

## Overview

The Eastern Metro Councils Emergency Management Partnership (EMCEMP) welcome the opportunity to provide feedback to Local Government Victoria's (LGV) *Councils and Emergencies Directions Paper* (the paper).

This submission is a collation of feedback from the eight member councils that form the EMCEMP.

It is disappointing that the paper is not forward focussed and lacking in the provision of any 'direction' for local government in emergency management, now and into the future, which would assist in further informing the reform agenda that is currently being implemented.

We understand that the LGV capability and capacity project is being conducted in alignment with the EMV Victorian Preparedness Goal project, hence the categorisation of defined roles and responsibilities into the 16 core capability headings from the Preparedness Goal. The issue with articulating local government roles and responsibilities in this way for the purposes of the paper, is that it appears to be attempting to fit local government in to the pre-existing operational hierarchy, which is inappropriate.

The paper would benefit by being separated into two main sections, with four sub-sections under each. This would enable better articulation of roles, responsibilities and other complementary activities. The following are the suggested sections for consideration:

- Councils emergency management responsibilities:
  - Legislated (EM Acts, Agency Acts – CFA, MFB, SES etc.)
  - Documented - EMMV
  - Not documented (Gap activities that council accept it is best placed to fill)
  - Other (activities some councils do / or occasionally do because they have the capability/capacity/need to do so)
- Councils normal business responsibilities that are relevant/complimentary to emergency management:
  - Legislated (All other non EM specific Acts e.g. Water Act, Building codes etc.)
  - Documented - EMMV and elsewhere
  - Not documented (Gap activities that council accept it is best placed to fill)
  - Other (activities some councils do / or occasionally do because they have the capability/capacity/need to do so)

Each role/responsibility could then be further categorised to align with the defined core capability areas of the Victorian Preparedness Goal, if appropriate.

This approach would enable the application of a maturity model to both defining the current and future roles and responsibilities of local government in emergency management. This would also enable acknowledgement of the fact that the capability and capacity of local government varies throughout the State. This variance is typically a result of differing levels of resource availability, funding priorities and organisational approaches to delivering emergency

management roles and responsibilities. This variation directly impacts on what is viewed by each municipality as their roles and responsibilities in emergency management, as each council's perspective is based on what they can and will currently deliver, and not only what must be delivered.

The references for the descriptions of roles/responsibilities are paraphrased throughout from sections of legislation and the EMMV, which ultimately changes the context and overall meaning of the roles/responsibilities being defined. Additionally, some of the references to legislation and/or the EMMV are incorrect, often being either outdated or non-existent. This makes it difficult to interpret where some of the 'blue' roles/responsibilities have originated from, and hence not enabling further validation and/or confirmation of accuracy.

It is also apparent that only minimal analysis of the data collected from the local government forums conducted by LGV throughout 2016 has been undertaken. The statements defining the roles and responsibilities categorised under the 16 core capability areas appear to be raw data statements collected from the forums that have been aligned with existing policy and/or legislation, where possible. This approach has resulted in a lot of repetition of activities, roles and responsibilities throughout the paper – examples of this are demonstrated in the feedback table provided under the heading 'Specific Descriptors' that follows.

## Principles

The principles section needs to be relocated to the beginning of the paper, as this is where they contextually belong. Some amendment to the proposed statements are also needed to accurately reflect how councils deliver their emergency management roles and responsibilities.

The following is our proposed rewording of the Principles:

- Reflect the council's capacity to respond whilst ensuring delivery of normal business functions.
- Complement those of other agencies, businesses and the public at the local level.
- Be engaged only where the council has responsibility.
- Have capacity to adapt to emergencies of different scales and complexity.
- Provide a platform to collaborate and build partnerships with other councils and agencies to enhance the delivery of services.

## Specific Descriptors

The following table specifically addresses each of the 154 items detailed in the paper.

