/7 access.

The decision to activate and the level of service provided by the 'Call Centre' will be made by the Greater Shepparton City Council EMCG.

5.4.11 Council Resource Sharing Arrangements

Council is a signatory to the Municipal Association of Victoria/ Victorian Municipal Emergency Management Enhancement Group *Protocol for Inter-Council Emergency Management Resource Sharing*. The purpose of this protocol is to provide an agreed position between councils for the provision of inter-council assistance for emergency response and recovery activities.

Duties undertaken by Council staff seconded to another council for assisting with response and recovery operations will be within the scope of Council's emergency management responsibilities set out in the [SEMP](#).

Requests for resources can be requested at any time during an emergency, including the recovery stage, and should be consistent with the arrangements within each protocol.

The Municipal or Regional Emergency Response Coordinator/s should be contacted before resources are allocated. Requests for resources should be logged in the Municipal Emergency Coordination Centre.

It is anticipated that a requesting Council will initially seek assistance from surrounding Councils. This will reduce travel times and expenses for assisting Councils to respond and return.

5.4.12 Cross Boundary Events

Emergency events often cross municipal boundaries, requiring response and recovery activities from multiple councils.

Planning across municipal boundaries takes place through the sharing of MEMPs. The Greater Shepparton City Council receives copies of these Plans for the:

- Campaspe Shire Council
- Moira Shire Council
- Strathbogie Shire Council
- Benalla Rural City.

These are accessible through Council's EMCG.

Council is committed to building its emergency management capacity and capability both internally and with other municipal councils. Every opportunity is taken to collaborate with bordering municipalities in emergency management planning.

5.5 Response Recovery Transition

Emergency relief and recovery activities should be integrated with emergency response at every tier using the response management arrangements.

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

The teams at the relevant incident, regional and state tiers should discuss and agree the timing of the transition. The recovery coordinators/managers at the relevant tiers must be ready to assume responsibility and have the appropriate resources assembled prior to the transition. The community must receive continuous services and communication during the transition and a phased transition may be appropriate.

Considerations regarding the timing of the transition should include:

- The extent to which any emergency risks remain
- The extent to which the powers available to response agency personnel (which may be available only during an emergency response) are still required
- The extent to which the effect and consequences of the emergency are known
- The extent to which the affected community continues to require relief services
- The extent to which the recovery resources have assembled and are ready to manage their responsibilities.

The control agency and response controllers maintain response control and coordination for as long as an emergency continues to threaten a community. The controller will take a lead role in facilitating transition to recovery, working with the recovery coordinator, as it marks the end of the response phase which the controller leads and manages.

The Incident Controller, the Emergency Response Coordinator and Emergency Recovery Coordinator (State, Regional or Municipal) will determine the transition structure and handover requirement to determine the transition structure and handover requirements to fully establish the Recovery Coordination arrangements. In large emergency events a transition period must be determined to allow sufficient time for resource planning and implementation of immediate recovery services.

A schedule of transition actions is included in the document '*An Agreement for the Transition of Coordination Arrangements from Response to Recovery*'; an example Transition Agreement, available from EM-COP document store.

Termination of Response Activities and Handover of Goods/Facilities

In some circumstances facilities, services and goods obtained in accordance with the State Emergency Response Plan and the provisions of this Plan during response are utilised in recovery activities. In these situations the 'handover' to the recovery phase should include arrangements relating to the financial commitments for the ongoing use of goods and services from a response requirement to a recovery requirement and the separation of expenditure accordingly.

Expenditure for goods and services for recovery purposes is still to be consistent with the Victorian emergency management arrangements and this Plan.

5.6 Debriefing Arrangements

Following an emergency response, the emergency management sector reviews the effectiveness of the coordination, control, consequence management and communications functions in order to share aspects that worked well and identify areas for improvement.

For non-major emergencies, the control agency is responsible for debriefing participating agencies. The scale of the debriefing should be in proportion to the complexity of the emergency.

For major emergencies, where many agencies were involved in both the response and in consequence management, debriefing is conducted after a period of activation as follows:

- The Emergency Management Commissioner (Class 1 and 2 emergencies) and the Chief Commissioner of Police (Class 3 emergencies) are responsible for ensuring the debriefing of state tier teams, where necessary, after a period of activation
- Regional Emergency Response Coordinators are responsible for ensuring the Regional Control and Emergency Management Teams conduct an operational debrief where necessary after a period of activation
- MERCs are responsible for ensuring the control agency has organised an operational debrief with participating agencies and teams as soon as practicable.

A representative of relevant community, business, or industry groups may be invited to participate in debriefs. The need to conduct a post incident community forum may be considered.

The lessons identified should be communicated to the State Review Team, which is comprised of agency representatives from across the emergency management sector and which identifies trends and initiates actions to improve systems and subsequently sector performance.

6 PART SIX - RELIEF AND RECOVERY ARRANGEMENTS

6.1 Overview

6.1.1 Response, Relief and Recovery in Parallel

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

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

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

The Regional Relief and Recovery arrangements, as per the Hume REMP 2023, describes the processes, procedures, and capability for (Hume) regional emergency relief and recovery operations including the Greater Shepparton region. These arrangements are now incorporated into the REMP.

6.1.2 Relief and Recovery – A Shared Responsibility

Relief and recovery require collaboration and coordination shared between individuals and communities, non-government organisations, businesses, governments at all levels and partner agencies.

The role of Municipal Councils: To ensure relief and recovery services are effective and well-coordinated and take the lead in delivering 'on the ground' relief and recovery services.

The role of individuals and households: Individuals should seek out information to make informed decisions on how to prepare for emergencies, and help meet their own relief and recovery needs – wherever possible. This includes their companion animals. During and immediately following an emergency, individuals and households should be as self-sufficient as possible, because in the first instance, agencies will offer emergency support to the most vulnerable community members. Adequate insurance also enhances recovery for individuals and households.

The role of the business community: Business plays an important role in providing resources, expertise and essential services to support relief and recovery. Businesses must have continuity plans in place for response to and recovery from emergencies, including for livestock. This is particularly important for the continuity of essential services and critical infrastructure. Adequate insurance also enhances recovery for businesses.

The role of non-government organisations and partner agencies: Non-government organisations and partner agencies play vital roles in supporting affected communities, building on their pre-established community connections to deliver enhanced services during and following an emergency. Through their large volunteer base, they coordinate and deliver services in many locations – often simultaneously.

6.1.3 Definitions of Relief and Recovery

The definitions of relief and recovery as per the [SEMP](#), are:

Relief can be defined as the provision of assistance to meet the essential needs of individuals, families and communities during and in the immediate aftermath of an emergency.

Recovery is defined as the assisting of persons and communities affected by emergencies to achieve an effective level of functioning.

