

LGASA Response to the Notice and Summons of the Royal Commission into National Natural Disaster Arrangements

Response

19 June 2020

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Introduction

About the Local Government Association of South Australia

The Local Government Association of South Australia (LGASA) is the voice of local government in South Australia, representing all 68 councils across the state and the Anangu Pitjantjatjara Yankunytjatjara.

The South Australian *Local Government Act 1999* recognises the LGASA as a public authority for the purpose of promoting and advancing the interests of local government. The LGASA is also recognised in and has prescribed functions in 29 other South Australian Acts of Parliament. The LGASA provides leadership, support, representation, and advocacy relevant to the needs of our member councils.

The LGASA is a strong advocate for policies that achieve better outcomes for councils and the communities they represent. The LGASA welcomes the opportunity to respond to the Notice and Summons, and contribute to the Royal Commission into National Natural Disaster Arrangements.

This is a response to the questions raised in the Notice and Summons of the LGASA dated 15 June 2020.

This submission has been prepared by the LGASA Secretariat and is informed by a range of publicly available information.

LGASA Response to the Notice and Summons from the Royal Commission into National Natural Disaster Arrangements

The questions below are taken verbatim from the Notice and Summons.

1. Provide an overview of the role and responsibilities of LGASA in relation to assisting local government and communities to:

- a. prepare for natural disasters;
- b. respond to natural disasters; and
- c. recover from natural disasters.

Background:

Emergency management arrangements in South Australia are governed by the *State Emergency Management Act 2004* (*the Act*). The Act establishes the State Emergency Management Committee (SEMC) and lists its functions and powers. The LGASA CEO, Mr. Matt Pinnegar, is a representative on the SEMC.

The South Australian State Emergency Management Plan (SEMP) establishes the State's emergency management arrangements which includes arrangements for local government. The SEMP is prepared under section 9(1)(b) of the Act to manage all emergencies. It is a function of the SEMC to prepare and maintain the SEMP, and to ensure arrangements reflect best practice.

The SEMP articulates the roles and responsibilities that local government plays in State and local emergency management prevention, preparedness, response and recovery.

The role of local government in emergency management is explained in the SEMP as:

“Local governments play a fundamental enabling role in emergency management because of their strong relationship with their local community networks and knowledge of locally available resources.

Local governments have responsibilities, in partnership with state government, to contribute to the safety and wellbeing of their communities by participating in local emergency management.

The principal roles and responsibilities of local governments may include:

- *build and promote disaster resilience*
- *undertake cost-effective measures to mitigate the effects of emergencies on local communities, including routinely conducting emergency risk assessments*
- *systematically taking proper account of risk assessments in land-use planning to reduce hazard risk*
- *represent community interests in emergency management to other spheres of government and contribute to decision-making processes*
- *ensure all requisite local emergency planning and preparedness measures are undertaken*
- *ensure an adequate local council emergency response capability is in place, including resources for the local volunteers*
- *undertake public education and awareness to support community-preparedness measures*
- *participate in recovery operations as per SEMP – Part 2 – Arrangements – Local Government Role in Recovery*
- *ensure appropriate local resources and arrangements are in place to provide and support emergency relief and recovery services to communities*
- *participate in post-emergency assessment and analysis.*

In line with the provisions of Section 8 of the Local Government Act 1999, local government must give due weight to the SEMP, and align their plans and activities to the objectives and strategies described herein.”

The SEMP also establishes the Local Government Functional Support Group (LGFSG) and specifies that it is responsible for:

“Coordinating the Response from Local Government during an emergency”.

Role of LGASA in assisting local government and communities:

The LGASA is charged with the oversight and management of the LGFSG for and on behalf of the local government sector across the State. Further information is provided in response to question 4 below.

The LGASA supports councils with emergency management, the key platforms being the i-Responda operating platform, the LGFSG and the Council Ready program. The role of the LGASA in supporting local government in emergency management is explained here.

The LGASA has policies in place that support local government to meet its obligation under section 7 (d) of the Local Government Act 1999 to:

"take measures to protect their area from natural and other hazards and to mitigate the effects of such hazards".

These policies are reflected in the LGASA Policy Manual, which includes the following statements on emergency management:

- **Statement 3.2.2 'Emergency Management':**

"Local government supports the concept of shared responsibility and agrees that all spheres of government, business and the community should actively partner to build resilience into communities against emergency events. Councils shall continue to work collaboratively to achieve sustainable community safety."

- **Statement 3.2.2 'Emergency Recovery':**

"Local government understands that there will be severe community impacts of emergency events, and shall continue to undertake local emergency management risk assessments and develop local plans in collaboration with regional emergency management stakeholders, in alignment with the hierarchy of emergency management plans."

The role of local government in emergency management is further explained in the *Local Government Emergency Management Framework* ('the LGEMF'). Further information is provided in response to question 2 below.

The LGEMF outlines the role that councils play in reducing disaster risks before emergencies happen, and in the recovery process after the emergency has passed. These roles complement the long-standing functions of councils supporting communities and emergency services when emergencies occur.

Councils in South Australia have a long history of supporting communities when emergencies occur. While local government emergency management has historically focussed on the operational support that councils provide when emergencies occur, it also makes a significant contribution through reducing disaster risks, strengthening community resilience, and leadership, coordination and restoration of community assets in recovery.

During the 2019/2020 bushfire crisis in South Australia, many council personnel supported the affected councils. The coordination offered saw support from 220 council employees and 68 units of plant and equipment from 34 councils provided on the ground in bushfire affected areas. Many of these councils provided support to multiple events. For example, twenty-three councils supported Kangaroo Island Council during that bushfire, and nine councils supported the four councils affected by the Cudlee Creek fire. These contributions involved plant and equipment as well as human resources and sent a powerful message about the connectedness of the sector and the ability to respond flexibly in a crisis.

