



WESTERN AUSTRALIA

STATE EMERGENCY MANAGEMENT COMMITTEE

EMERGENCY MANAGEMENT IN LOCAL GOVERNMENT DISTRICTS

State Emergency Management Policy No. 2.5

Amendment List

No	Date	Details	By
	20/3/07	Initial issue: replaces SEMC Policy Statement No.3	AR

RESPONSIBLE OFFICER: Manager, Policy and Planning
FESA

DATE FOR REVIEW: 20 March 2009

APPROVED AT SEMC MEETING

RESOLUTION NO: 24/2007

DATE APPROVED: 20 March 2007

DEFINITIONS

1. Terminology used throughout the series of Emergency Management Policy shall have the meaning as prescribed in section 3 of the *Emergency Management Act 2005* (the Act).
2. In addition, the following definitions, apply to this policy:
 - a. **LOCAL COMMUNITY** – The segment of society being considered by local governments for planning purposes. In this instance a local community is the population that is within a local government district.
 - b. **LOCAL GOVERNMENT** – means:
 - i. a local government established under the *Local Government Act 1995*;
 - ii. two or more local governments (the “combined local government”) that have united under the provisions of section 34(1) of the *Emergency Management Act 2005* (see Attachment 1 for a template for a request for approval from SEMC for local governments to combine); and
 - iii. a public authority specified under the provisions of section 35(1) of the *Emergency Management Act 2005* to perform and exercise all of the functions of a local government under Part 3 of the Act in the area specified.
 - c. **LOCAL GOVERNMENT OFFICE** – A reference to the local government’s office includes:
 - i. the office of a local government referred to in 2.b.i;
 - ii. the offices of each local government that is part of a “combined local government” referred to in 2.b.ii; and
 - iii. the office, in or near the specified area, of a specified public authority referred to in 2.b.iii.
 - d. **LOCAL EMERGENCY MANAGEMENT ARRANGEMENTS** – The arrangements for emergency management in a local government’s district as provided for in section 41 of Act.

INTRODUCTION

3. Western Australia is subject to a wide variety of hazards that have the potential to cause loss of life and/or damage and destruction. These hazards result from both natural and technological events.
4. Effective emergency management arrangements enhance the community’s resilience against, and preparedness for, emergencies through strategies that apply prevention/mitigation, preparedness, response and recovery activities.
5. Local governments are the closest level of government to their communities and have access to specialised knowledge about environment and demographic features of their communities. Local governments also have specific responsibilities for pursuing emergency risk management as a corporate objective and as part of conducting good business.

AUTHORITY

6. This State emergency management policy is prepared under the authority of section 17 of the *Emergency Management Act 2005*.

RESPONSIBILITY FOR REVIEW

7. The Responsible Officer for this policy shall conduct a review of the policy by the agreed review date.

APPLICATION

8. This policy applies to all local governments, local emergency management committees, emergency management agencies and the community participating in the development of the local emergency management arrangements.

AIM

9. The aim of this policy is to provide direction and advice to local governments on their responsibilities with respect to emergency management for their district.

LOCAL EMERGENCY MANAGEMENT PLANNING PRINCIPLES

10. Local emergency management planning is based upon the emergency management concept of the “prepared community”. A prepared community has developed effective Emergency Management arrangements at the local level, resulting in:
 - a. an alert, informed and active community which supports its voluntary organisations;
 - b. an active and involved local government;
 - c. agreed and coordinated arrangements for prevention, preparedness, response and recovery (i.e., local emergency management arrangements); and
 - d. an appropriate knowledge of emergency management arrangements.
11. The principles of local emergency management planning underpinning this concept are as follows:
 - a. Community Based. Planning is based on communities generally using local government districts as the smallest community group and one of manageable size. However, depending on the circumstances, a local government can be sub-divided for emergency management purposes, into two or more separate community groups. Similarly, two or more local governments may combine with the approval of the State Emergency Management Committee (SEMC) [s. 34 of the Act] for emergency management purposes. Requests for SEMC approval to combine are to be referred through the relevant District Emergency Management Committee (DEMC).
 - b. Use of Existing Resources. Emergency management arrangements should be based on the utilisation of existing resources and organisations. Responsibilities should be allocated to existing local agencies/industries and resourcing for emergencies should come from the existing pool of resources in the local

community.. Resource support for large and/or complex emergencies may be sourced through existing statewide resources within emergency management agencies.