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

6.1.4 Relief and Recovery Objectives and Principles

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

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

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

6.1.5 Relief and Recovery are Consequence Driven

Emergency management, at all tiers, local, regional and state, now focuses on “emergency management at a glance”; detailed in the [SEMP](#). Consequence management starts in the planning phase and continues with response and is then managed through to relief and recovery. To make appropriate decisions about relief and recovery activities relevant information about the needs of affected communities must be identified. These needs look beyond the immediate impacts of an emergency and consider the consequences of impacts on individuals/families (including companion animals), and communities (including livestock and other agri-business).

6.1.6 Planning For Vulnerability in Relief and Recovery

Planning for vulnerability in relief and recovery should be broad and consider the characteristic of industry, business, communities, a person or group in terms of their capacity to anticipate, cope with, resist and recover from the impact of a natural or man-made hazard.

Arrangements within this Plan to assist planning for vulnerability in relief and recovery include, but may not be limited to:

➤ **Part 2:**

- Cultural diversity and languages
- Traditional Owners and Cultural Heritage
- Vulnerable people and facilities
- Profile and social characteristics of the municipality
- Transient population
- History of emergencies

➤ **Part 5:**

- Emergency Relief
- Communicating with non English speaking people or people with a disability
- Vulnerable Persons
- Council's Communications
- Vulnerable persons.

➤ The Municipal Relief and Recovery Arrangements detailed in this part of the Plan.

6.2 State Relief and Recovery Arrangements

6.2.1 Roles and Responsibilities of Relief Organisations and Agencies

The Victorian relief coordination responsibilities at the state and regional levels are contained within the [SEMP](#).

6.2.2 Roles and Responsibilities of Recovery Organisations and Agencies

The Victorian recovery coordination responsibilities at the state and regional levels are contained within the [SEMP](#).

6.3 Hume Regional Relief and Recovery Arrangements

DFFH are the lead agency for the coordination of relief at the regional level.

ERV is the lead agency for the coordination of recovery at the regional level.

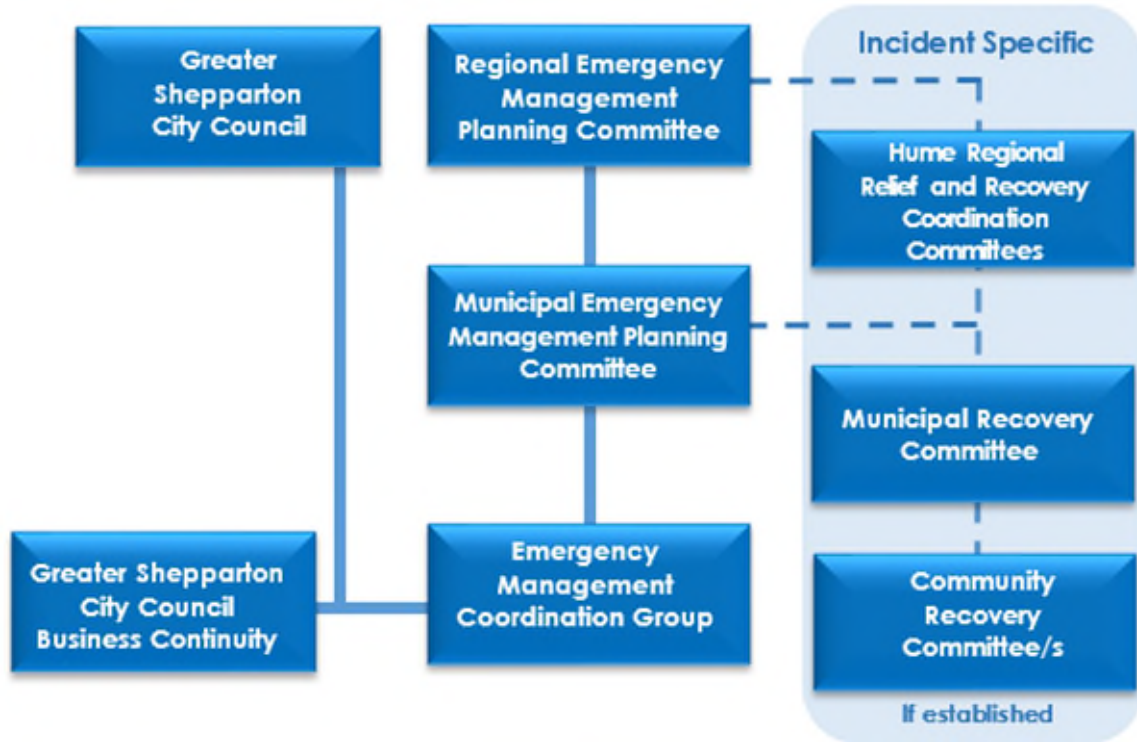
Red Cross is a support agency for all levels of relief and recovery.

6.4 Municipal Relief and Recovery Arrangements

Greater Shepparton City Council is responsible for the coordination of relief and recovery within the boundaries of the City of Greater Shepparton.

The relief and recovery arrangements in Greater Shepparton link to:

- Hume Region Relief and Recovery Arrangements
- MEMPC
- Regional Relief Coordination Committee
- Municipal Recovery Committee – Incident Specific (if established)
- Community Recovery Committee – Incident Specific (if established)
- Council’s emergency management and business continuity arrangements.



6.5 Relief and Recovery Activation and Escalation

6.5.1 Overview

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

- When requested, because capability is or expected to be exceeded, or
- Where an emergency has affected multiple municipalities in one region, or multiple regions within the state, or
- Where an emergency has a significant community-wide impact or consequence, in which case the Victorian Government may establish an event-specific relief or recovery coordination structure to oversee a whole-of sector response.
- Wherever possible relief and recovery coordination should remain at the local level, supported by regional and state-based activities as required

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

- Escalation builds on existing local arrangements, rather than replacing them
- Responsibility is retained locally, but can be supported from a regional and state level

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

Where capability has been exhausted at the regional level, a request for relief and recovery coordination assistance to the state will be made.

The Victorian relief and recovery arrangements are detailed in the [SEMP](#).

6.5.2 Activation

The Incident Controller determines the need to activate relief services, with advice from the Incident Management Team. The Incident Controller will request the MERC to formally request the required (or potential) relief services through Councils Municipal Emergency Management Officer.

The Municipal Emergency Management Officer is responsible for notifying the MRM of the required (or potential) relief services. Together, they consider the needs of the local community in consultation with the MERC and response agencies.

Council will also, deploy an Emergency Management Liaison Officer to the Incident Control Centre if this has not already occurred to be part of the Incident Management Team. Members of the Incident Management Team provide accurate information about the affected communities to enable better planning and integrated consequence management, communications and relief and recovery activities.

The MERC, MEMO, MRM and EMLO may also be requested to assist with consequence management in relation to an emergency.

Council supports the provision of local public information to affected individuals and communities regarding relief activities and will lead communications during recovery. Where an event extends to more than one municipality the Department of Families, Fairness and Housing will coordinate regional relief communications and ERV will coordinate the requirements for recovery communications.