The LGEMF explains the two categories that describe how local government participates in emergency response:

- For 'council category' incidents, that is, incidents involving only one council, councils typically provide direct support to the control agency and other involved parties working through locally developed arrangements and networks.
- For 'local government category' incidents, that is, for incidents involving more than one council or are more complex, the LGFSG coordinates the response from local government.

This includes:

- Ensuring effective coordination and communication between impacted councils;
- Ensuring effective coordination and communication between emergency services and impacted councils;
- Facilitating resource sharing across the local government sector; and
- Representing the local government sector at the State Emergency Centre, Agency State Control Centres, Zone Emergency Support Teams and any relevant agency Incident Management Teams.

2. Annex the LGEMF. Describe:

The LGEMF is **provided at Attachment 1.**

a. the reasons for the development of the LGEMF;

The first version of the LGEMF was developed in 2017 with the following purpose:

“The purpose of this framework is to provide an holistic and integrated approach to emergency management for Local Government that aligns to the South Australian State Emergency Management Plan. It is intended to provide the foundation upon which the sector’s strategies, programs and actions can be planned, integrated and implemented, building a safer and more resilient Local Government”.

This LGEMF also responded to changes to the SEMP in 2016 which clarified the role of local government in emergency management. This version of the LGEMF was adopted by the LGASA Board of Directors in September 2017.

In 2019, LGASA initiated an update of the framework to:

- Incorporate learnings from extensive engagement with councils around emergency management facilitated by LGASA through the Council Ready program;
- Articulate the local government response to a number of significant national, state and local policy directives regarding emergency management; and
- Reflect operational changes associated with changes to the state emergency management arrangements and the maturing of the LGFSG.

The 2019 LGEMF contains the following purpose statement:

“The Local Government Emergency Management Framework exists to provide clarity and direction to the local government sector in South Australia with regard to emergency management. The aims of the framework are to:

- *Outline a holistic and integrated approach to emergency management for local government that encompasses actions taken before, during and after emergencies;*
- *Provide clarity about the roles and responsibilities of local government in emergency management as a foundation for all emergency management strategies, programs and activities across the local government sector; and*
- *Communicate the ways in which local government emergency management is integrated with state, national and international emergency management arrangements and policy.*

It is intended that this framework will guide the emergency management plans, strategies, activities and programs of councils, the Local Government Association of South Australia (LGA-SA), regional LGAs, the Local Government Functional Support Group (LGFSG) and LGASA Mutual.”

The 2019 version of the LGEMF was adopted by the LGASA Board of Directors in July 2019 and a copy of the LGEMF is provided at Attachment 1.

b. the contributors to the development of the LGEMF; and

The 2019 LGEMF was written by LGASA on behalf of the local government sector. LGASA assembled a project team with representation from its emergency management support unit, policy and corporate governance teams.

A draft LGEMF was released for consultation between 1 April 2019 and 31 May 2019. This was promoted via LGASA circular (regular electronic news to all member councils) and emergency management e-News, and through the State Government emergency management networks. The LGASA was invited to present the draft framework to the SEMC, the State Emergency Management Assurance Advisory Group and the Local Government Volunteer Managers Network.

Twenty-two written submissions from councils, state government agencies and LGASA schemes were received during the consultation period.

Preparation of the LGEMF was also informed by the consultations with councils about emergency management in 2018 facilitated by LGASA as part of the Council Ready program. This consultation involved more than 550 people from all 68 councils.

c. whether the LGEMF has been adopted by all local governments in South Australia.

The LGEMF was adopted by the LGASA Board of Directors in 2019 as a strategic framework for the local government sector.

There is no requirement for councils to adopt the LGEMF.

Key elements of the LGEMF are contained within LGASA's model council policy on emergency management. Over the past twelve months, a number of South Australian councils adopted new emergency management policies using this model policy with support from the Council Ready program, and thus have referred to key elements of the LGEMF.

3. Describe the Council Ready program. In your answer, describe:

a. the objectives of the program;

In 2018, the LGASA identified that the approach taken by councils in South Australia in emergency management varied considerably.

In response to the 2016 extreme weather events that impacted South Australia and in the context of the ongoing maturing of South Australia's emergency management arrangements, it was noted that council emergency management plans:

- were not consistent;
- were often not well aligned to the state emergency management arrangements;
- did not always address the wide-ranging roles that councils play across prevention, preparedness, response and recovery; and
- reflected a lack of clarity around roles and responsibilities for councils in emergency management.

These matters were identified by LGASA, LGASA Mutual, State Government emergency management agencies and councils themselves.

In partnership with councils, LGASA Mutual and State Government, LGASA responded to these needs with the development of the 'Council Ready' program.

The Council Ready program aims to:

- support councils with emergency management planning;
- clarify the roles and responsibilities of local government in emergency management;
- facilitate strategic whole-of-council approaches that embed emergency management into regular activities across departments;
- enable consistent approaches to emergency management, including in the hierarchy of plans and use of consistent terminology across the local government sector; and
- support councils to increase community awareness of risk and build community resilience.

The Council Ready program comprises two stages:

- Stage 1 (April 2018-March 2019) developed and implemented a local government emergency management 'health check' to:
 - Identify individual council strengths and gaps with respect to emergency management planning; and
 - Consider the best ways for the LGA to support councils with emergency management planning.

The *Emergency Management Health Checks with SA Councils Summary Report* February 2019 is **provided at Attachment 2**.

- Stage 2 (April 2019-June 2021) aims to provide practical assistance to councils with emergency management planning through a network of project facilitators.