The second column indicates initially if the role/responsibility described is viewed as currently being a role/responsibility of Council (Y or N) and then further indicates the type of role/responsibility, either emergency management specific (EM) – in **bold case**, or business as usual (BAU) that is relevant to emergency management in the broader context.

Detailed feedback is provided in the following column, where applicable.

The final column indicates if the role/responsibility should remain and be a future role of local government. Please note that only emergency management specific roles have been commented on in this column, as all other business as usual roles are unable to be influenced under the emergency management reform agenda.

Ref #	Council Role? - Role Type	Detailed Feedback	Future EM role of Council?
1	Y - EM	This needs to be reworded to say 'Facilitate' in place of 'Lead'. This is truly a role of the MEMPC, of which council is currently the Executive for as to ensure the committee convenes. The quoted reference to 'risk assessment' is not stated in s21 of the EM Act 1986.	Y
2	Y - EM	This needs to be reworded to say 'Facilitate the preparation and maintenance of' in place of 'Prepare and maintain' Again, this is the role of the MEMPC, not just council.	Y
3	Y - EM	The way this is currently written implies that council is always the Chair of the MEMPC, and is responsible for the committee – this is not always the case.	Y
4	Y - EM	This needs to be linked to the role of the MEMPC – see #1	Y
5	Y – EM	This needs to be reworded to add better clarity to the reference to Private Land – add 'where relevant' or similar. The maintenance of 'register of at risk groups' is incorrect. This needs to relate to at risk facilities, not groups (as per CERA).	Y
6	Y - EM	The wording for this is misleading. Councils currently administer agency users on the VPR. This should not be a future role of council, it should sit with DHHS.	N
7	Y – BAU	Council will use this type of information to inform risk assessments, but we don't undertake profiling specifically. Planning and support for identified vulnerable people may sit with BAU e.g. Aged and Disability Services run by some Councils.	-
8	Y - BAU	This is not specifically EM. All organisations have a BCP as part of BAU.	-
9	Y - EM	This needs to be reworded to say 'Facilitate the improvement of recovery plans and procedures by training and exercising collaboratively with agency partners'. This is a role of the MEMPC, not just council.	Y
10	Y - BAU	This is BAU for council Planning departments – not an EM specific role.	-
11	Y - BAU	This is BAU for council Planning departments – not an EM specific role.	-
12	Y – EM	Needs to also articulate that we implement these plans in partnership with the community.	Y
13	Y - EM	Need to reflect that this feeds into MEMPC planning and arrangements.	Y



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Ref #	Council Role? - Role Type	Detailed Feedback	Future EM role of Council?
14	<b>Y - EM</b>	All of these (14 to 19) can be collapsed into one statement: 'Support agencies and the community in effective communications before, during and after emergencies'.  #15 not a <u>role</u> , more a nice to do. #16 should be in black not blue – the EMMV reference provided cannot be found.	Y
15			
16			
17			
18			
19			
20	Y - BAU	Part of BAU – BCP.	-
21	<b>Y - EM</b>	Not needed as a standalone item - Refer to 14 to 19 – Consider deleting to remove repetition.	Y
22	<b>Y - EM</b>	Reference is in Part 4 and 6 of EMMV – Council being the Coordinator of Relief and Recovery at municipal level.	Y
23	<b>Y - EM</b>		Y
24	<b>Y - EM</b>	This needs to be moved to before and during.	Y
25	<b>Y - EM</b>	This is just a subset of #23	Y
26	<b>Y - EM</b>	This is just a subset of #23	Y
27	<b>Y - EM</b>	This does not belong in the Community Information & Warning Section – needs to be in 'Operational Management' in After.	Y
28	<b>Y - EM</b>	This is 'during' and fits better under 'Operational Management'	Y
29	<b>Y - EM</b>	Subset of #24	Y
30	<b>Y - EM</b>	Legislative requirement.	Y
31	<b>Y - EM</b>	Correct reference is EMMV part 4, pg. 13.	Y
32	Y - BAU	This is just part of planning arrangements, not a specific role.	-
33	<b>Y - EM</b>	Only where available.	Y
34	Y - BAU	This is BAU and not EM specific – it is complimentary to EM, but not an EM role/responsibility.	-
35	<b>Y - EM</b>	Reword to read 'Plan and prepare readiness arrangements and resources to enable effective emergency response'	Y
36	Y - BAU	BAU and incorporated into #35 – Consider deleting to remove repetition.	-
37	<b>Y - EM</b>	Subset of #35 – Consider deleting to remove repetition.	Y
38	<b>Y - EM</b>	Subset of #35 – Consider deleting to remove repetition.	Y
39	Y - BAU	BAU – not an EM specific role.	-