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

Relief can be considered the first stage of recovery, and must be seamlessly integrated with any early recovery activities. Recovery activities should start at the first opportunity and continue beyond when relief ceases. Where an emergency continues to threaten a community the control agency still maintains overall control. However, this should not affect the delivery of relief and recovery services. Response, relief, and recovery are not a simple linear process; especially in long term emergencies like a flood. At some point though there is a formal transition from response to recovery.

6.5.3 Transition from Response to Recovery

The Incident Controller, MERC and MRM should start planning for the transition to recovery as soon as possible following the initial impact of an emergency. This is detailed in **Part 5.5** of this Plan.

6.5.4 Activation of Council's Emergency Relief and Recovery Staff

The MRM will decide the level of activation of relief and recovery arrangements with regard to:

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

Relief and recovery staff will be notified in readiness for relief activities and the potential transition from the response phase to a recovery phase. When the transition from response to recovery occurs, relevant staff will be advised accordingly.

6.5.5 Activation of Municipal Relief and Recovery Resources

Once Council is notified of an emergency event within the municipality, or that there is a high likelihood of an event occurring, the MRM will determine the need to notify relief and recovery agencies.

The agencies that should be notified in the first instance are the Red Cross and the Victorian Council of Churches Emergencies Ministry, contact can be made with other key agencies involved in relief and recovery services on an as needs basis. The MRM, or delegate, will request the agency or agencies to make stand by arrangements with volunteers and equipment.

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

6.6 Council's Relief Arrangements

6.6.1 Overview

For detailed information in relation to roles, responsibilities and functions of Emergency Relief refer to the [SEMP](#).

Relief comprises 11 functional activities:

- Community information
- Emergency shelter
- Food and water to individuals
- Drinking water to households
- Food supply continuity
- Psychosocial support
- Disbursement of material aid (non-food items)
- Reconnecting families and friends
- Health care and first aid
- Emergency financial assistance
- Animal welfare.

In the event of a requirement for any or all of the services of emergency relief, a request would be made via the MERC or DFFH, depending on situation, and in consultation with State Control, to the Municipal Emergency Management Officer who will activate the required services.

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

Emergency Relief Services

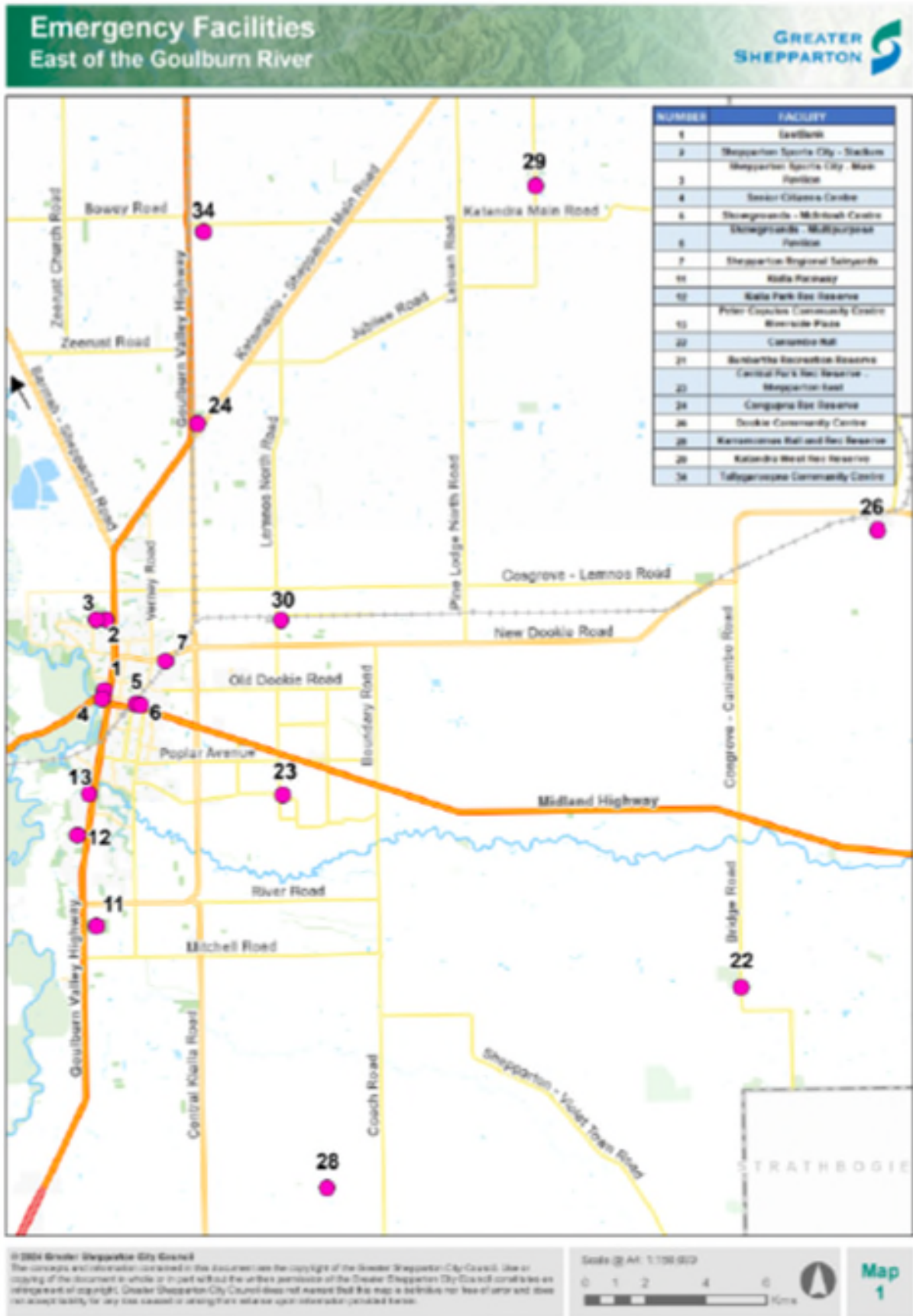
Emergency relief services can be provided at:

- the site of an emergency
- a dedicated relief centre operated by a Municipal Council (*see maps on following pages*)
- places of community gathering
- isolated communities
- transit sites, or
- other safe locations, as appropriate.

