



West Wimmera Shire Municipal Emergency Management Plan 2021-2024



Public Copy



Health
and Human
Services



Department of
Environment, Land,
Water & Planning



Department of
Economic Development,
Jobs, Transport & Resources

Contents

1	Introduction	4
1.1	Acknowledgement of Country.....	4
1.2	Authority	4
1.3	Plan assurance and approval	4
1.3.1	Assurance	4
1.3.2	Approval	4
1.4	Plan review	5
1.5	Disclaimer.....	5
1.6	Plan aim and objectives.....	5
2	Municipal district characteristics	5
2.1	Topography	5
2.2	Demography	6
2.3	Vulnerable persons (community organisations and facilities).....	6
2.4	Municipal location map	6
2.5	History of emergencies.....	7
2.5.1	Fires	7
2.5.2	Floods.....	7
2.5.3	Blue Green Algae	8
2.5.4	Biosecurity	8
2.5.5	Pandemic	9
3	Planning arrangements.....	9
3.1	Victoria’s emergency management planning framework.....	9
3.2	The MEMPC, sub-committees and working groups	10
3.3	Sub-plans and complementary plans	10
3.3.1	Sub-plans	10
3.3.2	Complementary plans	10
4	Mitigation arrangements	11
4.1	Introduction.....	11
4.2	Hazard, exposure, vulnerability and resilience	11
4.3	Risk assessment process and results	11
4.4	Treatment plans.....	12
4.5	Monitoring and review	12
5	Response (including relief)	12
5.1	Introduction.....	12
5.2	Strategic control priorities	12
5.3	Event categorisation	13

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 2 of 25
Review date	August 2024		

5.3.1	Operational tier	13
5.3.2	Classes of emergency	13
5.3.3	Classification of emergencies	13
	• Level one – small scale emergency (less than 24-hour impact)	14
	• Level two – medium-scale emergency (more than 24 hours)	14
	• Level three – large scale emergency (multiple days impact)	14
5.4	Phases of activation	14
5.4.1	Alert	14
5.4.2	Action	14
5.4.3	Stand down	14
5.5	Incident Control Centre (ICC)	15
5.6	Command, control, coordination	15
5.6.1	Control	15
5.6.2	Command	16
5.6.3	Coordination	16
5.7	Local response arrangements and responsible agencies	16
5.8	AIMS	16
5.9	Financial considerations	17
5.9.1	Donations	17
5.10	Neighbourhood Safer Places (Bushfire Place of Last Resort) and Community Fire Refuges 17	
5.11	Planning for cross-boundary events	17
5.12	Resource sharing protocols	18
5.13	Debriefing arrangements	18
6	Transition to recovery	18
7	Recovery arrangements	19
8	Evaluation and continuous improvement	19
9	Roles and responsibilities	20
9.1	Introduction	20
9.2	Emergency management agency roles and responsibilities	20
10	Appendices	21
	Appendix A - Acronyms	21
	Appendix B – Contact directory	22
	Appendix C – Restricted information	22
	Appendix D – Distribution	22
	Appendix E – Sub plans and complimentary plans	22
	Appendix F – Maps	24

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 3 of 25
Review date	August 2024		

1 Introduction

1.1 Acknowledgement of Country

The West Wimmera Shire Municipal Emergency Management Planning Committee (WWS MEMPC) acknowledges Aboriginal and Torres Strait Islander people as the Traditional Custodians of the land. The committee also acknowledges and pays respect to the Elders, past, present and emerging and is committed to working with Aboriginal and Torres Strait Islander communities to achieve a shared vision of a safer and more resilient community.

1.2 Authority

In 2020, the [Emergency Management Legislation Amendment Act 2018](#) amended the [Emergency Management Act 2013 \(EM Act 2013\)](#) (Act) to provide for new integrated arrangements for emergency management planning in Victoria at the state, regional and municipal levels. It created 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 organisation, industry or personal expertise to the task of emergency management planning for the municipal district.

This plan has been prepared in accordance, and complies, with the requirements of the [Act](#) including having regard to the guidelines issued under s77, [Guidelines for Preparing State, Regional and Municipal Emergency Management Plans](#).

1.3 Plan assurance and approval

1.3.1 Assurance

A Statement of Assurance (including a checklist and certificate) has been prepared by the West Wimmera MEMPC and submitted to the REMPC pursuant to the [Act](#) (s60AG).

This planning template holds similar information as MEMPs developed for the Wimmera Emergency Management Resource Sharing Partnership municipalities of Hindmarsh, Horsham and Yarriambiack. Plans have been administered by members of the Wimmera Emergency Management Team. Each plan is done in collaboration with the four MEMPCs, however, are individualised to the specific MEMPC.

Meets assurance general: Plan has been prepared with regard to the following guidance in ministerial guidelines issued under the [Act](#) s77 ([Guidelines for Preparing State, Regional and Municipal Emergency Management Plans](#))

1.3.2 Approval

This plan has been written and approved by the West Wimmera MEMPC at its meeting held on the 19 August 2021.

The plan has been through an assurance process overseen by the Grampians REMPC and is self-assured by the WW MEMPC. This Plan comes into effect when it is published and remains in effect until superseded by an approved and published update.

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 4 of 25
Review date	August 2024		

1.4 Plan review

The MEMP will be reviewed and updated as required:

- Annually in full or in part at each MEMPC meeting
- After each major event where the plan has been activated
- Where the MEMP has been exercised

To ensure the plan provides for a current integrated, coordinated and comprehensive approach to emergency management and is effective, it is to be fully reviewed at least every three years. An urgent update of this Plan is permitted if there is a significant risk that life or property will be endangered if the plan is not updated ([Act](#) s60AM). Urgent updates come into effect when published on the municipal council website.

This Plan will be reviewed not later than August 2024. This Plan is current at the time of publication and remains in effect until modified, superseded or withdrawn.

Appendix F: [Amendment Register](#)

1.5 Disclaimer

No reader should act based on any matter contained in this publication without appreciating that it may be the subject of amendment or revocation from time to time without notice. The members of the WWSMEMPC expressly disclaim all and any liability (including liability in negligence) to any person or body in respect of anything and of the consequences of anything done or omitted to be done by any such person or body in reliance, whether total or partial, upon the whole or any part of this publication.