The *LGA Council Ready Program Stage 2 Implementation Plan* April 2019 - June 2021 is **provided at Attachment 3**.

b. the key features of the program;

In Stage 1 (April 2018-March 2019), all 68 councils participated in the emergency management health check process. More than 550 council employees participated in health check workshops, and almost 300 people offered further insights through a survey. The health check process also involved a desktop review of emergency management plans and related documentation supplied by councils.

The outcomes from Stage 1 were documented in the *Emergency Management Health Checks with SA Councils: Summary Report*. This included 22 recommendations for how LGASA should work with councils in Stage 2 of the program.

The 22 recommendations were carried forward to inform the *Council Ready Stage 2 Implementation Plan*. This plan was endorsed by the Council Ready Governance Group and Natural Disaster Resilience Program (NDRP) State Assessment Panel as the basis for Stage 2.

In the delivery of Stage 2, LGASA has employed a team of project facilitators who work with councils to prepare and then implement an Action Plan addressing each council's priorities for emergency

management planning. The key emergency management documentation that the program assists council to develop are:

- Council emergency management policy;
- Council emergency management plan;
- Council incident operation arrangements; and
- Council recovery arrangements.

The program also assists councils with a range of value-adding activities, such as the facilitation of exercises, debriefs, emergency risk assessments and community resilience building activities.

The *Stage Two – Council Ready Brochure* is **provided at Attachment 4**.

c. the extent of local government participation in the program;

All 68 councils in South Australia, all of which are members of the LGASA, participated in Stage 1. This included 563 council staff involved in 37 individual council workshops 7 subregional workshops and 12 health check meetings.

There is a staged engagement of councils in Stage 2. As of 16 June 2019:

- 8 Council Ready Action Plans are complete;
- 50 Council Ready Action Plans are under delivery; and
- 15 Council Ready Action Plans are being scoped.

Five of the eight councils which completed their Council Ready Action Plan have entered into a second Action Plan with the Council Ready program, which is why the total is greater than 68.

Council Ready has a strong focus on engaging council staff and elected members as part of the production of emergency management documentation. This is critical to ensure that:

- emergency management documentation is informed by knowledge from across councils; and
- the planning process provides an opportunity to build understanding and awareness around emergency management.

Since the commencement of Stage 2 (May 2019), the program has delivered 65 engagement sessions (workshops, information sessions, debriefs, exercises, training sessions) involving 504 participants.

d. how the program is funded, including details about the total funding amount and the period over which any such funding has been allocated; and

Council Ready is a partnership between Commonwealth, State and local government in South Australia.

The program receives 66% of its funding (\$1,980,000) from the NDRP, which, in South Australia, is funded by Commonwealth and State government. The Local Government Association Mutual Liability Scheme provides the remaining 34% of funding (\$1,020,000). This funding covers the period April 2018 to June 2021.

There are no direct costs for councils to participate in the program.

e. any evaluation or program.

Council Ready has an independent monitoring and evaluation program to track the program's impact and effectiveness. The first review was completed in late 2019, and the process will be repeated in late 2020 and at the program's conclusion.

The evaluation framework is built upon the original program aims, which were clarified into 19 desired outcomes, 18 evaluation questions and 26 performance indicators.

The *Council Ready Monitoring and Evaluation: Report 1* dated December 2019 is **provided at Attachment 5**.

4. Describe the role and purpose of the Local Government Functional Support Group in relation to preparing for, responding to, and recovery from natural disasters.

The LGFSG's responsibility is explained above in the response to question 1. As per the SEMP it is: "*Coordinating response from local government during an emergency*". There are a series of responsibilities as defined by the SEMP (see above).

The LGASA employs an LGFSG Coordinator (1.0FTE) to ensure the LGFSG is able to maintain a minimum standard. The LGFSG Coordinator works with council staff, contractors and external agencies to support these operations.

The LGFSG Plan is **provided at Attachment 6**.

Preparing for natural disasters:

The LGFSG recognises the need to ensure local government has staff, resources and systems ready to respond during emergencies to enable local government to be safe, well-informed and be working as part of a coordinated approach, while supporting the control agencies and their communities.

As such, the LGFSG considers four areas in preparing for emergencies:

- ***Development and Engagement:***
 - Making training available to councils for their staff in emergency management, incident management and personal safety as related to a particular hazard e.g. bushfire;
 - Ensuring local government staff with functional roles within the LGFSG are provided training and development opportunities and skills maintenance activities e.g. Liaison Officers; and
 - Conducting sector-wide activities to support the development of local government in emergency management, including emergency management seminars, forums and state-wide exercises.
- ***Operational Support:***
 - Relevant, useful and current doctrine (policies and procedures), including the i-Responda operating platform, field guides and LGFSG operations manuals; and
 - Ensure fit for purpose command and safety equipment is maintained.
- ***ICT & Systems:***
 - Ensure that appropriate technology and systems are in place to support the operations of the LGFSG, with a view to interact and integrate with emergency services and councils where possible.

- *Advocacy and advice:*
 - Work with the State Government (Emergency Management and Emergency Service agencies) to advocate and represent the local government sector; and
 - Support South Australian councils with emergency management advice and support with their incident operations-related matters.

Responding to natural disasters:

The LGFSG maintains an incident operations structure to facilitate rapid response to emergencies when they occur. These systems are activated in the event of an incident and include:

- A State Duty Officer available 24 hours a day to be the primary point of contact for the LGFSG. The State Duty Officer is available to State Government Control Agencies (emergency services) and councils to provide support and response as required;
- Deployment kits and resources available to support infield liaison officers and LGFSG Emergency Operations Centres; and
- Maintenance of a State Coordination Centre to provide strategic coordination of local government resources.