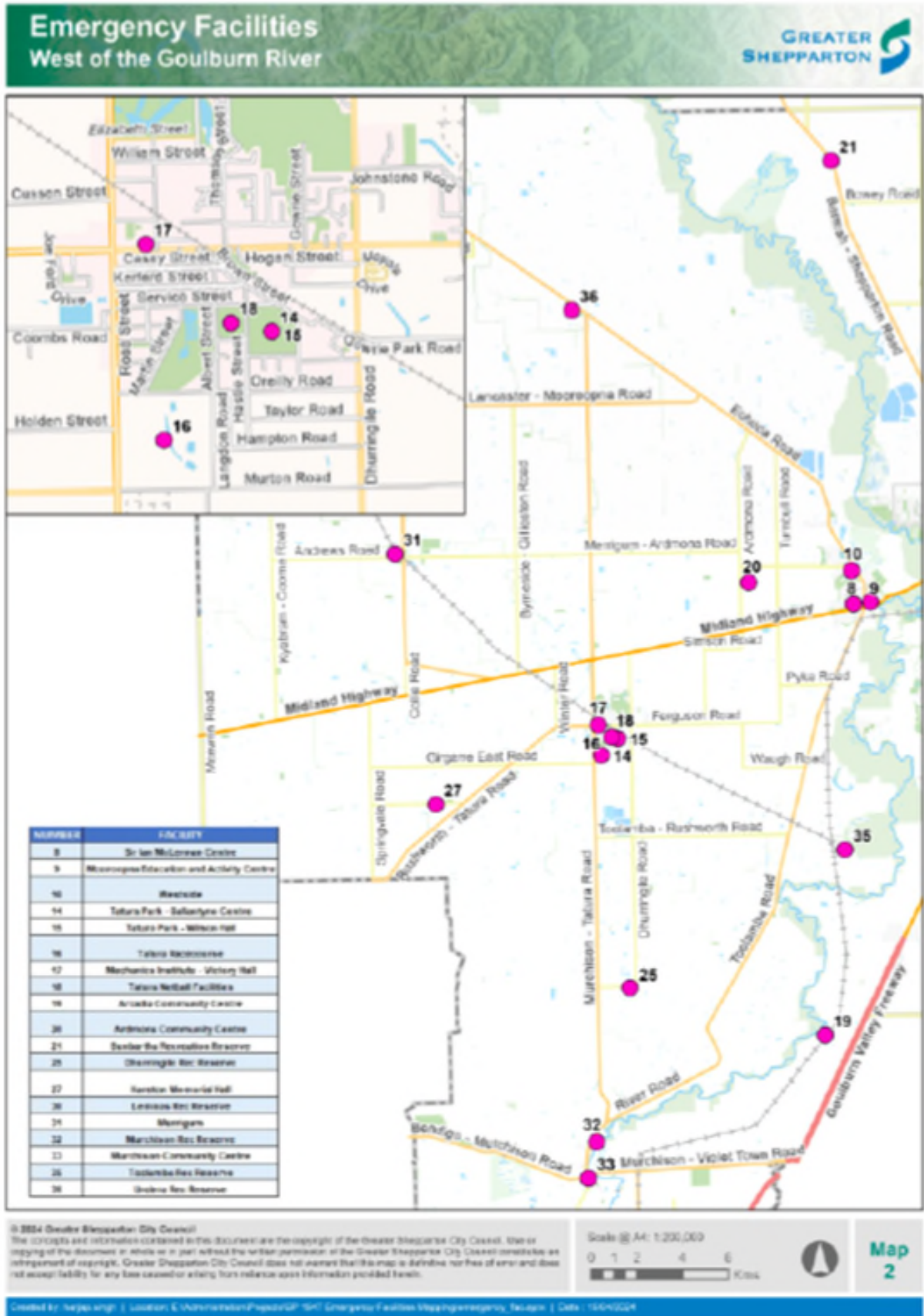
A relief centre is a place established by a Municipal Council to provide immediate and basic services to people affected by an emergency. Councils are responsible for establishing and managing relief centres. The Department of Families, Fairness and Housing will support municipal councils, as required, to ensure people affected by an emergency are receiving appropriate relief support services.

There will be times when the provision of relief services to the community will extend beyond the activation of a static relief centre. Where communities are isolated as a result of an emergency, the delivery of relief services through outreach activities is supported by the control agency.

Map 1 – Emergency Facilities east of the Goulburn River



Map 2 - Emergency Facilities west of the Goulburn River



6.6.2 Outreach Emergency Relief

Outreach emergency relief relates to the provision of relief services to the community at a variety of locations including;

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

The decision to activate emergency outreach relief is made by the Incident Controller/Control Agency and Emergency Management Team.

The circumstances of providing this service will always be different and could involve complex considerations including risks and consequences associated with the emergency, access routes and the circumstances of the affected community; including potential health and medical considerations, and logistical requirements to deliver the services. The delivery of these services could involve the assistance of other support agencies.

Once a decision has been made to activate outreach emergency relief the planning to deliver those services must include a representative of Council, the Municipal Emergency Management Coordinator, control agency and the Emergency Management Team as needed.

If activated the responsibility to coordinate the delivery of outreach emergency relief will be determined by Council's EMCG. This decision will consider the scale and consequences of the emergency and complexities associated with the delivery of the services.

The agreed arrangements to deliver these services should be approved by the Incident Controller before being put in place. The arrangements should also be included in the emergency management briefings to ensure there are no changes to the emergency which can impact on the delivery of the services.

6.6.3 Emergency Relief Centre

An emergency may require the opening and activation of an Emergency Relief Centre. The decision to activate the centre can be by the Incident Controller/Control Agency and Emergency Management Team via the MEMO.

Once a decision has been made to activate an emergency relief centre the Municipal Recovery Manager, in consultation with the MERC and the MEMO, will make arrangements to have the building opened and staffed.

Once an Emergency Relief Centre is activated this must be communicated to the Incident Controller and the Emergency Management Team.

Council recognises that the scale and consequences from an emergency may be greater than the capacity or capability to deliver all of the emergency relief services at a single facility. For that reason an emergency relief centre may triage the needs of the affected community and provide those services at a location away from the facility.

If activated the responsibility to coordinate Councils emergency relief centre will be determined by Council's EMCG. The decision will consider the scale and consequences of the emergency and complexities associated with opening the centre.

Management of an Emergency Relief Centre

The management of an emergency relief centre is detailed in the Emergency Relief Centre Standard Operating Procedures.

Council has undertaken a process to identify facilities within the municipality that may be used as emergency relief, recovery centres and community meetings.

Emergency Registration – Reuniting Families

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 Victoria Emergency Enquiry Centre. Registrations are collected via the Personal Information Form. Victoria Police is the commissioning agency for *Register, Find, Reunite* and delegates the responsibility for administering the service to Red Cross.

6.6.4 Non-Major Emergencies

Non-major emergencies are emergencies that damage or destroy a home or residence rendering it uninhabitable. Common causes of non-major emergencies include house fires, flash flooding, storms and gas leaks.

When this occurs, Council, the DFFH and other agencies may provide short term relief assistance to affected people. Where needed, this can include temporary short term emergency accommodation and material aid such as food, clothing and other essential items to affected individuals and households. Council staff may also attend the property to determine the health and safety risk associated with damaged or affected buildings or property.

This assistance is not intended to replace insurance or to act as compensation for loss. Services provided by agencies may also be subject to the personal circumstances and eligibility of each affected person/s.

When notified of a Non-Major Emergency, Council's internal arrangements may include notification of Councils:

- EMCG
- MRM and Deputies
- Emergency Case Managers (as appointed)
- Building Services, Municipal Building Surveyor
- Environmental Health Officers
- Statutory Planning
- Rates and Valuations
- Other notifications as required.