1.6 Plan aim and objectives

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

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

2 Municipal district characteristics

2.1 Topography

The West Wimmera Shire is approximately 9,108 square kilometres and is situated along the Victoria-South Australia border, about halfway between Melbourne and Adelaide. The Shire is bordered by the Mildura Rural City Council in the north, the state of South Australia to the west, the municipalities of Horsham and Hindmarsh to the east and the municipalities of Glenelg and Southern Grampians in the south. The northern area of the municipality consists of the major townships of Kaniva, Lillimur, Miram and Serviceton, the central area of Goroke, Edenhope and Apsley and the southern area of Dergholm, Harrow and Chetwynd.

The West Wimmera Shire is comprised of varying flatlands in the north, rolling hills in the central region to very steep terrain in the south. Numerous sandy ridges run north-south and soils vary from very heavy clay to pure sand.

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 5 of 25
Review date	August 2024		

The Big Desert Wilderness Park lies in the north of the Shire with the Glenelg River in the south and Little Desert National Park and Lake Charlegrark in the centre. Along the west of the Shire, the great 4WD Border Track trails the boundary between Victoria and South Australia. The Shire contains around 25% of Victoria’s inland wetlands and many local lakes, with the South East containing about 3000 wetlands and being dotted with stately Red Gums.

2.2 Demography¹

The total population of the region is 3,903 people. West Wimmera Shire has one of the lowest actual and projected annual population changes in the state. People aged 25–44 are strongly under-represented in the population with 18.2 % while those aged 65 + make up 24.7% of the population. These statistics reflect an ageing population and the willingness of younger generations to move in search of better employment.

The statistics on social disadvantage and engagement also indicate that within West Wimmera Shire:

- the percentage of people who help as a volunteer is among the highest in the state.
- male life expectancy is among the lowest in the state.
- the rates of avoidable deaths among people aged less than 75 from both cardiovascular diseases and all causes are among the highest in the state.
- the median household income is among the lowest in the state.

The main townships of the municipality are Edenhope, Kaniva, Harrow, Goroke and Apsley, with smaller townships of Serviceton, Chetwynd, Dergholm, Lillimur and Miram. Edenhope lies on the Wimmera Highway and is built on the banks of Lake Wallace. With a population of around 946 people (1), Edenhope is the southern administrative hub of the Shire. Kaniva is the northern hub with a population of approximately 803 people (1). Located on the Western Highway and the Melbourne- Adelaide Railway, Kaniva is a popular stopping place for people travelling between Melbourne and Adelaide

2.3 Vulnerable persons (community organisations and facilities)

The state-wide database for vulnerable people is regularly updated and available via Victoria Police for response agencies in the event or possible event of a major incident. West Wimmera Shire Council provides a Vulnerable Person Coordinator who assists other agencies with maintaining their entries in the state-wide database on an ongoing basis.

Facilities including schools, health services and aged care and disability services are listed in the Vulnerable Persons Register and need to be considered as vulnerable facilities which would require extra care and attention when dealing with evacuation and emergency procedures.

2.4 Municipal location map

Refer to [Appendix F](#)

¹ <https://quickstats.censusdata.abs.gov.au/>

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 6 of 25
Review date	August 2024		

2.5 History of emergencies

2.5.1 Fires

The municipality has a history of lightning strikes in particular within the Little Desert National Park, Big Desert Wilderness Park and the scattered remnants of vegetation. The addition of agricultural machinery and stubble burning are also factors that increase the likelihood of ignition in the broadacre cropping area in the north. Whilst the frequency of fires within the West Wimmera Shire is high, the impact is mostly within the public land estate or open farmland and does not regularly impact the townships of the municipality.

Year	Location	Size [ha]	Ignition Source
2014/15	LITTLE DESERT - JACOBS TRACK 2	670	LIGHTNING
2014/15	LITTLE DESERT - SALT LAKE TRACK	130	LIGHTNING
2014/15	LITTLE DESERT - EAST WEST TRK	250	LIGHTNING
2014/15	LITTLE DESERT - BROUGHTONS TRK	3200	LIGHTNING
2014/15	EDENHOPE - JOHNSONS TRK	1700	LIGHTNING
2014/15	LITTLE DESERT - MT MOFFAT TRK	130	LIGHTNING
2014/15	LITTLE DESERT - LILLIMUR TRK	510	LIGHTNING
2014/15	LITTLE DESERT - LILLIMUR TRK NO 2	922	LIGHTNING
2015/16	YANIPY - MIRAM SOUTH RD	115	BURNING VEHICLE, MACHINE
2016/17	MINIMAY - NEUARPURR - MINIMAY RD	241	BURNING VEHICLE, MACHINE
2016/17	MIRAM SOUTH - MIRAM SOUTH ROAD	107	LIGHTNING
2017/18	WIMMERA 36 - TELOPEA DOWNS - CHAPPLE RD	104	LIGHTNING
2017/18	WIMMERA 49 - WOMBELANO - PINE HILLS NO TWO RD	160	EXHAUST, OTHER
2019/20	WIMMERA 18 - LITTLE DESERT - KOONIK TK	1477	LIGHTNING
2019/20	WIMMERA 29 - YALLAKAR - ROSS MCDONALDS RD	278	LIGHTNING
2019/20	WIMMERA 43 - LITTLE DESERT - EAST WEST TK	225	LIGHTNING

Table 1 Major Fire Summary

2.5.2 Floods

West Wimmera Shire Council has towns that are subject to stormwater and riverine flooding. Towns that are prone to stormwater flooding include Apsley and Edenhope. Flood events within West Wimmera have been infrequent over the last decade.

In September of 2010 and January of 2011, the Shire experienced above-average rainfalls and as a result, experiences localised flooding which filled a majority of their wetlands. The Glenelg River has experienced minor flooding at various times with the township of Harrow primarily the main one in the Shire which has been affected.

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 7 of 25
Review date	August 2024		

The most recent flood event recorded in 2016 was a large flood event impacting the townships of Apsley, Edenhope, Chetwynd and Harrow causing damage to buildings and infrastructure.