Recovery from natural disasters:

The LGFSG incident operations extend into recovery operations and include:

- Supporting councils with recovery transition arrangements and coordination with state government agencies and state recovery;
- Continuing the coordination of local government operations into recovery as required;
- Creating a platform for impacted councils to collaborate, share and learn from experiences; and
- Representing the local government sector on the State Recovery Committee.

5. Describe the role and purpose of the i-Responda platform in relation to preparing for, responding to, and recovery from natural disasters.

The i-Responda platform is represented in two parts – i-Responda Executive (risk-based policy/process supported by LGASA Mutual Schemes) and i-Responda Operational (technical implementation delivered consistently across the sector by the LGASA).

The i-Responda operational platform was established in 2014 by the LGASA in response to an identified need in the local government sector for a clear understanding of how the sector could safely and effectively support control agencies (specifically the Country Fire Service) in accordance with the SEMP during emergencies while maintaining its obligations under the *Local Government Act 1999* and its work health safety obligations to their employees, in a “command, control and coordination” environment.

The i-Responda project was initially funded by the NDRP and continues to be endorsed by the LGASA Mutual Liability Scheme, Asset Mutual Fund and Workers Compensation Scheme.

The i-Responda principle of “*Ordinary Operations in Extraordinary Situations*” has enabled the operating platform to be further developed to cover all incident types, not just bushfires.

The role and purpose of i-Responda continues to be an enabling platform that allows councils to support control agencies in a safe, coordinated and consistent way with local community wellbeing and safety being the ultimate priority.

i-Responda includes:

- Activation of appropriate (to the event) Emergency Management Plans developed in accord with “*Ordinary Operations in Extraordinary Situations*”
- Action plans for workers and council commander (supervisors);
- A field guide with personal safety information; and
- A series of training activities tailored to local government needs (developed in consultation with emergency services).

The *i-Responda Field Guide 2019* is **provided at Attachment 7**.

The *i-Responda Essentials Activity Information* (training information) is **provided at Attachment 8**.

Councils are supported to adopt and incorporate i-Responda resources, such as the Action Plans for Workers and Council Commanders, into their council emergency management documentation through the Council Ready program.

6. Describe any opportunities to improve coordination between LGAs (particularly adjacent LGAs across State or Territory borders), State Government and Federal Government to better prepare for, respond to, and recover from natural disasters.

The LGASA supports improved coordination between councils and all three levels of government.

The local government sector across Australia has an opportunity to develop a platform to share operational experiences and operational processes. This would be in addition to the Australia Local Government Association’s (ALGA’s) existing emergency management policy networks. This could include developing arrangements for local government incident management staff being deployed to interstate emergencies for development opportunities and providing support for its partners.

There is also an opportunity to create cross-border arrangements to ensure councils close to state borders are able to operate across state border without compromising legal and worker protections.

Attachments

Attachment 1: *Local Government Emergency Management Framework (LGEMF)*

Attachment 2: *Emergency Management Health Checks with SA Councils Summary Report February 2019*

Attachment 3: *Council Ready Program Stage 2 Implementation Plan*

Attachment 4: *Stage Two – Council Ready Brochure*

Attachment 5: *Council Ready Monitoring and Evaluation: Report 1 dated December 2019*

Attachment 6: *LGFSG Plan*

Attachment 7: *i-Responda Field Guide 2019*

Attachment 8: *i-Responda Essentials Activity Information* (training information)

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Local Government Emergency Management Framework

**Adopted by LGA Board of
Directors**

July 2019

Executive Summary

The Local Government Emergency Management Framework exists to provide clarity and direction to the local government sector in South Australia with regard to emergency management.

Climate change, recent emergencies, community expectations, technology and economic disruption are among the big shifts which underpin the need for the local government sector to better understand our role in emergency management. Doing so is critical to better manage current risks, prepare for an uncertain future and reduce impacts and costs to communities.

Historically, local government emergency management has focussed on the operational support provided when emergencies occur. In practice, our sector makes a much greater contribution through reducing disaster risks and strengthening community resilience before emergencies occur, and supporting communities through the long recovery process.

This updated framework seeks to better reflect the breadth of councils' roles in emergency management and supports the following vision:

Communities are disaster resilient because emergency risks are understood across the community, mitigated wherever possible, and there are effective systems to ensure community safety and wellbeing when emergencies occur.

The framework is structured around the key areas of

- Disaster risk reduction - action to avoid the creation of new disaster risks, reducing existing disaster risks, and managing any residual risk;
- Incident operations - actions undertaken, immediately before, during and immediately after an incident; and
- Recovery - the process of restoring emotional, social, economic and physical wellbeing, reconstructing physical infrastructure and restoring the environment following an emergency.



For each of these areas, the framework provides clarity of role and establishes strategic objectives for the local government sector. The framework concludes with a summary of roles for councils, the Local Government Association of South Australia (LGA-SA), regional LGAs, the Local Government Functional Support Group (LGFSG) and LGASA Mutual, and description of the support resources available to councils.

Foreword

Councils have a long history of supporting communities when emergencies occur.

Responses to recent emergencies such as the Thomas Foods Factory Fire in Murray Bridge in early 2018, the 2015 Sampson Flat and Pinery fires and the 2016 Statewide Blackout and storm events demonstrate the significant support that councils provide to their communities during and after major emergencies.

This framework reflects the evolving role of local government in emergency management.

In particular, it emphasises the critical role that councils play in reducing disaster risks before emergencies happen, and in the often long recovery process after the emergency has passed. These roles complement the long standing functions of councils supporting communities and emergency services when emergencies occur.

This version of the framework reflects the significant progress that our sector has made in a few short years. Through the i-Responda operating platform, the Local Government Functional Support Group and more recently Council Ready, our sector has demonstrated our ability to work together to drive a coordinated approach to emergency management.