The circumstances of the emergency will determine Council's role.

Coordination of relief services will be in partnership with the support agencies.

Emergency Case Management

Emergency Case Management is the process of organising and providing a timely, coordinated approach to assess emergency-related needs including health care, mental health and human services needs that were caused or exacerbated by the emergency and may adversely affect an individual's or family's recovery if not addressed.

In support of this Council provides an Emergency Case Management Service managed by the Municipal Recovery Manager and which forms part of Council's relief arrangements.

The Emergency Case Management function is provided by Council's Community Directorate.

The service offered by Emergency Case Management includes:

- Assistance in putting in place immediate short term accommodation needs
- Assistance in putting in place immediate short term material aid; clothing, bedding, and other personal requirements
- Assistance in referring affected persons to agencies and organisations for emergency financial assistance
- Assistance in referring affected persons to services for psychosocial support
- Assistance in referring affected persons to other appropriate services and support.

The Emergency Case Management Role includes liaison with the Department of Families, Fairness and Housing for each individual incident.

6.7 Council's Recovery Arrangements

6.7.1 Recovery Environments

Recovery coordination from an emergency focuses on five environments:

Social Environment	The emotional, social, spiritual, financial and physical wellbeing of affected individuals and communities
Built Environment	The restoration of essential and community infrastructure
Economic Environment	The revitalisation of the affected economy, including agriculture
Natural Environment	The rehabilitation of the affected environment
Aboriginal Culture and Healing	Aboriginal culture is valued and respected, trauma is addressed and healing is supported

The five recovery environments are interrelated and provide a framework within which recovery can be planned, reported, monitored and evaluated. There are 14 functional areas across the environments. Within each functional area there are a number of recovery activities. An activity is a defined recovery program, service or product. At the state and regional level each activity has a lead agency responsible for its delivery.

For detailed information in relation to roles, responsibilities and recovery functions and activities refer to the [SEMP](#).

6.7.2 Council's Role in Recovery

The MRM and nominated deputies manage the relief and recovery process on behalf of Council.

Council's recovery responsibilities include:

- emergency shelter and accommodation for displaced households
- providing personal support and counselling referral Housing of displaced and lost/stray companion animals. Council's will work with the Victorian Farmers' Federation, RSPCA and Australian Veterinary Association where required
- secondary impact assessment — gathering and processing of information
- surveying and making a determination regarding occupancy of damaged buildings
- forming, leadership and supporting Municipal/Community Recovery Committees
- providing and staffing recovery/information centres

- providing and managing community development services and activities
- coordinating clean-up activities, including disposal of dead animals (domestic, native and feral)
- overseeing and inspecting rebuilding/redevelopment
- undertaking the assessment, restoration, clearing and rehabilitation of public buildings and assets (e.g. roads, bridges, sporting facilities, public amenities) where council is the manager of that building or asset.

Municipal Recovery Manager (MRM)

The municipal arrangements, roles and responsibilities for the MRM are detailed in the [SEMP](#).

In addition to these, responsibilities specific to recovery include:

- assess the impact of the emergency
- seek input of the affected community into decision-making
- bring together the responsible agencies to ensure that services and activities are provided in a coordinated manner
- communicate with the affected community the range of activities that will be provided.

The MRM does not have the authority to direct organisations. However, there is an expectation that through the relief and recovery processes agencies will provide services.

Prior to commencing any recovery processes the MRM should liaise with the Emergency Management Coordinator, Department of Families, Fairness and Housing, to determine if the recovery processes will be activated and coordinated at the regional or municipal level. The process of liaising between the municipal and regional level should be ongoing as the circumstances of the event may change.

6.7.3 Greater Shepparton Municipal Recovery Committee

For Greater Shepparton a Municipal Recovery Committee may be formed in response to an emergency that affects the municipality.

A Municipal Recovery Committee (Incident Specific) is the primary method for supporting recovery arrangements following an emergency. Municipal councils are responsible for establishing these committees as soon as possible. The decision to form this Committee will be made by Council's MRM in consultation with a representative from ERV, Council and other agencies as appropriate. The MRM is responsible for establishing this Committee.

Considerations to form this Committee will include the nature and consequence of the event and the impact on the functional areas within the five environments.

The key recovery partners on the Committee are those that can assist to deliver services relating to the recovery activities as well as members of the affected community/ies.

Membership of the Committee will depend on the consequences of the event and needs of the affected areas and should consider including:

- MRM, or representative
- Mayor/Councillor
- Council Community Development Officer (if appointed)
- Representative from relevant government agencies
- Representatives from personal support providers:
 - Victorian Council Of Churches Emergency Ministry
 - Salvation Army
 - Municipal recovery agencies
- Representative/s of Community Recovery Committee/s (if established)

- Community representation
- Representatives from community service providers in the affected area
- Representative of the Control Agency
- MERC
- Representative from Council as appropriate:
 - Marketing and Communications
 - Environmental Health
 - Planning and Building
 - Assets
- Representative from community groups
- Affected persons
- Business and Tourism Associations
- Non-government agencies.

This Committee assists Community Recovery Committees (if established), individuals and communities achieve an effective level of functioning. They can coordinate information, resources and services in support of an affected community, establish priorities and provide information and advice to the affected community and recovery agencies.

This Committee forms a pivotal connection between the Regional Recovery Committee (if established), MEMPC, Community Recovery Committee (if established), Community Recovery meetings (if established), affected community and Council. It provides a mechanism for community within an affected area direct access to the formal recovery processes at both municipal and regional levels.

This Committee is also the forum for capturing the data for the Secondary Impact and Post Emergency Needs Assessments.

The functions of this Committee include:

- monitor the overall progress of the recovery process in the affected community
- identify community needs and resource requirements and make recommendations to appropriate recovery agencies, municipal councils and the state's recovery management structure
- liaise, consult and negotiate, on behalf of affected communities, with recovery agencies, government departments and municipal councils
- liaise with the Department of Families, Fairness and Housing through the designated delegate
- undertake specific recovery activities as determined by the circumstances and the Committee.

Terms of Reference

Terms of Reference will be developed each time a Committee is established. These should be developed by the Committee with the assistance of Council staff.

6.7.4 Greater Shepparton Municipal Recovery Plan

The purpose of a Municipal Recovery Plan (Incident Specific) is to set out the arrangements for managing the planning and delivery of emergency recovery activities across the municipality in response to a specific emergency event.

The Greater Shepparton Municipal Recovery Committee is responsible for determining if a Municipal Recovery Plan is required. The Plan is developed by the Committee with the assistance of Council staff.

Significant emergencies can affect Council services, assets and infrastructure. If appropriate a summary of the impact and consequences of an emergency on Councils services, assets and infrastructure will be included in the Municipal Recovery Plan.

6.7.5 Community Recovery Committee/s

A Community Recovery Committee/s (Incident Specific) may be established in response to large scale events that impact the municipality and allows all members of affected communities to contribute to the municipal recovery processes. This ensures broad and diverse community input including into recovery monitoring.