Year	Description
September 2016	Large flood events in Apsley, Edenhope, Chetwynd and Harrow causing damage to buildings and infrastructure.
January 2011	Large flood events caused damage to buildings and infrastructure in Edenhope, Apsley, Chetwynd and Harrow.
December 2010	The largest recent flood event in Harrow, Apsley, Chetwynd and Harrow causing significant damage to buildings and infrastructure.
September 2010	Flooding in the Glenelg River impacting Harrow.
1996	Flooding in the Glenelg River impacting Harrow.
1992	Flooding in the Glenelg River impacting Harrow.
1991	Minor flooding in the Chetwynd River impacting Chetwynd.
1988	Flooding in the Glenelg River impacting Harrow.
1984	Flooding in the Glenelg River impacting Harrow.
1983	Flooding in the Glenelg River impacting Harrow.
1981	Flooding in the Glenelg River impacting Harrow.
1975	Flooding in the Glenelg River impacting Harrow.
1973	Minor flooding in the Chetwynd River impacting Chetwynd.

Table 2 Major Flood Summary

2.5.3 Blue Green Algae

Blue-green algae (BGA) or cyanobacteria are photosynthetic bacteria. They are a natural part of most aquatic environments and are found in streams, lakes, estuaries and the sea. Significant levels of BGA in water bodies can affect the natural ecosystem and potentially impact on human health.

Blooms are common in the warmer months in Victorian rivers and lakes and can be triggered by a combination of:

- nutrients in the water
- low water inflows and storage levels
- warmer weather conditions

Several of the water bodies in the West Wimmera, particularly shallow lakes have a history of regular BGA blooms. Lake Charlegrak is one of the more susceptible to blooms in the West Wimmera and has a recent history of toxic BGA levels above that for recreational waters that have remained present for over 24 months, resulting in extended closure of the lake to recreational activities.

BGA blooms are managed by the relevant water body manager in line with the Victorian Blue Green Algae Circular.

2.5.4 Biosecurity

The biosecurity threats assessed by Agriculture Victoria as being a high threat to West Wimmera:

- Plant Biosecurity Threat – Khapra Beetle
- Animal Biosecurity Threat - Anthrax
- Animal Biosecurity Threat - Foot and Mouth Disease

History of biosecurity emergencies in the West Wimmera:

Locusts incursions - Pest Plague Late in 2010 and early in 2011 a plague of locusts ravaged the state of Victoria impacting greatly on the agricultural industry of the municipality. The occurrence of high summer and autumn rainfall provided an ideal environment for extensive breeding and egg-laying. The Australian plague locust is a native Australian insect and is a significant agricultural pest.

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 8 of 25
Review date	August 2024		

2.5.5 Pandemic

The West Wimmera Shire has been affected, like all Councils in Victoria with the coronavirus disease 19 (COVID19). The West Wimmera Shire Pandemic Plan (PP) provides guidance for the West Wimmera Shire Council and other pandemic influenza stakeholders in the municipality to appropriately plan for and effectively respond to pandemic influenza conditions. The PP is supported by a set of operational documents, including Council Pandemic Influenza Response Procedures and Council's Business Continuity Plan (BCP).

3 Planning arrangements

3.1 Victoria's emergency management planning framework

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

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

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

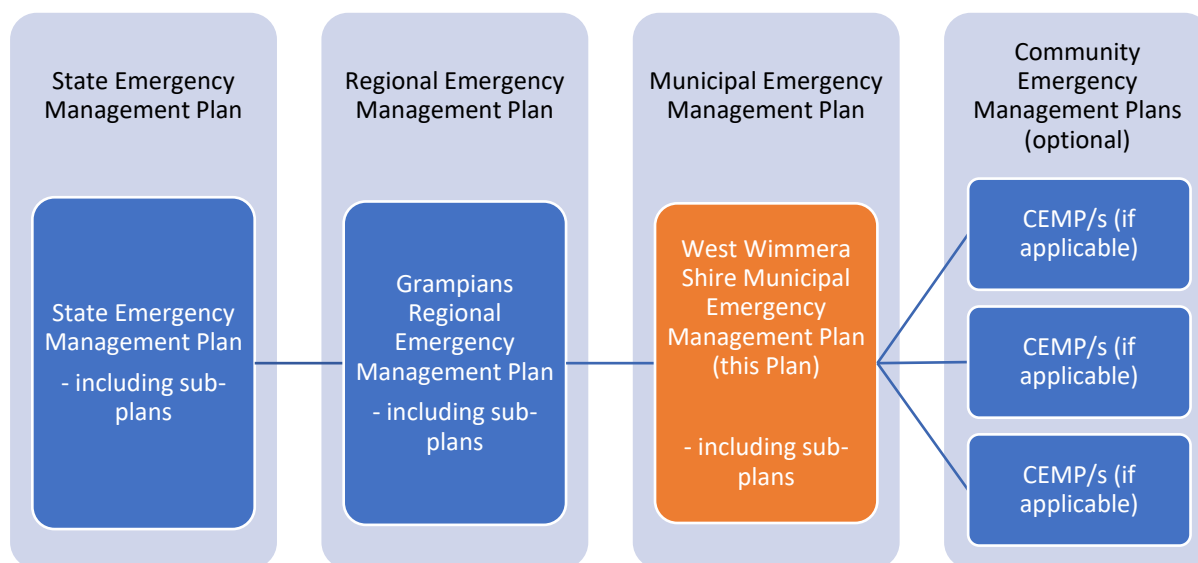


Figure 1: Plan hierarchy

West Wimmera Shire Municipal Emergency Management Planning Committee's main purpose is to develop the Municipal Emergency Management Plan (MEMP) for Council's consideration in relation to the prevention, response and recovery arrangements in relation to emergencies that may impact the West Wimmera Shire Municipality.

The Terms of Reference for the Committee can be accessed at West Wimmera Shire MEMPC Terms of Reference.

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 9 of 25
Review date	August 2024		

It is not the role of the MEMPC to manage emergencies. This is the responsibility of agencies allocated the role due to their expertise and resourcing to manage emergency events as the Control Agency or aspects of them in support of the Control Agency.