Ref #	Council Role? - Role Type	Detailed Feedback	Future EM role of Council?
40	Y - EM	Reword to 'Consider the development of collaborative plans and arrangements to maintain council's capacity, including using neighbouring council resources. Move to Before. This may be a standard practice in some regions, but not a mandatory requirement.	Y
41	Y - EM	Can be made more succinct by deletion of 'by:' and deletion of all dot points. Reword to read 'Support response agencies to effectively deliver response services locally'. Should be in black not blue (EMMV pt. 7)	Y
42	Y - EM	Subset of #41	Y
43	Y - EM	Subset of #41 – black not blue (EMMV pt. 7)	Y
44	Y - EM	Needs to be reworded to 'Coordinate' to replace 'Conduct'	Y
45	Y - EM	Subset of #44	Y
46	Y - EM	Subset of #44	Y
47	Y - EM	Subset of #44	Y
48	Y - EM	Subset of #44. Reference is EMMV Part 4, pg. 33.	Y
49	Y - EM	Subset of #44	Y
50	Y - EM	Subset of #44	Y
51	Y - EM	Subset of #44	Y
52	Y - EM	Subset of #44	Y
53	Y - EM	Subset of #44	Y
54	Y - EM	Subset of #44	Y
55	Y - EM	Subset of #44	Y
56	Y - EM	Subset of #44	Y
57	Y - EM	Subset of #44	Y
58	Y - EM	Subset of #44. Consider moving to 'Planning' in After.	Y
59	Y - EM	Subset of #44. Black not blue (EMMV part 7) – Only council owned assets.	Y



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Ref #	Council Role? - Role Type	Detailed Feedback	Future EM role of Council?
60	Y - BAU	Subset of #44 Legislative role under Health Act.	-
61	Y - EM	Subset of #44 This is capacity dependant.	Y
62	Y - BAU	Subset of #44 Needs to be 'support' as DEDJTR are the lead agency.	-
63	Y - EM	Subset of #44 Should read affected animals – not livestock. EMMV Part 7 only refers to disposal of dead animals.	Y
64	Y - EM	Subset of #44	Y
65	Y - EM	Move to 'Operational Management' Reword to 'Facilitate surge arrangements to enable exchange of staff between neighbouring councils to maintain capability and capacity during and after emergencies. Delete all other dot points.	Y
66	Y - EM	Move to 'Planning'. Subset of #1 – Part of CERA process.	Y
67	N	Delete. This is not a role, it is a 'best practice' approach.	N
68	Y - EM	Delete - Subset of #69	Y
69	Y - EM	Reword to read 'Support information sharing forums and portals'.	Y
70	Y - EM	Reword to read 'Support agencies by providing relevant council-owned data and intelligence.	Y
71	Y - EM	This is impact assessment. This is also a subset of #70	Y
72	Y - EM	This refers to debriefing and needs to be moved to sit under 'Assurance and Learning'	Y
73	Y - EM	This is 'Impact Assessment' – to be moved	Y
74	Y - BAU	BAU	-
75	Y - BAU	BAU across a variety of legislation.	-
76	Y - BAU	BAU for community development units of council – not EM specific role This informs EM planning and resilience capacity building.	-