- c. Capabilities and Legal Responsibilities. All local governments are required to ensure that local emergency management arrangements are prepared for their districts [s. 41(1) of the Act]. Local emergency management arrangements should reflect the emergency management capabilities and responsibilities of the agencies and industries involved, and recognise and comply with any of their statutory responsibilities.
- d. Emergency Functions. The allocation of responsibilities within local arrangements should, as far as is possible, follow the State emergency management arrangements. Any variation must be detailed in the local arrangements. The emergency function of an agency/industry should reflect its normal function. Additional functions should only be allocated with the full agreement of the agency/industry concerned. Day-to-day activities, which do not contribute directly to the emergency operation, may need to be suspended for the duration of an emergency.
- e. All Hazards. Adopting the comprehensive and integrated approach, local emergency management arrangements should address all the emergencies that are likely to occur in the community. The development of specific local hazard management plans are the responsibility of the relevant Hazard Management Agency, for each of the hazards likely to affect the community.
- f. Community Emergency Risk Management (ERM) Process. This systematic process produces a range of risk treatment measures that address the emergencies that are likely to occur and contribute to the wellbeing of communities and the environment. The process is most effective when based on stakeholder consultation and participation. The Community ERM process is the first step towards developing effective community emergency management arrangements.

RESPONSIBILITIES IN RELATION TO EMERGENCY MANAGEMENT ARRANGEMENTS

12. Key responsibilities relevant to local emergency management arrangements are as follows:

- a. Local Government – subject to the Act the responsibilities of local governments are:
 - i. to ensure that effective local emergency management arrangements are prepared and maintained for its district;
 - ii. to manage recovery following an emergency affecting the community in its district;
 - iii. to establish one or more local emergency management committees for its district;
 - iv. to make its emergency management arrangements available for inspection, free of charge, by members of the public during office hours;
 - v. to keep a copy of its local emergency management arrangements at the offices of the local government.
- b. Local Emergency Management Committees (LEMC) –
 - i. to advise and assist the local government in ensuring that local emergency management arrangements are established for its district;
 - ii. to liaise with public authorities and other persons in the development, review and testing of local emergency management arrangements; and

- iii. to carry out other emergency management arrangement activities as directed by the SEMC or prescribed by the regulations.
- c. Local Emergency Coordinators – to provide advice and support to the local emergency management committee in the development and maintenance of local emergency management arrangements for the district.
- d. Local Recovery Coordinators - responsible for preparing, maintaining and testing the local government's Local Recovery Plan and for coordinating the local recovery activities following a particular event as directed by the local government. (See Local Recovery Planning Guide for further description of this role.)
- e. Hazard Management Agency (HMA) - responsible for emergency management, or the prescribed emergency management aspect, in the area prescribed of the hazard for which it is prescribed [s. 4(3) of the Act].
- f. Combat Agency – responsible for performing an emergency management activity prescribed by the regulations in relation to that agency [s. 6(2) of the Act].
- g. Support Organisation – responsible for providing support functions prescribed by the regulations in relation to that organisation [s. 6(4) of the Act].

LOCAL EMERGENCY MANAGEMENT COMMITTEES

- 13. A local government is to establish one or more local emergency management committees (LEMC) for their district [s. 38 of the Act].
- 14. If more than one LEMC is established, the local government is to specify the area in respect of which the committee is to exercise its functions.
- 15. A LEMC may consist of:
 - a. council members, employees and other persons;
 - b. council members and other persons; or
 - c. employees and other persons.
- 16. LEMC membership:
 - a. Chairman: appointed by the relevant local government [s. 38(3) of the Act];
 - b. Local Emergency Coordinator(s): appointed by the State Emergency Coordinator for the local government district [s. 37(1) of the Act], when not appointed as the Chairman;
 - c. In order for emergency management to be effective at the local level, the SEMC recommends that, in addition to those members specified in the Act, LEMC membership should include:
 - i. Local government representative: when a local government representative is not appointed as the Chairman;
 - ii. Representatives from local Emergency Management Agencies in the local government district, e.g., FESA representative, health/medical representative; and
 - iii. Any other representatives as shall be determined by the local government e.g., community champions.
- 17. Other members may be included as determined by the local government, such as a community groups (e.g., CWA, local church groups), industries (e.g., major hazardous

facilities), welfare groups (e.g., Red Cross, Salvation Army), cultural groups, community representatives and the Local Recovery Coordinator.