The LGA has invested heavily in supporting councils with emergency management. I encourage all councils to use this framework – and the support resources that sit beneath it – to strengthen emergency management activities in your council.



Sam Telfer

LGA President

July 2019

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1. Introduction

1.1 Why a Local Government Emergency Management Framework?

Emergency management is about preventing, preparing for, responding to, and recovering from emergencies that may affect the community and endanger life, property or the environment.

Community expectations, recent emergency events and shifts in policy and legislation are creating new expectations of local government in relation to emergency management, and adding to an already complex policy and legislative framework.

Climate change amplifies the need to better mitigate our known emergency risks and better understand emerging risks. It also means that we need to be ready to respond to emergencies that will occur more often and with less predictability than ever before.

Technological, demographic, social and economic changes will continue to create new disruptors and previously unseen emergencies, and exacerbate existing emergency risks. These challenges may also present new opportunities to strengthen resilience in communities.

Local government emergency management has historically focussed on the operational support that councils provide when emergencies occur. In practice, local government makes a much greater contribution through reducing disaster risks, strengthening community resilience, and leadership, coordination and restoration of community assets in recovery.

This broader framing of emergency management accords with a range of international, national and state based policy directions which emphasise disaster risk reduction and disaster resilience as a means to better manage current emergency risks, prepare for an uncertain future and reduce costs to communities.

Across South Australia, councils play important and diverse roles in emergency management because of their strong relationships with communities, knowledge of local hazard, risk and the local environment, ability to mobilise local resources, and experience in mitigating, responding to and recovering from emergencies.



1.2 Framework purpose

The Local Government Emergency Management Framework exists to provide clarity and direction to the local government sector in South Australia with regard to emergency management. The aims of the framework are to:

1. Outline a holistic and integrated approach to emergency management for local government that encompasses actions taken before, during and after emergencies;
2. Provide clarity about the roles and responsibilities of local government in emergency management as a foundation for all emergency management strategies, programs and activities across the local government sector; and
3. Communicate the ways in which local government emergency management is integrated with state, national and international emergency management arrangements and policy.

It is intended that this framework will guide the emergency management plans, strategies, activities and programs of councils, the Local Government Association of South Australia (LGA-SA), regional LGAs, the Local Government Functional Support Group (LGFSG) and LGASA Mutual.

1.3 Framework overview

The framework has four sections:

Section 1 introduces the framework by providing background information, describing its purpose and defining key terms.

Section 2 provides the context for the framework by explaining the drivers for local government emergency management in South Australia.

Section 3 contains the key elements of the framework, including a vision, scope, guiding principles, and clarification of roles and strategic objectives for the key areas of:

- Disaster risk reduction
- Incident operations
- Recovery.

Section 4 details how the framework will be implemented, with roles described for the councils, the LGA, regional LGAs, the LGFSG and LGASA Mutual. Section 4 also introduces the guidelines, tools and templates available to support councils with emergency management planning.

1.4 Definitions

The following definitions are provided for the purposes of this framework, and to establish a common language for local government emergency management in South Australia. Throughout this framework, the verbs 'lead', 'support' and 'coordinate' are used in their commonly understood dictionary meanings, and not the meanings specific to emergency management terminology.

Community

A social group with a commonality of association and generally defined by location, shared experience or function, and with a number of things in common such as culture, heritage, language, ethnicity, pastimes, occupation or workplace¹.

Disaster resilience

The ability to survive, adapt and grow, no matter what happens².

Disaster risk

The potential loss of life, injury, or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time, determined probabilistically as a function of hazard, exposure, vulnerability and capacity³.

Disaster risk reduction

Activity aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development⁴.

Emergency

An event (whether occurring in the State, outside the State or in and outside the State) that causes, or threatens to cause—

- (a) the death of, or injury or other damage to the health of, any person; or
- (b) the destruction of, or damage to, any property; or
- (c) a disruption to essential services or to services usually enjoyed by the community; or
- (d) harm to the environment, or to flora or fauna;

Note— This is not limited to naturally occurring events (such as earthquakes, floods or storms) but would, for example, include fires, explosions, accidents, epidemics, pandemics, emissions of poisons, radiation or other hazardous agents, hijacks, sieges, riots, acts of terrorism and hostilities directed by an enemy against Australia⁵.

Emergency management

A range of measures to manage risks to communities and the environment.

More specifically, the organisation and management of resources for dealing with all aspects of emergencies, encompassing, plans, structures and arrangements which are established to bring together the normal endeavours of government, voluntary and private agencies in a comprehensive and coordinated way to deal with the whole spectrum of emergency needs including prevention, response and recovery⁶.

Incident management

Processes, decisions and actions taken to resolve an emergency incident and support recovery that will enable the community to return to normality⁷.

Local government organisations

The Local Government Association of South Australia, the 68 councils across South Australia, the 6 Regional Local Government Associations (regional LGAs) and other Local Government subsidiaries.⁸

Recovery

The coordinated process of supporting emergency-affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical well-being⁹.