Ref #	Council Role? - Role Type	Detailed Feedback	Future EM role of Council?
77	Y - EM	Delete. Repeats what is already stated in 'Planning' - see #4	Y
78	Y - EM	Reword to read 'Encourage and assist the community to participate in emergency management awareness programs'	Y
79	Y - EM	Reword to read 'Advocate for community needs for emergency management'. Delete all other text, including dot points.	Y
80	Y - BAU	BAU for community development units of council – not EM specific role This informs EM planning and resilience capacity building.	-
81	Y - EM	Move to 'Operational Management' – Before.	Y
82	Y - EM		Y
83	Y - EM	Consider deleting as already captured in 'Communications and Warnings' see #14.	Y
84	Y - EM	Subset of #85 – consider combining.	Y
85	Y - EM	Reword to read 'Engage the community in developing and delivering recovery activities'. There is no appendix to the EMMV Part 4 – Reference is incorrect. There is not reference to appointment of community development/recovery officers in the current version of part 4 of the EMMV. The appointment of recovery officers only occurs after an emergency, if funded by State.	Y
86	Y - EM	This could be made more succinct by rewording to state 'Support agencies in line with relevant regulations and legislation by appointing relevant roles to undertake specified roles and responsibilities'. This all removes reference to 'fire' and enables the application of this responsibility to 'all hazards' in current legislation and regulations. <i>It is important to note that these responsibilities will vary depending on the location of a municipality e.g. municipalities wholly in an MFB area will not be subject to requirements under the CFA Act.</i>	Y
87	Y - EM		Y
88	Y - EM	Reword to read 'Develop arrangements to access essential equipment and materials to support emergency management activities'. Council do not maintain and store, they provide what they have available and then escalate when capacity is reached.	Y
89	Y - EM		Y
90	N	Contradicts #89. Not a role of Council.	N
91	Y - EM		Y



Ref #	Council Role? - Role Type	Detailed Feedback	Future EM role of Council?
92	Y - EM	Reword to read 'Lead and coordinate council's impact assessment processes. Move to 'During'	Y
93	Y - EM	Reword to read 'Coordinate secondary impact assessment data collection, analysis and sharing of relevant information with agencies'. Reference is EMMV Part 4, page 6.	Y
94	N	This is initial impact assessment = Control agency responsibility.	N
95	Y - EM	Subset of #93	Y
96	Y - EM	Subset of #93	Y
97	Y - EM	Reword to read 'Collate and analyse impact assessment data and intelligence to inform recovery planning'	Y
98	Y - EM	Subset of #97 – Delete as standalone role.	Y
99	Y – BAU		-
100	Y – BAU		-
101	Y – BAU	BAU for EHO's – not specifically an EM role. The planning component is covered under 'Planning', part of sub-plans of MEMP - See #1	-
102	Y – BAU	BAU for EHO's – Not specifically an EM role.	-
103	Y – BAU	BAU for EHO's – Not specifically an EM role.	-
104	Y - EM	Reword to read 'Coordinate relief agencies and the community to develop local relief plans and arrangements'. Reference not listed in Part 7 of EMMV.	Y
105	Y - EM	Subset of #104. Consider deleting as standalone role.	Y
106	Y - EM	Subset of #104. Consider deleting as standalone role.	Y
107	Y - EM	Subset of #104. Consider deleting as standalone role.	Y
108	Y - EM	Subset of #104. Consider deleting as standalone role.	Y
109	Y - EM	Subset of #104. Consider deleting as standalone role.	Y
110	Y - EM	Subset of #104. Consider deleting as standalone role.	Y
111	Y - EM	Subset of #104. Consider deleting as standalone role.	Y
112	Y - EM	Subset of #104. Consider deleting as standalone role.	Y
113	Y - EM	Subset of #104. Consider deleting as standalone role.	Y