18. Secretariat and administration support to the LEMC is to be provided by the local government.
19. Where the local government identifies the need for representation from a sector for which there is not a local representative, an appropriate alternative representative may be identified from existing community members. For example, specific arrangements may be made in which a local general practitioner attends the LEMC meetings as a representative of the medical services in the district.
20. The term of appointment of LEMC members shall be as determined by the local government in consultation with the parent organisation of the members.

LOCAL EMERGENCY MANAGEMENT COMMITTEE PROCEDURES

21. LEMCs shall meet every three (3) months and as required.
22. Each meeting of the LEMC should consider, but not be restricted to, the following matters, as appropriate:
 - a. Every meeting:
 - i. Confirmation of local emergency management arrangements contact details and keyholders;
 - ii. Review any of post-incident reports and post exercise reports generated since last meeting;
 - iii. Progress of emergency risk management process;
 - iv. Progress of treatment strategies arising from emergency risk management process;
 - v. Progress of development or review of local emergency management arrangements; and
 - vi. Other matters determined by the local government.
 - b. First calendar quarter:
 - i. Development and approval of next financial year LEMC exercise schedule (to be forwarded to relevant DEMC);
 - ii. Begin developing annual business plan.
 - c. Second calendar quarter:
 - i. Preparation of LEMC annual report (to be forwarded to relevant DEMC for inclusion in the SEMC annual report);
 - ii. Finalisation and approval of annual business plan.
 - d. Third calendar quarter:
 - i. Identify emergency management projects for possible grant funding.
 - e. Fourth calendar quarter:
 - i. National and State funding nominations.
23. The LEMC shall determine other procedures as it considers necessary.

FUNCTIONS

24. The functions of LEMCs are [s.39 of the Act]:
- a. to advise and assist the local government in ensuring that local emergency management arrangements are established for its district;
 - b. to liaise with emergency management agencies and other persons in the development, review and testing of local emergency management arrangements; and
 - c. to carry out other emergency management activities as directed by the SEMC or prescribed by the regulations.

LOCAL EMERGENCY MANAGEMENT ARRANGEMENTS

25. The contents of individual local emergency management arrangements will vary according to the characteristics of the community for which it is being prepared.
26. The "Local Emergency Management Arrangements Guide for Western Australia" is issued with this document or is available from FESA by request or via the FESA website.
27. Hazard, Combat, Support and Recovery Plans are documents prepared by the relevant organisations and may form part of the local emergency management arrangements.
28. The local emergency management arrangements, as stipulated in section 41(2) of the Act, are to set out:
- a. the local government's policies for emergency management;
 - b. the roles and responsibilities of public authorities and other persons involved in emergency management in the local government district;
 - c. provisions about the coordination of emergency operations and activities relating to emergency management performed by the persons mentioned in paragraph (b);
 - d. a description of emergencies that are likely to occur in the local government district;
 - e. strategies and priorities for emergency management in the local government district;
 - f. other matters about emergency management in the local government district prescribed by the regulations; and
 - g. other matters about emergency management in the local government district the local government considers appropriate (e.g., provision for support to, or from, other government districts).
29. Local emergency management arrangements are to be consistent with the State emergency management policies and the State emergency management plans [s. 41(3) of the Act].
30. The emergency risk management (ERM) process is a useful tool to assist in identifying the emergencies that are likely to occur in the local government district. The 'Western Australian Emergency Risk Management Guide' provides advice on conducting the ERM process and is available by request from FESA or may be downloaded from the FESA website
[http://www.fesa.wa.gov.au/internet/upload/shared/docs/FESA_ERM_Apps_Guide_\(web\).pdf](http://www.fesa.wa.gov.au/internet/upload/shared/docs/FESA_ERM_Apps_Guide_(web).pdf)).