Multi-agency collaboration is paramount to good municipal emergency management planning and implementation. Emergency services and recovery agencies work together at the municipal level to plan, prepare, respond and recover for all emergencies, taking a broad risk approach.

Control agencies responsible for each risk area will involve other agencies (including local government) in a support capacity. These relationships work because of:

- Annual exercising
- Identification of trigger points and level of activation
- Communications to stakeholders and the community
- Working together as one culture

Appendix B: [MEMPC Agency 24 Hour Contact List](#) contains a list of agency 24-hour contact details for the MEMPC.

The West Wimmera Shire MEMPC emergency services sub-plans may be consistent or have some similarity in wording with other MEMPC's as these agencies crossover MEMPC boundaries. Local government plans and those plans from support agencies, where included, may also be consistent or have some similarity in wording. As far as is practically understood there is no conflict of national, state or local legislation within this MEMPC.

3.2 The MEMPC, sub-committees and working groups

3.3 Sub-plans and complementary plans

3.3.1 Sub-plans

The MEMPC will determine if a sub-plan is required to detail more specific or complex arrangements that either enhance or contextualise this Plan. All sub-plans are multi-agency plans and maybe hazard-specific where the consequences are likely to be significant, for example, a municipal flood response sub-plan.

All sub-plans to this Plan are subject to the same preparation, consultation, assurance, approval and publication requirements as this Plan, as outlined in the [Act](#) Part 6A

Agencies with roles or responsibilities in a sub-plan must act in accordance with the plan ([Act](#) s60AK).

[Sub Plans](#)

3.3.2 Complementary plans

Complementary plans are prepared by industries/sectors or agencies for emergencies that do not fall within the [Act](#) Part 6A. They are often prepared under other legislation, governance or statutory requirements for a specific purpose.

Complementary plans do not form part of this Plan and are not subject to approval, consultation and other requirements under the [Act](#).

A list of complementary plans that have significance to the comprehensive, coordinated and integrated emergency management arrangements in the municipal district is included.

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 10 of 25
Review date	August 2024		

4 Mitigation arrangements

4.1 Introduction

Government and non-government organisations, commercial enterprises and community members are all expected to undertake mitigation measures within their areas of responsibility. For example:

- Private businesses prepare business continuity plans
- Aged care and health facilities have emergency management plans
- Farmers have appropriate fire control measures at harvest
- Fire agencies will conduct strategic controlled burn programs
- Council implements relevant planning, prevention and mitigation measures within its authority, responsibility and policies
- Community members have personal emergency plans
- Organisations and individuals have appropriate levels of insurance

4.2 Hazard, exposure, vulnerability and resilience

Future vulnerabilities will include larger landholdings managed by consortiums and serviced by contractors leading to declining populations across the shire.

This demographic combined with an ageing population has seen previously robust rural communities replaced by smaller, older more vulnerable communities isolated from services. The shift in the population may reduce emergency services volunteer capacity and resources potentially leading to delayed suppression activities in rural areas.

Changes in farming practices have led to increased fuel content being left on the ground throughout the year potentially increasing fire spread due to continuity of fuel load. Hay production is widespread throughout the shire and there is potential for spontaneous combustion in stored product.

An increase in individuals purchasing property for investment purposes has resulted in more absentee landowners. These landowners traditionally have less understanding of fuel and fire management requirements, have little engagement with the community and live externally to the municipality. This limits their capacity and ability to undertake regular fuel management works and participate in local community networks.

As predicted by the Victorian Government's climate change projections, an increase in temperature can be expected in the future. This escalation in temperature will potentially increase the likelihood and frequency of heatwaves across the municipality. Increased heatwaves in conjunction with an ageing population could be a cause for concern.

4.3 Risk assessment process and results

Emergency risk management is a systematic process that produces a range of measures that contribute to the community and environmental wellbeing. 'Unexpected' emergencies can affect the community differently as they generally happen without warning or predictability. These may include transport accidents, flash floods, terrorism and structure fires. Due to the 'unexpected factor' of these events, it is difficult to plan all suitable countermeasures at the municipal level.

The West Wimmera Shire MEMPC recognises it has a key role in prevention and mitigation activities to reduce the risk or minimize the effects of emergencies that may occur in the West Wimmera municipality. See [Appendix E](#) for the West Wimmera Shire Risk plan

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 11 of 25
Review date	August 2024		

4.4 Treatment plans

Treatment plans are developed at the council and agency levels to mitigate the risk of hazards that impact the municipality. The hazards and the associated risks are recorded in a risk register. Where the risk is of sufficient magnitude, hazard-specific sub plans are developed, which may contain mitigation arrangements. Other sub-plans and arrangements may be developed that:

- Manage specific hazards of a technical nature such as biosecurity risks or pandemics
- Support Control Agencies and their arrangements e.g. resource support arrangements
- Contribute to the overall management of an emergency e.g. Emergency Animal Welfare Support Sub-plan

[See Appendix E](#)

4.5 Monitoring and review

The MEMP and sub-plans are constantly monitored and reviewed after emergency incidents across the shire. A snapshot of plans that were exercised in 2020-2021 has been included below.

Date	Event	Plan exercised
2020-2021	COVID 19	Pandemic plan
2021	Aerodrome exercise at Warracknabeal	TBC
Annually	Truck rollover	Animal management plan
Annually	Single incident house fires Grass fires Scrub fires Vehicle fires	Fire plan

Table 3 Exercised Plans

5 Response (including relief)

5.1 Introduction

Emergency response focuses on organising, coordinating and directing available resources to respond to emergencies and the provision of rescue and immediate relief services for people affected by emergencies. This includes the provision for requests for physical assistance from regional, state and commonwealth levels of government when municipal resources are exhausted.

The following section outlines the arrangements in place for the activation and implementation of response activities for emergency events impacting the West Wimmera Shire municipality, including regional collaborative arrangements to facilitate an effective response to emergency events that impact an area larger than the municipality.

5.2 Strategic control priorities

EMV provides key strategic priorities for the State Controller, Regional Controllers and Incident Controllers to consider during the management of any complex emergency. The intent is to minimise the impacts of emergencies and enable affected communities to focus on their recovery.