¹ <https://www.homeaffairs.gov.au/emergency/files/national-disaster-risk-reduction-framework.pdf>

² South Australia's Disaster Resilience Strategy 2019-2024

³ United Nations Office for Disaster Risk Reduction
<https://www.unisdr.org/we/inform/terminology>

⁴ United Nations Office for Disaster Risk Reduction
<https://www.unisdr.org/we/inform/terminology>

⁵ South Australian Emergency Management Act 2004

⁶ Australian Institute for Disaster Resilience Glossary,
<https://knowledge.aidr.org.au/glossary/>

⁷ Australian Institute for Disaster Resilience Glossary,
<https://knowledge.aidr.org.au/glossary/>

⁸ Local Government Functional Support Group Plan, V1.1

⁹ Australian Institute for Disaster Resilience Glossary,
<https://knowledge.aidr.org.au/glossary/>

2. Drivers for local emergency management

2.1 Updated framework responds to emerging drivers

The first iteration of the Local Government Emergency Management Framework was finalised in 2017. The current update was initiated to:

- Incorporate what the LGA has learnt from extensive engagement with councils through the Council Ready program;¹⁰
- Articulate the local government response to a number of international, national, state and local policy directives (see Figure 2.1); and
- Reflect operational changes associated with the ongoing evolution of the South Australian emergency management arrangements and the maturing of the LGFSG.

Figure 2.1: A non-exhaustive summary of frameworks, strategies and policies that provide the context for this framework



¹⁰ Council Ready is a three year program funded by the Natural Disaster Resilience Program and the LGA Mutual Liability Scheme that aims to support councils with emergency management planning.

2.2 Strategic drivers

Climate risk

Our climate is changing. Extreme events such as bushfires, storms, heatwaves and floods are predicted to increase in frequency, duration and intensity as a result of climate change. Some extreme weather events are already happening at an increased frequency.

New natural hazard threats will emerge as a result of climate change and there is risk of hazards in areas that previously have not experienced them.

There is increasing potential for concurrent emergencies to occur, for example, flooding events or bushfires following a prolonged drought.

We can also expect emergencies to occur in closer succession, and greater complexity through cascading events that trigger unforeseen consequences on communities.

The impacts of climate change mean that councils will need to support communities affected by emergencies more often. It will also necessitate a stronger focus on resilience, so that communities can survive, adapt and grow through the experience of emergencies.

The more frequent and changing experience of emergencies will impact the local government sector's ability to achieve its strategic goals. This will drive local government organisations to proactively identify and mitigate their climate risks, many of which are also emergency risks. Practically, this will require councils to apply climate and hazard data to better manage assets, plan community land use and manage risks.

"...there is an accepted understanding that disasters and disaster risk are influenced not only by physical risk, but also by the way government systems operate and social action, inaction and organisation. The changing climate – affecting ageing populations, work patterns, land use changes, migration to and from rural areas and volunteering trends – creates increased challenges in managing disaster risk"

-AFAC 2018. Climate Change and the Emergency Management Sector



An era of change

South Australian communities are continuing to experience changes brought about by population ageing, globalisation, inequality, urban development, technological advancements, economic restructuring, health and a growing interconnectivity between the critical systems that support our communities.

These changes present challenges for emergency management. For example, population growth may expose more people to emergency risks as neighbourhoods establish in areas at risk of fires, floods or coastal inundation.

Changes to the systems on which communities depend, for example, food, energy, communications and transport systems, now mean that the failure of one system has far wider consequences than ever before. Acts of violent extremism may also target these systems with cascading impacts on communities.

Growing costs of disasters

Emergencies are associated with increasing financial and human costs to communities, businesses and the local government sector.

In 2017 Deloitte Access Economics found that over the past 10 years, disasters have cost the South Australian economy around \$200 million per year. Assuming current development patterns and population growth continue, this is forecast to reach \$700 million per year by 2050¹¹. This forecast does not account for the effects of a changing climate, which are expected to magnify these costs, nor does it account for losses that cannot be quantified but are no less important to people.

The growing costs of disasters will drive a stronger focus on proactive emergency risk management, and see disaster risk a bigger consideration in decision making.

This will be necessary to reduce the financial risks to the sector and ensure the sector continues to enjoy the protections and insurance that ratepayers expect.

Through risk assessments, long term strategies and everyday business, councils know where investment is needed to mitigate emergency risks, for example through stormwater management, coastal protection, flood protection, or climate change adaptation. Councils have an important role in sharing information they hold about emergency risks, as this can help strengthen the resilience of communities, strengthen partnerships with other levels of government, prompt private sector investment and avoid higher insurance premiums.

Strengthening community resilience

As the level of government closest to communities, local government has a unique understanding of the needs and aspirations of South Australian communities. Councils are well placed to work with individuals, households, community groups and businesses to strengthen resilience to emergencies. Council volunteers are an important resource to be mobilised in doing so.

A high level of community satisfaction and trust in local government means that when emergencies occur, councils are a trusted source of information and support. While this trust and connection is a strength, it also comes with an expectation that councils are ready to support communities during and after emergencies.

¹¹ <https://www2.deloitte.com/au/en/pages/economics/articles/building-australias-natural-disaster-resilience.html>

It is also important to note that councils are not the only organisations with strong pathways into communities. Communities will fare better through the experience of emergencies if organisations across the community work together to strengthen disaster resilience.

Playing our part

Emergency management is a shared responsibility.

Playing our part means that local government is proactively contributing to emergency management, and doing so in a coordinated way that is well integrated with local, regional and state arrangements. It also requires councils to work closely with individuals, households, communities and businesses.

In an era of increasing cost and role shifting to local government, it is important that the sector does not assume roles that are best managed by other levels of government, the private sector or community. Local government activities in emergency management will be most successful when they draw upon the sector's core strengths and add value to what is core business for councils.

“There is a need for a new focus on shared responsibility; one where political leaders, governments, business and community leaders, and the not-for-profit sector all adopt increased or improved emergency management and advisory roles, and contribute to achieving integrated and coordinated disaster resilience. In turn, communities, individuals and households need to take greater responsibility for their own safety and act on information, advice and other cues”.

- *National Strategy for Disaster Resilience*



2.3 Legislative drivers

Table 2.1 summarises the key legislative drivers for local government’s involvement in emergency management.