The decision to establish this Committee/s rests with Council in consultation with the Municipal Recovery Manager, the Regional Recovery Coordinator, Emergency Recovery Victoria and the Municipal Recovery Committee. The Municipal Recovery Manager is responsible for establishing this committee/s.

This Committee/s shouldn't duplicate the roles and functions of the Municipal Recovery Committee, in a larger scale emergency event it provides a mechanism for community in affected areas direct access to the formal recovery processes at both municipal and regional levels.

Committee membership will be based on recruitment of representatives of organisations and individuals with a view of forming a Committee with a broad range of skills, experiences and interests.

Membership is open to all community members and may fluctuate depending on projects being undertaken. It is recommended that Committee membership is as representative of the local population as possible.

Council will provide a Community Recovery Officer to support the Committee. The objectives of this role are to act as a conduit between this Committee, Council, and the Municipal Recovery Committee and to assist with the development and implementation of the Community Recovery Plan.

The functions of this Committee are to:

- develop and implement a Community Recovery Plan
- represent the affected community
- monitor the overall progress of the recovery process in the affected community
- identify community needs and resource requirements and make recommendations to the Municipal Recovery Committee
- undertake specific recovery activities as agreed by the Committee

Community Recovery Plans are a process for the community to identify recovery issues. This community led process can include:

- consultation, visioning and priority setting workshops
- development of draft priorities
- submission of community priorities to funding bodies and coordinating agencies
- establishment of working groups to support these priorities
- close consultation with local government and relevant approval agencies.

Key points to consider when supporting communities to undertake this process are to:

- determine and clarify the role of the Community Recovery Committee (if established)
- determine what support the community wants or needs from the relevant agencies in facilitating the process
- provide good facilitation and structure of the planning process
- ensure the four recovery environments are considered
- ensure relevant approval agencies are included as early as possible in the process i.e. local government, Goulburn Valley Water, DEECA etc.
- ensure good community consultation and engagement practices are undertaken, give community a range of times and mechanisms to contribute to the planning process
- provide clear, consistent and transparent messages about what is and is not possible
- determine how the results will be communicated to community members and other agencies

- plan for need rather than according to funding availability.
- Community Recovery Plans may outline a wide range of priorities but are an important mechanism to identify how the communities can be supported by Council, State and Federal Governments, local agencies and other philanthropic organisations.

The Community Recovery Plans must be flexible documents that allow for regular review by each Committee. The timeliness of the implementation of these priorities will be different for each community and may be hindered by availability of funding. There must be a long-term commitment by all agencies involved.

Additional information to assist these Committees includes the *Community Recovery Handbook* from the Australian Institute for Disaster Resilience;
<https://knowledge.aidr.org.au/resources/handbook-2-community-recovery/>

Terms of Reference

Terms of Reference will be developed each time a Committee is established. These should be developed by the Committee with the assistance of Council.

6.7.6 Community Recovery Plan/s

The Community Recovery Committee/s is/are responsible for determining if a Community Recovery Plan (Incident Specific) is required. This Plan is developed and implemented by the Committee with the assistance of Council staff.

The Plan developed by the Committee should be specific to the impact and consequences of the emergency event impacting on the affected community.

6.8 Impact Assessment

To make appropriate decisions about relief and recovery activities relevant information about the needs of affected communities must be identified. These needs look beyond the immediate impacts of an emergency and consider the consequences of impacts on individuals/families (including companion animals), and communities (including livestock and other agri-business).

The three stages of assessing the impact of an emergency are:

Initial Impact Assessment (usually 24-48 hours after access to the area)

Response agencies undertake initial impact assessments which can help inform relief activities.

The Incident Controller is responsible for initiating and managing an Initial Impact Assessment. Triggers to determine the requirement for an Initial Impact Assessment should be considered in accordance with the state emergency management priorities.

Some practical examples include:

- injured/deceased persons (only Victoria Police are authorised to comment upon or release data relating to deceased persons)
- residential damage indicating displaced people
- damage to essential infrastructure (road, rail, power supply, water etc.)
- damage to facilities of community significance e.g. schools and hospitals
- identification of primary production impact and animal welfare requirements.

For a Secondary Impact Assessment to commence, the Incident Controller needs to be satisfied the impacted area is safe for non-responder personnel to operate in. The Incident Controller is required to facilitate the transition from Initial to Secondary Impact Assessment. Coordination of Secondary Impact Assessment is the responsibility of the nominated recovery agency.

Secondary Impact Assessment (within a four week period)

Impact assessment for relief and recovery requirements beyond the initial impact assessment are the responsibility for recovery coordinators' at each tier e.g. local/municipal – Greater Shepparton City Council, regional – ERV. Coordinating the Secondary Impact Assessment is a progressive and more holistic assessment of the impact of the event on the community. It considers built and natural environments, social and economic impacts and resulting community needs.

Post Emergency Needs Assessment

(can take up to twelve months or more depending on the scale of the event)

This assessment estimates the longer term psychosocial impacts on a community, displacement of people, the cost of damaged assets, and the impact that the destruction of assets and business disruption has on how members of a community live and connect with one another.

This assessment informs the medium to longer term recovery process, options for development, and builds the knowledge base of the total cost of emergencies that informs risk management. Often Government funding is provided to allow this work to occur.

6.8.1 Secondary Impact Assessment

A Secondary Impact Assessment is a subsequent progressive assessment of the consequences of an event on the community and informs a decision to form a Regional and/or Municipal Recovery Committee and Plan.

The Secondary Impact Assessment is consistent with the five environments, functions and activities previously detailed in this part of the Plan. The collection of data for the assessment for an emergency event is a shared responsibility with agencies having specific roles; these are detailed in the [SEMP](#).

The responsibility for coordination of the data for this assessment is dependent on the scale and consequences of the emergency. At the regional level it is coordinated by the ERV. At the municipal level it is coordinated by Councils.

Within the Greater Shepparton region it is the responsibility of the MRM to coordinate this assessment.

In some instances there may be no requirement to coordinate a Secondary Impact Assessment.

As detailed earlier in this Part of the Plan, the Municipal Recovery Committee is the forum for capturing the data for the Secondary Impact and Post Emergency Needs Assessments.

Secondary Impact Assessment data includes the consequences of the emergency on Council services, assets and infrastructure within the municipal boundaries. The responsibility for coordinating the consequences of an emergency on these is within Council's business continuity arrangements.

Council also has a responsibility to report to the Department of Treasury and Finance its involvement in, consequences of and recovery from an emergency event on services, assets and infrastructure.

Every agency with a responsibility to collect Secondary Impact Assessment data will have their own agency specific process to meet their responsibilities. Council's role is only intended as a coordination mechanism to bring all of the agency representatives together to collate the data at the municipal level.

6.8.2 Post Emergency Needs Assessment

The Post Emergency Needs Assessment is more accurate and detailed. It is aligned to the four environments, functions and activities previously detailed in this Plan and estimates the longer term psychosocial impacts on communities, cost of damage to assets and infrastructure, impact on the economic environment and interruption to business as part of the recovery phase.