The priorities include:

- Protection and preservation of life are paramount – this includes:
 - Safety of emergency services personnel; and
 - Safety of community members, including vulnerable community members and visitors/tourists located within the incident area
- Issuing of community information and community warnings detailing incident information that is timely, relevant and tailored to assist community members to make

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 12 of 25
Review date	August 2024		

informed decisions about their safety

- Protection of critical infrastructure and community assets that support community resilience
- Protection of residential property as a place of primary residence
- Protection of assets supporting individual livelihoods and economic production that supports individual and community financial sustainability
- Protection of environmental and conservation assets that considers the cultural, biodiversity and social values of the environment

5.3 Event categorisation

Emergency events are categorised using three parameters:

- Operational tier
- Class of emergency
- Classification

5.3.1 Operational tier

The operational tier defines the level of management required for the emergency event:

- Incident - managed at the local level by the Control Agency
- Regional – managed at the regional level by the Control Agency
- State Incident – managed at State level by EMV

Emergency events are managed at the appropriate operational tier until the event may require escalation to a higher level.

5.3.2 Classes of emergency

Classes of emergency as defined *the Emergency Management Act, 2013*, relate to the type of emergency and are defined below:

Class	Definition
Class 1 emergency	<ul style="list-style-type: none"> • a major fire; or • any other major emergency for which the Metropolitan Fire and Emergency Services Board, the Country Fire Authority or the Victoria State Emergency Service Authority is the control agency under the State Emergency Response Plan. (Emergency Management Act 2013 section 3)
Class 2 emergency	<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, whether directed at Victoria or a part of Victoria or any other state or territory of the Commonwealth; or (c) a hijack, siege or riot. (Emergency Management Act 2013 section 3)
Class 3 emergency	<p>A Class 3 emergency means a warlike act or act of terrorism, whether directed at Victoria or a part of Victoria or any other State or Territory of the Commonwealth or a hijack, siege or riot. Class 3 emergencies may also be referred to as security emergencies.</p>

Table 4 Classes of Emergency

5.3.3 Classification of emergencies

There are three classifications of emergency response:

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 13 of 25
Review date	August 2024		

- **Level one – small scale emergency (less than 24-hour impact)**
Level one incident normally requires the use of local or initial response resources.
- **Level two – medium-scale emergency (more than 24 hours)**
A level two incident is more complex in size, resources or risk than a level one. It is characterised by the need for:
 - deployment of resources beyond initial response
 - sectorisation of the emergency
 - the establishment of functional sections due to the levels of complexity or
 - a combination of the above
 The Incident Control Centre (ICC) may be activated to coordinate the multi-agency response to the event. The Incident Controller will establish an Emergency Management Team as required.
- **Level three – large scale emergency (multiple days impact)**
A level three incident is a large scale emergency and is characterised by the levels of complexity that will require the activation and establishment of an ICC. This level of emergency will require forward planning as the emergency continues and will specifically require recovery planning during the early stages of the response phase of the emergency.

5.4 Phases of activation

Response arrangements should be implemented at the earliest possible opportunity if the consequences of emergencies are to be minimised. The phases of activation are:

5.4.1 Alert

Upon receipt of warning or information that an emergency may occur or affect the relevant area of responsibility, the organisation and staff must be alerted to ensure their readiness to act if called upon. Some of the activities that should be considered in this phase are:

- Warning for key personnel.
- Testing of communications arrangements.
- Establish the flow of information between the municipality and Control/Support Agencies.
- Staff ready to deploy if required to respective emergency centres.
- Muster resources and prepare equipment and personnel for immediate action.
- Identify assembly areas.

5.4.2 Action

This is the operational phase of the emergency when control and support agencies are committed to contain or control the emergency. Some operations may necessitate moving to the "action phase" immediately without the "Alert" phase being implemented. For this reason, it is mandatory that all organisations having a role in this Plan be in a state of preparedness at all times.

Some of the activities that should be considered in this phase are:

- Mobilise personnel/ equipment as requested.
- Produce situation reports on a regular basis for higher authorities.
- Deploy additional resources as required.
- Ensure casual emergency workers are registered.

5.4.3 Stand down

Once "Alert" or "Action" has been implemented, the MERC must declare a "Stand Down". The MERC will advise all participating agencies of Stand Down after consultation with the Control Authority and any other relevant agency, and when satisfied that the response to the emergency has been completed.

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 14 of 25
Review date	August 2024		

5.5 Incident Control Centre (ICC)

Incident management and control will be set up and activated by the controlling agency at a pre-determined Incident Control Centre (ICC). In some cases, it may be initially set up from a police station or predetermined municipal facility.

An Emergency Management Team (EMT) communicates through the Incident Control Centre (ICC) when an alert is issued. The team comprises the MERC, Control Agencies and the MERO. Its role and function are to assess agency readiness, which includes their capacity for deployment and determine the extent of resources available locally.

The Incident Control Centre (ICC) operates using the Australasian Inter-service Incident Management System (AIIMS). AIIMS provides a management system that facilitates the coordination of all activities, by all parties involved, in the resolution of any emergency. The nearest ICC (level three) for West Wimmera Shire is located in Horsham at the offices of the Department of Jobs, Precincts and Regions (DJPR), also referred to as Grains Innovation Park and is run and managed by DELWP Forest Fire Management Victoria. .

The main ICC is located in Horsham but other ICCs may be established that impact the West Wimmera municipality such as Mildura in the north or Heywood in the south. The address details are:

- Horsham ICC: Grains Innovation Park, 110 Natimuk Rd, Horsham
- Mildura ICC: 308 - 390 Koorlong Ave Irymple 3498
- Heywood ICC: 12 Murray Street, Heywood 3304

Note: The ICC is not open to the public.

5.6 Command, control, coordination

Victoria bases its emergency response arrangement on the management functions of control, command and coordination.

5.6.1 Control

Control is the overall direction of response activities in an emergency, operating horizontally across agencies. Authority for control is established in legislation or an emergency response plan and carries with it the responsibility for tasking other agencies in accordance with the needs of the situation.

The 'line-of-control' refers to the line of supervision for those appointed to perform the control function. For the emergencies covered by the scope of this document, the line of control is shown in Figure 3.