Ref #	Council Role? - Role Type	Detailed Feedback	Future EM role of Council?
114	Y - EM	Subset of #104. Consider deleting as standalone role.	Y
115	Y - EM		Y
116	Y - EM	Reword to read 'Establish and manage relief centres, where appropriate'. Delete all following dot points. Subset of #115. Consider deleting as a standalone role. Reference is Part 4 of EMMV, not 3 and 7.	Y
117	Y - EM	Repeat of #97. Consider deleting.	Y
118	N	This is the role of DHHS.	N
119	N	This is the role of Volunteering Victoria and Salvation Army.	N
120	N	This is the role of Red Cross and Victoria Police.	N
121	Y - EM		Y
122	Y - BAU	Reword entire section (#122, 123, 124, and 125) to read 'Assist business to recover by providing advice and referrals – before, during and after.'  This is BAU for the Economic Development section of Council – not an EM specific role.	-
123			
124			
125			
126	Y - EM	Replace #126 to 132 with 'Coordinate, assess, rehabilitate and monitor council-managed natural and cultural heritage assets following an emergency event.'	Y
127			
128			
129			
130			
131			
132			
133	Y - EM	Reword to read 'Identify community needs and priorities for restoring council-managed assets following an emergency event'.	Y
134	Y - EM	Reword to read 'Identify standards for clean-up and recovery of council-managed assets'.	Y
135	Y - EM	Repeat – Already captured under roles in 'Planning'.	Y
136	Y - EM	Part of 'Impact Assessment' Council only have a role to 'Make Safe' as per role under the Building legislation.	Y

Ref #	Council Role? - Role Type	Detailed Feedback	Future EM role of Council?
137	Y - EM	Reword to read 'Arrange and coordinate stabilisation and remediation works on council –managed infrastructure and land to prevent further damage to the built environment'. Council may not always 'conduct' these works. Only on council managed land.	Y
138	N	Not a council role.	N
139	Y - EM	Reword to read 'Work with the community to prioritise the restoration of local assets and infrastructure managed by council'.	Y
140	Y - EM	Reword to read 'Coordinate the rebuilding and redevelopment of council managed assets'. Only council assets, not private.	Y
141	Y - EM	Reword to read 'Restore council managed assets, prioritising community facilities essential for community wellbeing and recovery activities'. This will often be reliant on NDRRA funding.	Y
142	Y - EM	Reword to read 'Coordinate local clean-up activities on council land'. Private land is responsibility of landowner / insurance. Council may choose to support / provide advice to landowners on this, but not coordinate it (as a formal responsibility) depends on the capacity of the council and what they view as supporting their community as an organisation. Animal specific clean-up is led by DEDJTR – council support this specific clean-up type.	Y
143	N	This is an insurance industry role.	N
144	Y - EM	Same as #140 & 141. Repeat, consider deleting.	Y
145	N	Not a council role, as per #138.	N
146	Y – BAU	BAU for Planning department – not specifically an EM role.	-
147	Y - BAU	BAU for EHO's – not specifically an EM role.	-
148	N	Not our role – Agencies who provide these services are identified in the MEMP and Recovery Plans and arrangements.	N
149	N	If this was reworded to 'Support the facilitation of short term emergency accommodation for impacted residents' it would apply to council, but this is already captured in 'Relief Assistance'. DHHS have the role of facilitating housing options for displaced people who have no insurance or other people to stay with in the longer term.	N



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Ref #	Council Role? - Role Type	Detailed Feedback	Future EM role of Council?
150	<b>N</b>	DHHS role.	<b>N</b>
151	Y - BAU	BAU for community services area of council – not an EM specific role.	-
152	<b>Y - EM</b>	Reword to read ‘Conduct after-action reviews of council operations and community impacts to inform future planning’.	Y
153	<b>Y - EM</b>	Repeat of #152 – consider deleting.	Y
154	<b>Y - EM</b>	Repeat of #152 – consider deleting.	Y