31. A copy of the local emergency management arrangements is to be submitted to the local government's emergency management district DEMC. The DEMC may make recommendations to the LEMC should it identify matters that would enhance the operational effectiveness of the arrangements.
32. Local emergency management arrangements are to be reviewed as follows:
- a. contact lists are reviewed and updated quarterly;
 - b. a review is conducted after an event or incident in which the local emergency management arrangements were implemented;
 - c. after training that exercises the arrangements;
 - d. an entire review undertaken every five years, as risks might vary due to climatic, environment and population changes; and
 - e. circumstances that may require more frequent reviews.
35. The local government is to deliver a copy of its local emergency management arrangements, and any amendments to the arrangements, to the SEMC as soon as is practicable after they are prepared [s. 41(5) of the Act].
36. Local emergency management arrangements may be amended or replaced whenever the local government considers it appropriate. The local government is to ensure that its local emergency management arrangements are reviewed in accordance with this policy.

LOCAL RECOVERY PLAN

37. Local emergency management arrangements are to include a recovery plan and the nomination of a local recovery coordinator [s. 41(4) of the Act].
38. Assistance with the preparation, format and content of local recovery plans is provided by the "Guide to Developing your Community's Recovery Management Plan". This is available by request from FESA or may be downloaded from the FESA website (www.fesa.wa.gov.au/internet/default.aspx?MenuID=296).
39. The Local Recovery Coordinator(s) is to be nominated in the Local Recovery Plan by the local government in accordance with the requirements of the Act [s. 41(4)].

REGISTRATION AND DISTRIBUTION OF EMERGENCY MANAGEMENT ARRANGEMENTS

40. Local emergency management arrangements are to be endorsed by the LEMC with the date of endorsement reflected in the minutes and in the arrangements. Local emergency management arrangements should be tabled at the next practicable local government council meeting for approval.
41. Local emergency management arrangements, and any amendments, are to be tabled for information at a meeting of the appropriate DEMC and an electronic copy delivered to the SEMC, via the Secretary SEMC, as soon as is practicable after they are prepared.
42. A local government is to distribute its local emergency management arrangements to at least all LEMC members and such other agencies and industries as considered appropriate by the local government.

43. A copy of the local emergency management arrangements is to be kept at the offices of the local government and be available for inspection, free of charge, by members of the public during office hours. The arrangements may be made available in either written or electronic form. Copies of the local emergency management arrangements which are made available to the public should have the contact details and other confidential information removed.
44. Contact details may be requested by members of the public and the local government should determine the need for that person to view them, e.g., has a role in the arrangements.

EXERCISES

45. Local governments are to ensure that their arrangements are exercised annually. Exercises may be undertaken in conjunction with other emergency management agencies or by the local government alone.
46. Local emergency management arrangement exercises may take the form of field, functional or discussion exercises. Attachment 2 provides a template for the local reporting of local emergency management exercises to the LEMC and DEMC.
47. Local government, through its LEMC, is to advise its relevant DEMC of scheduled exercises and the results of the exercises. Attachment 3 provides a template for the reporting of the local emergency management exercises schedule to the DEMC.

LOCAL EMERGENCY COORDINATOR

48. The State Emergency Coordinator has appointed the Officer in Charge of each Police sub-district to be the Local Emergency Coordinator for the local government district in which they are situated [see s.37(1) of the Act]. Where there is more than one Police sub-district in a local government district each Officer in Charge shall be the Local Emergency Coordinator in respect of that area of the local government for which they are responsible.
49. The local emergency coordinator for a local government district has the following functions [s. 37(4) of the Act]:
 - a. to provide advice and support to the LEMC for the district in the development and maintenance of emergency management arrangements for the district;
 - b. to assist hazard management agencies in the provision of a coordinated response during an emergency in the district; and
 - c. to carry out other emergency management activities in accordance with the directions of the State Emergency Coordinator.

Risk Management

REFERENCES

Australian Emergency Management Glossary (Manual 3 – Emergency Management Australia).

Emergency Management Act 2005

CONSULTATION

Stakeholder consultation for this policy is undertaken by way of correspondence with identified stakeholders.