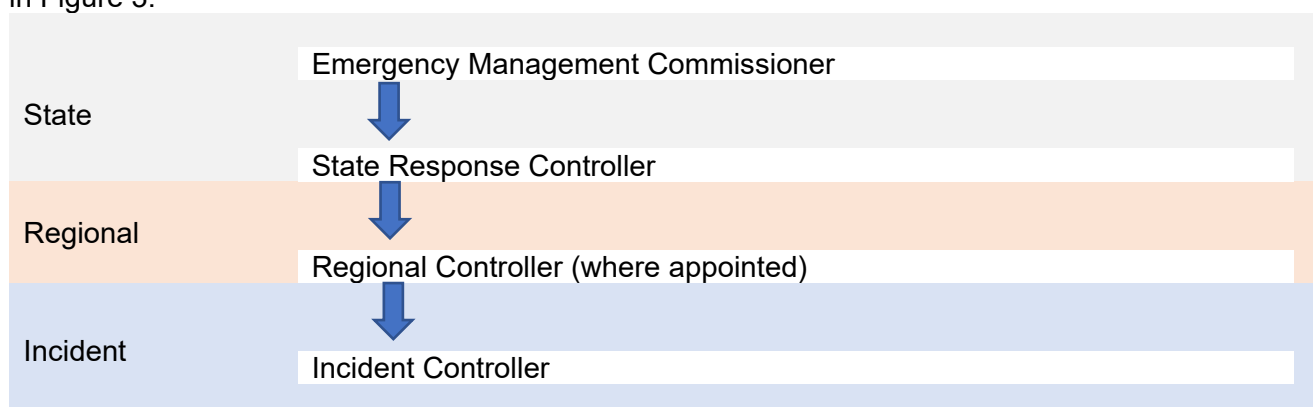


Figure 3 Line of Control

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 15 of 25
Review date	August 2024		

5.6.2 Command

Command is the internal direction of personnel and resources of an agency, operating vertically within the agency. Each agency appoints agency commanders to supervise their personnel and ensure they are working safely.

The “chain-of-command” refers to an agency’s organisational hierarchy that defines the accountability of people or positions and identifies the link between individuals and their supervisor. An agency might formally agree for a person from another agency to supervise their personnel for a fixed period during emergencies. However, this does not replace the home agency’s responsibility to their personnel.

5.6.3 Coordination

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

The Emergency Management Commissioner is responsible for response coordination at the state tier supported by the Senior Police Liaison Officer, while Victoria Police is responsible for the coordination function at the regional and municipal tiers.

5.7 Local response arrangements and responsible agencies

The State Emergency Management Plan (SEMP) provides arrangements for an integrated, coordinated and comprehensive approach to emergency management (EM) at the state level. The Emergency Management Act 2013 (EM Act 2013) requires the SEM to contain provisions for the mitigation of, response to and recovery from emergencies, and to specify the roles and responsibilities of agencies in relation to EM.

This section details EM agency roles and responsibilities for mitigation, response (including relief), and recovery. It also maps agency roles for core capabilities and critical tasks under the Victorian Preparedness Framework (VPF) for the management of major emergencies. The VPF identifies twenty-one core capabilities, and subsequent critical tasks for each, that Victoria requires to effectively prepare for, respond to and recover from major emergencies. To be effective, the core capabilities are interdependent, coordinated and overlap across mitigation, response and recovery.

The organisations listed in this document are those with either broad or state-wide presence, government organisations, those with a statutory EM involvement and some private corporations with specific roles. The Victorian community receives significant benefit from the EM contributions of a wide range of volunteer groups and organisations whose operations are either quite specialised and/or available mainly in a specific locality. These groups should be identified in relevant municipal and/or regional EM plans, as appropriate.

The tables for the roles and responsibilities commence at [table 8](#) (tables 1 to 7 are found in the [SEMP](#)) and provide a reference for agency roles and responsibilities for specific emergencies, functions or activities, and indicate the VPF’s core capability alignment. See section: Agency roles and responsibilities alignment to the Victorian Preparedness Framework for more information.

5.8 AIIMS

As the nationally recognised incident management structure, AIIMS (the Australasian Inter-Service Incident Management System) provides a common management framework for organisations working in emergency management roles and/or responding to non-emergency situations. As such, the system enables multiple agencies engaged in incident planning, response and recovery to seamlessly integrate their resources and activities. The West Wimmera MEMPC encourages all agencies to adopt AIIMS so that seamless integration of all relevant agencies in emergency management planning, operations and recovery can be achieved.

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 16 of 25
Review date	August 2024		

5.9 Financial considerations

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. When a control agency requests services and supplies (for example, food and water) on behalf of a number of supporting agencies, the control agency will be responsible for costs incurred.

A requesting agency will be responsible for all associated costs for the provision of resources to support the response to an emergency event. Council is able to keep track of resources distributed by recording their provision in Councils emergency operating system Crisisworks.

Municipal Councils are responsible for the cost of MECC setup costs and emergency relief services and provisions however depending on the magnitude of the emergency some financial assistance may be available for prevention, response or recovery activities. All expenditure is to be authorised by the MEMO or MRM in accordance with the normal Council financial arrangements and recorded and logged for potential cost recovery.

Municipal employees from other Councils who volunteer during a municipal emergency are to claim staff costs through their Council finance systems which in turn may claim against Council.

Depending on the magnitude of the emergency some government financial assistance may be available for prevention, response and recovery activities through The Victorian Natural Disaster Financial Assistance Program (Ndfa) and/or Australian Disaster Recovery Funding Arrangements (DRFA) both of which are accessed through the Victorian Department of Treasury and Finance by contacting The Natural Disaster Financial Assistance Team (9651 2327 – ndfa@dtf.vic.gov.au). Ndfa should be contacted as soon as practicable after an event to register a potential application.

5.9.1 Donations

Council is accountable for any monies donated for an emergency where an appeal is created by Council and will implement systems to receive and account for all such donations.

Donations of services and material aid during relief and recovery stages will be managed in accordance with emergency relief centre standard operating procedures ([LINK](#)).