The Post Emergency Needs Assessment is consistent with the four environments, functions and activities previously detailed in this part of the Plan. The collection of data for the assessment for an emergency event is a shared responsibility with agencies having specific roles; these are detailed in the [SEMP](#).

The responsibility for coordination of the data for this assessment is dependent on the scale and consequences of the emergency. At the regional level it is coordinated by ERV. At the municipal level it is coordinated by councils.

Within the Greater Shepparton region it is the responsibility of the MRM to coordinate this assessment.

The assessment informs the medium to longer-term recovery process and forms part of an event specific recovery plan.

In some instances there may be no requirement to coordinate a Post Emergency Needs Assessment.

As detailed earlier in this Part of the Plan, the Municipal Recovery Committee is the forum for capturing the data for the Secondary Impact Assessment.

Post Emergency Needs Assessment data includes the consequences of the emergency on Council services, assets and infrastructure within the municipal boundaries. The responsibility for coordinating the consequences of and longer term recovery from an emergency on these is within Council's business continuity arrangements.

6.9 Communication with Affected Community

6.9.1 Controllers and Regional Recovery Managers

During an emergency, the control agency is responsible for coordinating community information and engagement, which will include information to the community regarding the activation of emergency relief centres and general support services available to the community. This information is integrated within emergency warnings; Public Information and Warnings.

The control agency, regional recovery coordinator ERV and affected councils must work together to develop strategies to ensure that affected communities are well informed about the support and services available from all levels of government and partner agencies. Affected communities need consistent, repeated and coordinated information that spans immediate needs in line with the functions delivered by relief and recovery agencies.

The Department of Families, Fairness and Housing is responsible for coordinating and distributing regional relief information and ERV for recovery information for the public. Municipal councils lead the provision of local public information to affected individuals and communities.

The Department of Families, Fairness and Housing can assist municipal councils with initial (short-term) public information and communication – if requested or required. All communication plans should strive to ensure a high level of community engagement and encourage local connection using appropriate engagement strategies such as community meetings and forums.

6.9.2 Council Communication Objectives

Council's relief and recovery communication objectives are consistent with the Hume Region ERV and DFFH and work towards achieving the following objectives:

- Inform affected people in the municipality of the assistance available to them to assist in their relief and recovery
- Inform affected people in the municipality of the progress of relief and recovery and processes established to address relief and recovery issues
- Liaise with stakeholders and relief and recovery partners to promote a coordinated approach to communication and consistent messages to affected people.

Council's relief and recovery communication will also be consistent with the Red Cross "[Communicating in Recovery](#)" guide; a guide for people or organisations working and managing information in a post emergency environment. www.redcross.org.au

Phases of Communication

Council's relief and recovery communications will have three phases:

Phase One	Awareness building (short term)
Phase Two	Maintaining support and assistance (medium term)
Phase Three	Transition and continuing support (long term)

Consistent with the Red Cross "[Communicating in Recovery](#)" guide, all relief and recovery communication will be:

- Relevant
- Clear
- Targeted

Audience

Communication should also be targeted to meet the relief and recovery needs of the relevant audience. It should also be closely aligned with available services and updated as they change and evolve. The following is an example of the type of information that may be provided to affected groups:

Audience Group	Possible Impact	Information Needs
Individual / Families (consider the community diversity and the needs of vulnerable people)	<ul style="list-style-type: none"> • Damage to home (rented or own home) • Displaced from home • Interruption from work and income (due to closure, access or damage to home) • Health and safety • Disruption to local services and roads 	<ul style="list-style-type: none"> • Financial assistance • Accommodation options • Health and safety information • Psychosocial support. • Clean-up and rebuilding • Up-to-date local information on recovery progress
Agriculture and Business e.g. tourism operators, farmers, local shops	<ul style="list-style-type: none"> • Damage to land, business or livestock • Loss of income • Health and safety 	<ul style="list-style-type: none"> • Clean-up and rebuilding • Health and safety information • Financial assistance • Industry specific information for recovery

	<ul style="list-style-type: none"> Disruption to local services and roads 	<ul style="list-style-type: none"> Psychosocial support Up-to-date information on recovery progress
Government and Community Services e.g. local council, recovery support agencies, schools, health services.	<ul style="list-style-type: none"> Affected directly by emergency (damage / access restriction) Increased demand for services due to emergency 	<ul style="list-style-type: none"> Information on supports available so that requests are managed and/or referred (available in community languages as required) Up-to-date information on recovery progress
Community Groups, Industry Peak Bodies and Local Networks e.g. CALD, sports groups, Critical Incident Support Services, Citizens Advice Bureau	<ul style="list-style-type: none"> Affected directly by emergency (damage / access restriction) Increased demand for services due to emergency 	<ul style="list-style-type: none"> Information on supports available so that requests are managed and/or referred (available in community languages as required) Up-to-date information on recovery progress

Communication Tools

Communication tools and outlets that can be used as needed during or after emergencies to effectively communicate to affected people and communities have been previously detailed in this Plan and include:

- **Part 3**
 - 3.4.11 Municipal Partnerships, Strategies And Plans
- **Part 5**
 - 5.4.6 Public Information and Warnings
 - 5.4.7 Communicating with non English speaking people or people with a disability
 - 5.4.8 Vulnerable Persons
 - 5.4.9 Council Communications
- **Part 6**
 - 6.10.3 Community Networks

Council's communication during, and/or after emergencies, will be to utilise a combination of these capabilities.

6.10 Supporting Arrangements

6.10.1 Councils Relief and Recovery Service Providers

Council undertakes planning to build local arrangements and to understand capacity and capability in support of relief and recovery. This work is ongoing and continually evolving. Council's relief and recovery service providers can be accessed by contacting the Emergency Management Coordinator.

6.10.2 Community Health Organisations

DFFH has coordination responsibilities for regional relief coordination including psychosocial supports. Supports are provided through the Victorian Council of Churches Emergency Ministry and The Australian Red Cross. DFFH has also engaged an Emergency Management Psychosocial Services Panel of service providers, including clinical psychologists and other professionals with specialist expertise in psychosocial recovery and post-traumatic emergency support, to provide support to Victorian communities impacted by natural disasters and other major emergencies.

6.10.3 Community Networks

Recovery planners, coordinators and managers should always be aware of the value of existing community networks as a conduit for information delivery, needs identification and support of those affected. These established networks are significant in the community and often have an inherent value that newly developed service networks may never develop.

Where possible and appropriate, existing community networks in an affected community should be actively engaged and supported in the relief and recovery processes.

Council also has an extensive and diverse network of partnerships and relationships that can be utilised. In a broad sense these include:

- Community and township networks
- Animals, environment and waste
- Culturally and Linguistically Diverse Communities
- People with a disability
- Business and industry
- Visitors and tourism
- Building planning and infrastructure.