Organisations consulted in the development of this policy include:

- FESA
- Western Australian Local Government Association (liaison with local government)
- Department of Health
- Department for Community Development
- WA Police
- Emergency Services Subcommittee
- Recovery Services Subcommittee
- District Emergency Management Committees (inc. Metropolitan Emergency Management Executive Group)

RISK ASSESSMENT

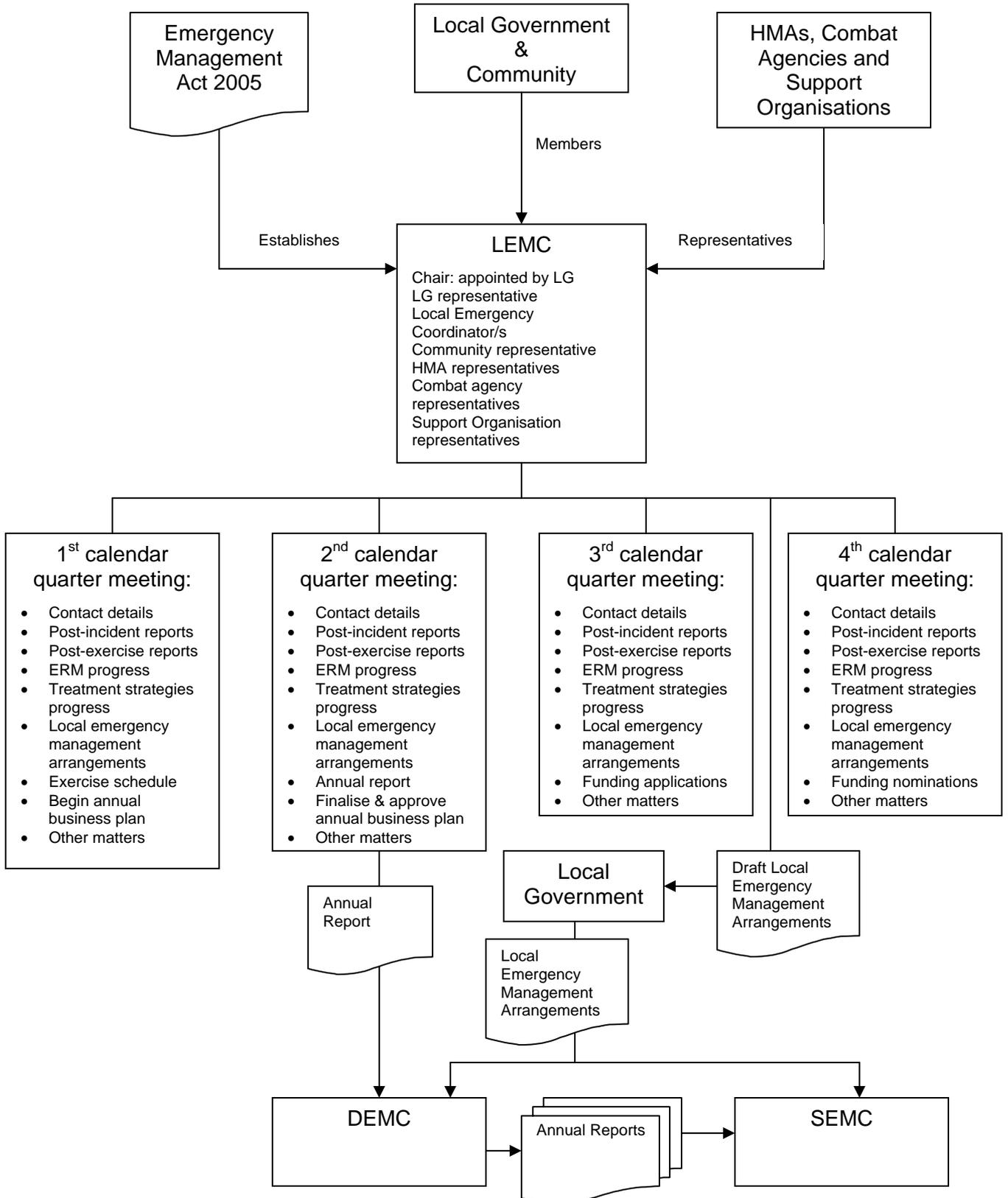
If a State emergency management policy for local governments is not prepared, the risks to State emergency management practice include:

- Inconsistency in local emergency management arrangements development, content and format;
- Local emergency management arrangements not being consistent with State emergency management policies, State government direction or legislation;
- Increased risk to the safety of community members who are inadequately prepared for an emergency incident; and
- Limiting the capacity of local government to comply with the requirements of the *Emergency Management Act 2005*.