5.10 Neighbourhood Safer Places (Bushfire Place of Last Resort) and Community Fire Refuges

A Neighbourhood Safer Place (Bushfire Place of Last Resort (NSP-BPLR) is a place of last resort when all other bushfire plans have failed. See [Appendix E](#) for sites. There are no community fire refuges in the West Wimmera Shire.

5.11 Planning for cross-boundary events

West Wimmera Shire shares a border with South Australia, and communities along the border are often dependent on products and services sourced from South Australia towns and the South Australian community and government. Preparedness activities, response arrangements and relief arrangements recognising this benefits our border communities. Closure of the border between Victoria and South Australia would have significant impacts on border communities in accessing healthcare services, education, food and essential supplies and services. It would also significantly impact the movement of freight and logistics for multiple industries. More broadly, border closure or restriction of movement would negatively impact the local economy through depressing additional industries such as tourism. Recovery planning recognises this benefits not only the local community but the entire region.

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 17 of 25
Review date	August 2024		

Industries, notably agriculture and utility services, operate across the border. Planning and engagement recognising this in risk assessment provide for a more thorough assessment. Emergency response, including firefighting aircraft, operates across the border. Collaboration at state, regional and incident tiers benefits border communities. Mutual arrangements between Victoria and South Australia are in place for fire agency response. Firefighting aircraft arrangements are governed by the National Aviation Firefighting Centre (NAFC). On a day to day basis, this is done operationally between the state air-desks in the State Control Centre equivalents in each State and approved by the Class 1 State Response Controller in consultation with the EMC. Deployment of resources over and above first response is also informed by the National Resource Sharing Centre (NRSC), and interstate deployments must have the approval of the EMC.

Currently, AV can cross the border where necessary and during closures without issue and uses Bordertown, Naracoorte and Mt Gambier hospitals where required.

Vic Pol, Vic SES and CFA have current cross border response protocols in place with South Australian Emergency Services.

DELWP have a communications plan with SA Country Fire Service

NOTE: Please contact the individual agencies for more information on their specific cross border arrangements

5.12 Resource sharing protocols

The West Wimmera Shire Council subscribes to the Municipal Association of Victoria Shared Resource Protocol and has completed stages one and two of the three-stage council capability and capacity program. Stage three of the program is being worked on at present primarily under the coordination of the Wimmera Emergency Management Resources Sharing Partnership, which has established an MOU.

5.13 Debriefing arrangements

Lessons management involves the identification and learning of lessons captured through assurance activities (including debriefing, monitoring and reviews) occurring before, during and after emergencies.

The learning from the emergency management experience helps the MEMPC to improve both its emergency management practice and community outcomes. The agencies use review and evaluation as tools to extract understanding from experience and assist the agencies to validate and improve operational policy, processes and practices. Reviews and evaluations will vary in scope, according to the size, complexity and outcomes of the emergency.

An After Action Review should follow all emergencies and include all representatives of the MEMPC. This local debriefing process allows groups to learn from an event and address issues as soon as possible, leading to improved performance and communication.

6 Transition to recovery

The activation process for emergency relief and recovery staff, facilities and services are guided by the Wimmera Integrated Relief and Recovery Plan (WIRRP – see [Appendix E](#)) and the following references:

- The Municipal Emergency Management Plan (MEMPC)
- Grampians Emergency Relief and Recovery Plan

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 18 of 25
Review date	August 2024		

- State Emergency Relief and Recovery Plan

Generally, activation will begin when an emergency event occurs and a control agency responds. Initial awareness will develop of the need for emergency relief services. The Municipal Recovery Manager (MRM) in consultation with the Incident Controller and Municipal Emergency Response Coordinator will assess information to further determine the recovery needs of the affected community.

7 Recovery arrangements

The WIRRP complements each Partner Council’s Municipal Emergency Management Plan (MEMP). This Plan records the municipal level emergency relief and recovery management arrangements that may be utilised in supporting a community impacted by an emergency event. As defined in EMV’s state emergency management plan, Local Government (Council) is the lead agency for local emergency relief and recovery.

This Plan illustrates how emergency relief and recovery services are coordinated and delivered at the local level by the Partner Councils. The Plan also describes how emergency relief and recovery service support is escalated to the Regional and/or State level when local resources are exhausted.

8 Evaluation and continuous improvement

The WWMEMPC supports the region’s commitment to a culture of continuous improvement that is outlined in the 2015 EM-LEARN Framework by:

- Utilising the EM-LEARN Framework and the Lessons Management Life Cycle to support the identifying and learning of lessons.
- Providing the opportunity to share experiences and learn from others.
- Encouraging the sector to share learnings about examples of good practice or areas for improvement.
- Utilising assurance activities (monitoring, debriefing and reviewing) to identify learnings.
- Focusing on systems of work, rather than the performance of individuals.
- Focusing on identifying trends, rather than actioning issues.
- Recognising that identifying and implementing sustainable solutions takes time, resources and opportunity.

Lessons management involves the identification and learning of lessons captured through assurance and learning activities (including debriefing, monitoring and reviews) occurring before, during and after emergencies. This process of moving from identifying lessons to learning lessons is guided by the lessons management life cycle within the EM-LEARN Framework, which aims to provide a state-wide shared understanding of what lessons management means for the Victorian emergency management sector.

For the West Wimmera Shire MEMPC, lessons management takes the form of the following arrangements:

- After Action Reviews
- Debriefs of officers, teams and agencies
- Review systems of work rather than on the performance of individuals
- Reviews of the effectiveness of the coordination, control, consequence management and communications functions
- Public forums including representatives from the relevant community, business and industry groups.

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 19 of 25
Review date	August 2024		

The purpose of debriefing is to identify key observations, learning opportunities and good practice to ensure learning and improvement occurs within the emergency management sector. Debriefing allows participants to, as an individual or group walk through a series of questions enabling reflection on an experience to uncover learnings in a non-punitive environment. The outcomes of debriefs and other review activities will inform the ongoing cycle of learning and improvement within the sector by validating and evaluating existing doctrine, arrangements, policy, procedure, and incident/emergency management application. The outcomes will provide evidence to inform a range of activities including training, exercising and briefings.