These networks and partnerships are constantly evolving. Council's use of community networks in relief and recovery will be to utilise a combination of these.

6.10.4 Community Meetings

Community meetings may be conducted by response agencies as part of their role in keeping communities aware of the current emergency situation before, during and after events. Council will consider including appropriate relief and recovery services in those meetings.

As soon as practicable after an emergency, the Recovery Coordinator of the incident, at either the regional or municipal level, should arrange community meetings. These sessions are the first practical step in the process of ensuring a community is actively involved in the recovery process.

These sessions can also be used to support the development of Municipal and/or Community Recovery Committees. The role of community meetings in the recovery context is to provide:

- Clarification of the emergency event (control agency)
- Advice on services available (recovery agencies)
- Input into the development of management strategies (Council)
- Advice to affected individuals on how to manage their own recovery, including the provision of preventative health information (specialist advisers).

6.10.5 Community Recovery Officer

This position may be established in response to large scale events that impact multiple areas within the municipality. In these circumstances the coordination of multiple community recovery activities exceeds council's capacity.

The decision to establish this position rests with Council in consultation with the MRM, the Regional Recovery Coordinator, ERV, and the Municipal Recovery Committee. The MRM is responsible for establishing this position.

If approved, Council may be funded to appoint a Community Recovery Officer dedicated to the recovery process from an emergency event.

The role of a Community Recovery Officer is to assist community recovery activities and act as a conduit between affected community, Council and the regional and municipal recovery processes.

Specific roles and responsibilities of a Community Recovery Officer will be developed to be appropriate to the nature and consequences of each emergency event.

6.10.6 Community Engagement

Community engagement for the purposes of recovery will be consistent with Council's Community Engagement Policy.

6.10.7 Emergency Recovery Centre

An Emergency Recovery Centre is a building set up and staffed to be a "one stop shop" for affected residents to access to have their emotional, social, economic, and physical well-being needs addressed so people can resume a semblance of normal life as quickly as possible.

Emergency Recovery Centres are coordinated and staffed by Council and other service delivery personnel from agencies and government departments.

The time span of, and the services offered by a recovery centre is dependent on the needs of the community.

Council's Emergency Management Coordination Group is responsible for establishing Emergency Recovery Centres.

6.10.8 Council's Business Continuity

Significant emergencies can affect Council services, assets and infrastructure. If these are affected it may be necessary to activate Council's business continuity arrangements to:

- Ensure that Council services continue to community, both those affected by the emergency and those not affected
- Assess, repair and/or reinstatement of Council assets and infrastructure
- Coordinate Council's internal recovery from the emergency event.

Council's business continuity arrangements are responsible for coordinating the consequence of an emergency on Council's services, assets and infrastructure. A summary of the impact and consequences of an emergency on Council's services, assets and infrastructure will be included in the Municipal Recovery Plan (if activated).

It may not be necessary for these arrangements to be activated for every event.

6.10.9 Supply of Goods and Services

Municipal councils and other relief agencies obtain and pay for goods and services through their own supply systems. The MRM, with the assistance of ERV, will co-ordinate the acquisition and supply of goods and services which cannot be provided locally by Council or its municipal partners. When goods can only be obtained in such a manner, approval for payment from the ERV is required prior to the goods being obtained.

6.10.10 Emergency Financial Assistance

Emergency financial assistance is intended to help eligible individuals meet their basic needs in a dignified manner. Depending on the scale of an emergency this may be considered at both the State and Federal levels.

Department of Families, Fairness and Housing Emergency Relief Assistance

Emergency relief assistance payments are available to reduce personal hardship following an emergency, by helping to meet the immediate essential health, safety and wellbeing needs of affected Victorians. Emergency relief payments are available to eligible residents within seven days of an emergency.

Emergency relief assistance is provided on a needs assessment basis, and is available to assist households after house fires, and after the following natural emergency events:

- Bushfires
- Floods
- Severe storms
- Earthquakes.

<https://services.dffh.vic.gov.au/personal-hardship-assistance-program>

Services Australia (Centrelink) Crisis Payments

Crisis payments provide a one off payment to help people who are experiencing difficult or extreme circumstances. The eligibility for Crisis payment is based on current circumstances - the reason why severe financial hardship is being experienced. Crisis payment may be available if residents:

- Are eligible for an income support payment
- Have severe financial hardship, and
- Go through a natural disaster not covered by the specific Disaster Recovery Payment

<https://www.servicesaustralia.gov.au/crisis-payment>

Disaster Recovery Funding Arrangements

Joint arrangements between the Australian and Victorian governments provide funding through the *Disaster Recovery Funding Arrangements* to government departments, municipal councils and affected community to assist in the recovery process. In Victoria this is oversighted by Emergency Management Victoria.

More information can be found at <https://www.emv.vic.gov.au/natural-disaster-financial-assistance>

6.10.11 Animal Welfare

In the first instance the responsibility for the welfare of an animal remains with the person or persons in charge of that animal. In support of this, many agencies and organisations are available to assist during emergencies in Victoria.

The arrangements for animal welfare are determined by the [Victorian Emergency Animal Welfare Plan](#). This determines that:

- the Department of Jobs, Precincts and Regions is the primary state agency for the provision of welfare support for all animals other than wildlife in emergencies
- the Department of Energy, Environment and Climate Action is the primary state agency for the provision of welfare support for all wildlife in emergencies.
- municipal councils are responsible for the coordination of:
 - identification of affected animals (registration of companion animals and livestock)
 - management of animals at Emergency Relief Centres
 - management of stray or roaming animals
 - overall animal welfare assessment
 - veterinary treatment and triage
 - humane destruction or salvage slaughter
 - carcass disposal
 - provision of emergency pet food, livestock fodder and water

6.10.12 Release of Personal Information

The Privacy and Data Protection Act 2014 (PDPA) recognises that information privacy law is not a barrier to appropriate information sharing in emergencies. It provides for personal information to be shared in certain circumstances, including where an individual's life or safety is at risk.

In the context of planning for, and in the event of an emergency, there is often little time to assess the situation fully. The potential risk associated with not sharing personal information in an emergency needs to be considered. Tragedies should not occur as a result of a misunderstanding of privacy legislation.

Organisations collect and handle a wide variety of personal information for a range of purposes. During an emergency, information held by one organisation may be of significant benefit to another organisation involved in emergencies.

Personal information may be useful in an emergency situation for the purposes of:

- identifying those who are injured, missing or dead, or otherwise involved in the emergency
- helping individuals to access services including repatriation, medical or other treatment, health, financial or other humanitarian aid
- assisting law enforcement
- coordinating or managing the emergency
- ensuring people who are responsible for individuals (such as next of kin) are kept informed about the emergency or disaster response to those individuals.

The PDPA provides a level of assurance to individuals that their personal information will be collected and handled appropriately, and not be misused by public sector organisations. The PDPA supports information sharing where there is a legitimate purpose.

Further information is available from the Office of the Victorian Information Commissioner; <https://ovic.vic.gov.au/>