This policy aims to guide local governments in the development, content and formatting of local emergency management arrangements and the fulfilment of their responsibilities under the *Emergency Management Act 2005*.

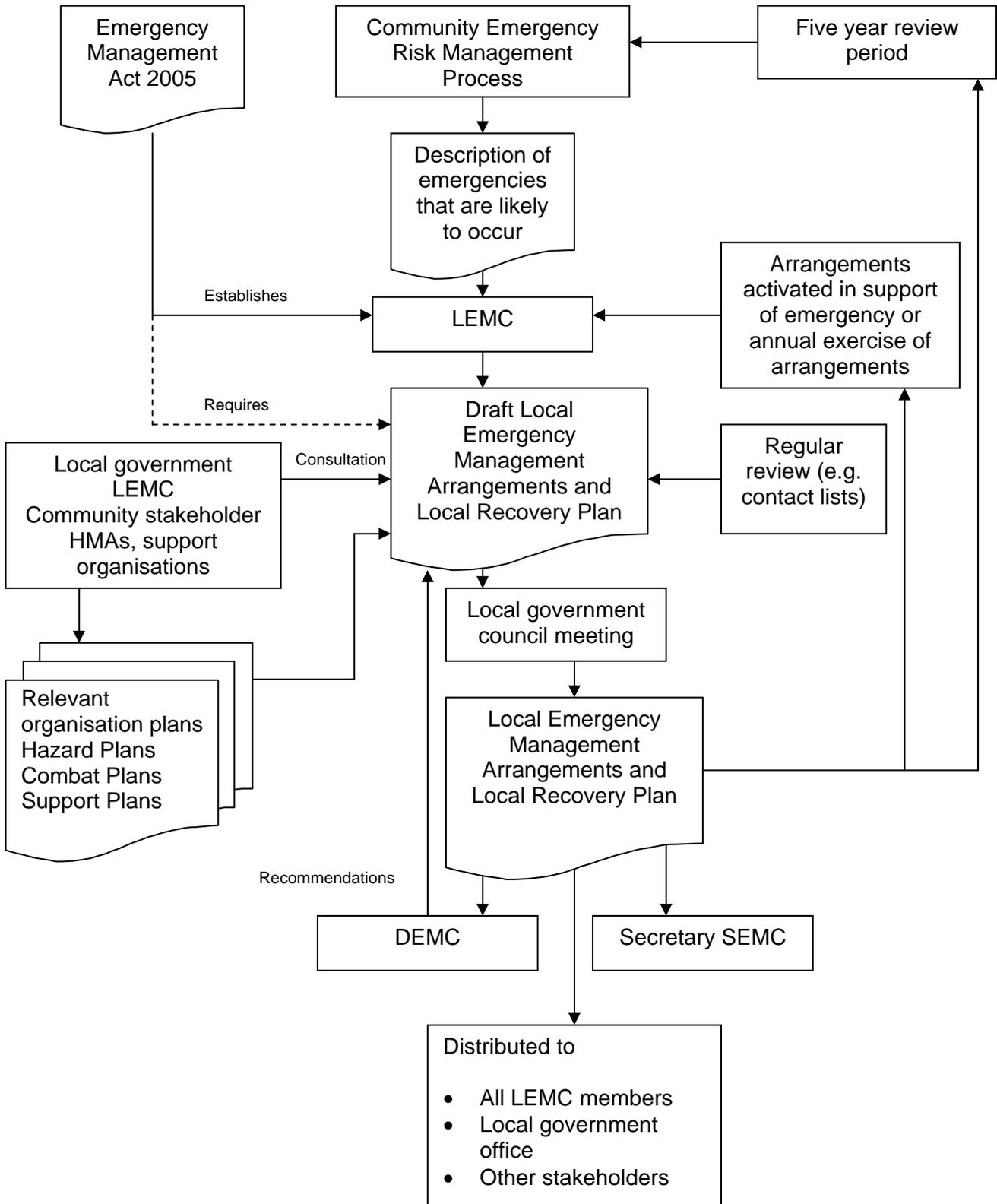
Appendix 1

Flowchart for the establishment of a LEMC and its functions



Appendix 2

Flowchart for the preparation of Local Emergency Management Arrangements



SEMC Approval to Combine

The following local governments seek approval from the State Emergency Management Committee to unite for the purposes of emergency management under section 34(1) of the *Emergency Management Act 2005*.