The purpose of reviewing is to identify key observations, learning opportunities and good practice to ensure learning and improvement occurs within the emergency management sector. A review is a formal assessment of a specific topic generally at the conclusion of an event with the intent of instituting change. The outcomes from reviews will inform the ongoing cycle of learning and improvement within the sector by validating and evaluating existing doctrine, arrangements, policy, procedure, and incident/emergency management application. The outcomes will provide evidence to inform a range of activities including training, exercising and briefings.

9 Roles and responsibilities

9.1 Introduction

An agency that has a role or responsibility under this plan must act in accordance with the plan. The SEMP and REMP outline agreed agency roles and responsibilities, noting that existing duties, functions, power, responsibility or obligation conferred on an agency by law, licence, agreement or arrangement prevail to the extent of its inconsistency with this plan ([Act s60AK](#)).

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

All agencies with responsibilities under the MEMP should provide written confirmation of their capability and commitment to meet their obligations. This can be evidenced by their endorsement of the draft MEMP, including revisions before it is presented to the REMPC for consideration. This Plan details emergency management agency roles and responsibilities for: Mitigation, Response, Relief and Recovery. It also maps agency roles for core capabilities and critical tasks under the [Victorian Preparedness Framework \(VPF\)](#) for the management of major emergencies.

9.2 Emergency management agency roles and responsibilities

The Victorian Preparedness Framework (VPF) identifies the core capabilities and critical tasks Victoria requires to effectively manage major emergencies. To be effective, the 21 core capabilities are interdependent, coordinated and overlap across EM phases.

These agency activities have been discussed with participating EM organisations for inclusion in this document. While these activities are believed to be current at the date of publication, readers are advised to contact the required agency to ensure that functions can still be carried out as expected. In response to an emergency, an agency may be requested to provide support to response activities other than what is listed in the agency role statement. In these cases, the determination of support to these activities will be made by the EMC or relevant emergency response coordinator.

[Agency Roles and Responsibilities alignment to Victorian Preparedness Framework](#)

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 20 of 25
Review date	August 2024		

10 Appendices

Appendix A - Acronyms

Acronyms

This section contains acronyms that are used throughout this Plan.

Acronym Description

AFAC	Australasian Fire and Emergency Service Authorities Council
CERA	Community Emergency Risk Assessment
CFA	Country Fire Authority
DELWP	Department of Environment, Land, Water and Planning
DJPR	Department of Jobs, Precincts and Regions
EM Act	2013 Emergency Management Act 2013
EMC	Emergency Management Commissioner
EMMV	Emergency Management Manual Victoria
EMV	Emergency Management Victoria
FFMV	Forest Fire Management Victoria
ICC	Incident Control Centre
LGA	Local Government Authority
MEMP	Municipal Emergency Management Plan
MEMPC	Municipal Emergency Management Planning Committee
NAFC	National Aerial Firefighting Centre
NERAG	National Emergency Risk Assessment Guideline
NRSC	National Resource Sharing Centre
RCC	Regional Control Centre
REMPC	Regional Emergency Management Planning Committee
REMP	Regional Emergency Management Plan
REMT	Regional Emergency Management Team
RTM&E	Real Time Monitoring and Evaluation
SEMP	State Emergency Management Plan
SES	State Emergency Service
TOR	Terms of Reference
VEOH	Victorian Emergency Operations Handbook
VPF	Victorian Preparedness Framework
WEMT	Wimmera Emergency Management Team

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 21 of 25
Review date	August 2024		

Appendix B – Contact directory

Restricted

Appendix C – Restricted information

A short summary of the restricted information is included here, including who the contact point is should the user of this plan seek access to this information.

Summary of the restricted information (including location within the MEMP, e.g. page or section number)	Reason for restriction	Agency/ies that hold this information in full	Contact point/s
<i>Contact directory</i>	Personal information	<i>West Wimmera Shire Council</i>	<i>MEMPC Chairperson Phone 03 5585 9900</i>

Appendix D – Distribution

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

- Loading on to the Council website
- Storing in the Council document management system
- Distributing electronically by email with a link to the website
- Legal Deposit with the Victorian State Library in electronic format
- Storing in the Emergency Management Victoria document library
- Sending by Australia Post when requested
- Loading into Crisisworks.

Organisation	Recipient Officer	Distribution Method
MEMPC Members	Attending Officer	Council Website Link
EMV	Authorised Officer	Council Website Link
WEMT	Coordinator	Council Website Link (plus hard copy)

Appendix E – Sub plans and complimentary plans

Sub Plan	Description
Municipal Fire Management Plan	Link to Council database document – DRAFT DOCUMENT
Municipal Flood Management Plan	Link to Council database document. UP TO DATE, DOC CONFIRMED
West Wimmera Shire Risk Assessment Plan - CERA	Link to Council database document – INDIVIDUAL RISK TEMPLATES
West Wimmera animal management sub-plan	Link to Council database document – DRAFT DOCUMENT – can this be a complementary plan?
Wimmera Integrated Relief and Recovery Plan	Link to Council database document – NEEDS TO BE REVIEWED

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 22 of 25
Review date	August 2024		

Complimentary Plans	Description
West Wimmera Shire Council's Pandemic Plan	Link to Council database document – NEEDS TO BE REVIEWED
West Wimmera Shire Council Heat Management Plan	Link to Council database document – NEEDS TO BE REVIEWED
West Wimmera Neighbourhood Safer Places (Places of Last Resort)	Reassessed by CFA annually https://www.cfa.vic.gov.au/plan-prepare/your-local-area-info-and-advice/neighbourhood-safer-places
Municipal Emergency Coordination Centre Plan	Link to Council database document – CANNOT FIND IN FILE

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 23 of 25
Review date	August 2024		

Appendix F – Maps



West Wimmera Shire

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 24 of 25
Review date	August 2024		



West Wimmera Shire Location Maps

Appendix G – Amendment history

Version		Author	Update Details	MEMPC Approval Date
1.0		Wimmera Emergency Management Team	Full review to ensure compliance with EMLA 2018	

.../ END OF DOCUMENT \...

Public Copy		WEST WIMMERA Municipal Emergency Management Plan	Version 1 DRAFT
Issue Date		This document may not be current if printed	Page 25 of 25
Review date	August 2024		