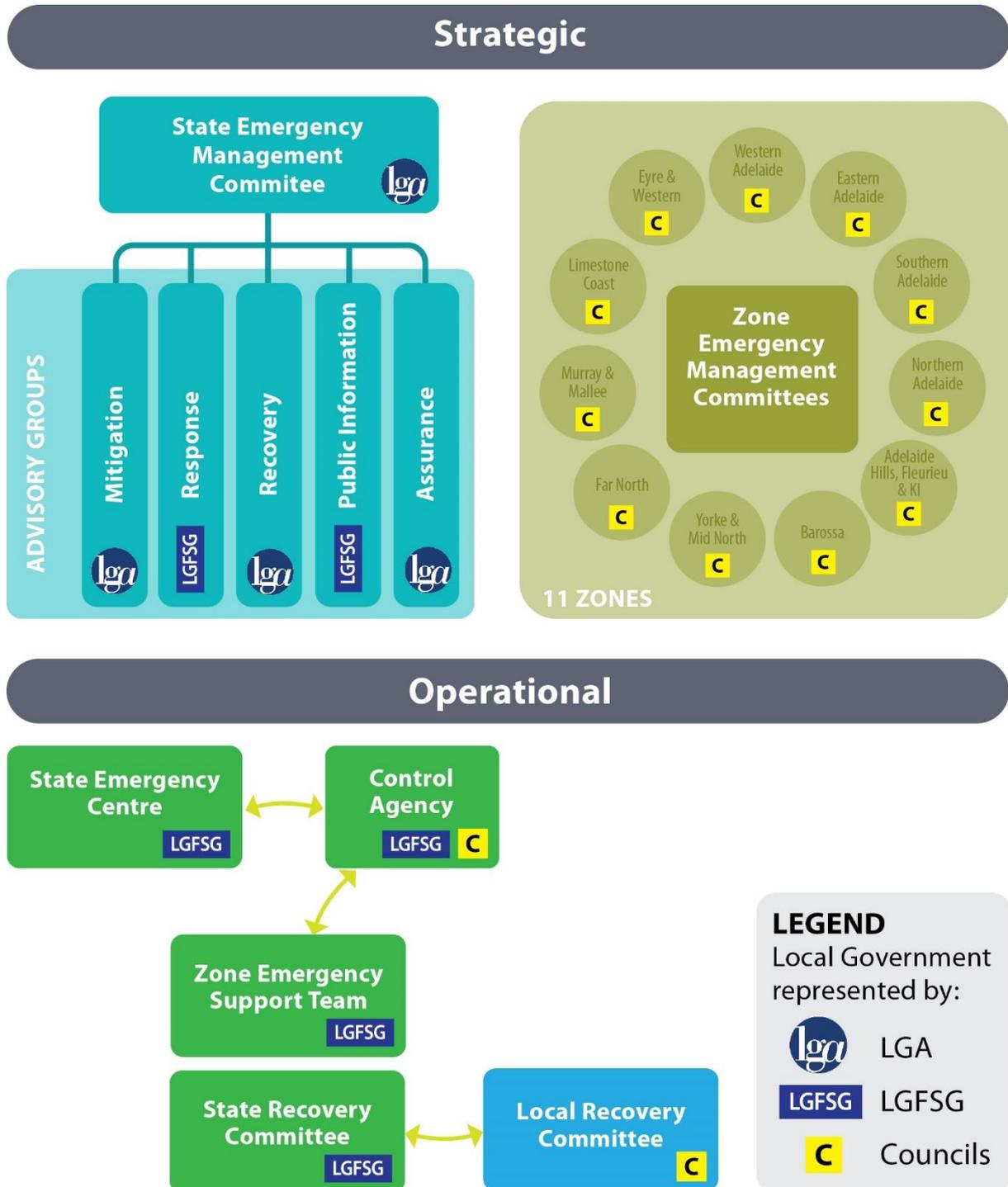
Table 2.1: Overview of relevant legislation

Legislation	Relevance to local government emergency management
<i>Local Government Act 1999 (SA)</i>	<p>The Local Government Act 1999 outlines responsibilities for councils to consider risks (including emergency risks) as follows:</p> <ul style="list-style-type: none"> • make informed decisions (section 6); • take measures to protect their area from natural hazards (section 7); • provide infrastructure for community and for development (section 7); • ensure the sustainability of the council's long-term financial performance (section 8); • assess the maintenance, replacement or development needs for infrastructure (section 122); • identify anticipated or predicted changes in any factors that make a significant contribution to the costs of the council's activities or operations (section 122). <p>In addition, councils must “give due weight, in all its plans, policies and activities to regional, state and national objectives and strategies concerning the economic, social, physical and environmental development and management of the community” (section 8).</p>
<i>Emergency Management Act 2004 (SA)</i>	<p>Outlines the state’s strategies and systems for emergency management including direct references to local government.</p> <p>Provides the power for the creation of the State Emergency Management Committee and the State Emergency Management Plan.</p>
<i>Fire and Emergency Services Act 2005 (SA)</i>	<p>Provides the head power for the State Bushfire Coordination Committee, Bushfire Management Areas, Bushfire Management Committee and Bushfire Management Area Plans.</p>
<i>Planning, Development and Infrastructure Act 2016 (SA)</i>	<p>Establishes land use planning and development control systems, and the role of local government in these systems.</p>
<i>SA Public Health Act 2011 (SA)</i>	<p>Establishes councils are public health authorities, including preventative and response roles for environmental health officers.</p> <p>Requires councils to prepare Regional Public Health Plans.</p>
<i>Natural Resources Management Act 2004 (SA)</i>	<p>Establishes the State’s natural resources management regions and boards to guide the use and management of natural resources.</p>
<i>Work Health and Safety Act 2012 (SA)</i>	<p>Establishes systems to secure the health and safety of workers and workplaces.</p>
<i>Environment Protection Act 1993 (SA)</i>	<p>Establishes a system to protect the environment, including establishment of the Environment Protection Authority. Under section 87, details the powers of an authorised officer under this Act which allows them to take action to protect the environment which may arise in the case of an emergency (such as a hazardous waste spill).</p>

2.4 South Australian emergency management arrangements

Given this strategic and legislative context, it is important that the local government sector is well integrated into the South Australian emergency management arrangements, which are detailed in the State Emergency Management Plan¹². The points of connection between local government organisations and these arrangements is shown in Figure 2.2.