[List local governments]

[Attach a map and/or a description of the of proposed “combined local government” district]

Local Emergency Management Committee
Scheduled Exercises Report

<Insert name of Shire>
Local Emergency Management Committee

NAME OF EXERCISE: _____

DATE OF EXERCISE: _____

LOCATION OF EXERCISE: _____

TYPE OF EXERCISE:

FIELD (use of response personnel and resources)	DISCUSSION (agency presentations, hypothetical, scenario)	FUNCTIONAL (tabletop, tactical exercise without troupes [TEWT])
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LOCAL EMERGENCY COORDINATOR CONTACT DETAILS:

OBJECTIVES OF THE EXERCISE:

EXERCISE CONDUCTED: <INSERT BRIEF DESCRIPTION OF EXERCISE>

PARTICIPATING ORGANISATION/S & THEIR ROLE/S:

ORGANISATION	ROLE IN EXERCISE

ISSUES TO BE ADDRESSED OR CONSIDERED:

COMMENTS:

<Name of Shire/Council>

Local Emergency Management Committee Exercise Schedule for [year – year]

Date	Exercise / Location	Reason for exercise	Participating Organisations	Time Estimation

EMERGENCY MANAGEMENT PROCEDURES MANUAL

SUBJECT **Amalgamation of Local Governments for the purpose of
Emergency Management.**

PROCEDURE NO **ADP - 11**

TYPE

Administration **x**
Operational

REFERENCES: Emergency Management Act, 2005 [S 34]

REVIEW DATE: 30 June 2009

RESPONSIBILITY Emergency Management Western Australia [EMWA]

BACKGROUND

The Emergency Management Act requires local governments to establish one or more local emergency management committees for the local government district [S38].

Two or more local governments may, with the approval of the State Emergency Management Committee (SEMC), agree to unite for the purposes of emergency management. If two or more local governments (the "**combined local government**") unite the provisions of Section 34(2) apply.

PROCEDURE

Where two or more local governments request SEMC approval to unite for the purposes of emergency management the following procedure applies.

1. Each local government must conduct an analysis of its ability to comply with the provisions of the Act in respect to emergency management. This analysis should examine the local government's ability to provide both effective and efficient emergency management and identify any associated risks.
2. Where it is established that the local government will be either unable to comply with the provisions of the Act or it would be more effective to unite with one or more local governments for the provisions of emergency management, a report with accompanying recommendations should be tabled to the relevant Local Emergency Management Committee. This report should detail the identified risks and rationale for the recommendations presented.

3. Upon endorsement by the relevant LEMC of a recommendation to unite with another local government, communication with adjacent local governments should be undertaken.
4. Following agreement by two or more local governments to unite, a working group should be established, consisting of members of each of the local governments and relevant LEMCs to establish administration arrangements including:
 - Membership of the combined LEMC
 - Appointment of committee Chair;
 - Provision of secretariat support;
 - Emergency Management Arrangements;
 - Recovery Arrangements;
 - Community communication and marketing strategy;
5. A letter requesting SEMC endorsement for the proposed amalgamation of identified local governments for the purposes of emergency management should be forwarded to the Executive Officer, State Emergency Management Committee for consideration. A request for endorsement should include the following details:
 - Local Governments to be united under the proposal;
 - Outcome of risk assessments and rationale for amalgamation;
 - Agreed administrative and reporting arrangements;
 - Outline of community communication and marketing strategy;
6. The letter to the Executive Officer SEMC should be endorsed by each of the respective local governments' Chief Executive Officers.
7. Following endorsement of the proposal by the SEMC, the Secretary SEMC will advise each local government and LEMC of the decision in writing;
8. Emergency Management WA will arrange for the revised arrangements to be included in all relevant policies and procedures.