Figure 2.2. Local government involvement in the SA emergency management arrangements.



¹² <https://dpc.sa.gov.au/what-we-do/services-for-government/security-and-emergency-management/state-emergency-management-plan>

At the strategic level, the LGA is a member of the State Emergency Management Committee (SEMC) and associated advisory groups. This provides a mechanism for the voice of local government to be heard on bodies which have strategic oversight of emergency management in South Australia.

Councils are represented on the eleven Zone Emergency Management Committees (ZEMCs) across the state (refer to Appendix A for a map of emergency management zones). ZEMCs are responsible for strategic zone level emergency management planning, including maintenance of the zone emergency risk assessments and zone emergency management plans. In many cases, the chair is a local government representative. The roles of a ZEMC include:

- Working within the Zone Emergency Risk Management Framework to identify, analyse and evaluate emergency risks that could impact the Zone;
- Identifying and evaluating treatment options and developing a Zone Emergency Management Plan (ZEMP) to address residual risk; and
- Providing assurance that arrangements are in place to prevent and/or mitigate, prepare for, respond to and recover from emergencies; the aim being to create safer and more resilient communities within the Zone¹³.

During incidents, local government plays a support role to the Control Agencies, Functional Support Groups and Support Agencies who have prescribed roles in the State Emergency Management Plan.

There are two categories that describe how local government participates in the South Australian emergency management arrangements (see Figure 2.3). For ‘council category’ incidents, that is, incidents involving only one council, councils typically provide direct support to the control agency and other involved parties working through locally developed arrangements and networks.

For ‘local government category’ incidents, that is, for incidents involving more than one council or are more complex, the LGFSG coordinates the response from local government. This includes:

- Ensuring effective coordination and communication between impacted councils;
- Ensuring effective coordination and communication between emergency services and impacted councils;
- Facilitating resource sharing across the local government sector; and
- Representing the local government sector at the State Emergency Centre, Agency State Control Centres, Zone Emergency Support Teams and any relevant agency Incident Management Teams.

Figure 2.3. Definitions of ‘Council Category’ and ‘Local Government category’ incidents¹⁴.

LGFSG Incident Category	Criteria	LGFSG Activity	Council Activity
Council	1 x Council Involved <i>Single Council Only Within Capacity</i>	SDO Available to Support Council	Appoint Council Commander Keep SDO Informed
Local Government	Local Government Sector Involved <i>Multiple Councils Involved Activation of SEC and/or SEC</i>	Coordinate operations of Local Government	Providing support within capability and capacity

¹³ Zone Emergency Management Committee Induction Manual, Version 2.0, prepared by Zone Emergency Risk Management Team, South Australian State Emergency Services, p 21

¹⁴ Local Government Functional Support Group Plan V1.1

During recovery, local government is represented on the State Recovery Committee by the LGFSG, and on Local Recovery Committees by impacted councils. The State Recovery Committee coordinates whole of government recovery activities across the state, while the Local Recovery Committee is responsible for coordinating local recovery activities after an incident. It is not uncommon for a senior council representative to chair a Local Recovery Committee.



3. Local Government Emergency Management Framework

The Local Government Emergency Management Framework comprises a vision, scope, guiding principles, and strategic objectives for the key areas of disaster risk reduction, incident operations and recovery.

3.1 Vision

Communities are disaster resilient because emergency risks are understood across the community, mitigated wherever possible, and there are effective systems to ensure community safety and wellbeing when emergencies occur.

3.2 Scope

This framework relates to all emergency events, regardless of size, frequency and speed of onset, which may be caused by natural or human-induced hazards as well as related environmental, technological and biological hazards. The framework is structured around the key areas of

- Disaster risk reduction - action to avoid the creation of new disaster risks, reducing existing disaster risks, and managing any residual risk;
- Incident operations - actions undertaken, immediately before, during and immediately after an incident; and
- Recovery - the process of restoring emotional, social, economic and physical wellbeing, reconstructing physical infrastructure and restoring the environment following an emergency.



The relationship between these key areas and the traditional Prevention-Preparedness-Response-Recovery model are shown in Figure 3.1

Figure 3.1. PPRR in the local government emergency management framework

	Disaster risk reduction	Incident operations	Recovery
Prevention			
Preparedness			
Response			
Recovery			

3.3 Guiding principles

The following principles underpin this framework:

Holistic	Local government is a holistic contributor to emergency management and considers the wide range of possible consequences of emergencies on communities.
Everyday strengths	Local government's emergency management roles draw on the sector's core strengths in communities and add value to what is usual business for councils.
Local knowledge	Local government holds and shares information about local communities, risks and vulnerabilities to strengthen local emergency management.
Clear governance	Local government participates in emergency management in a coordinated way with clear understanding of roles and responsibilities.
United	Local government collaborates in emergency management as a single sector, sharing knowledge, resources and expertise, thereby mitigating variations in council size, risk exposure and capacity.
Evidence-based	Local government emergency management is risk informed, and draws together data from all sectors, lived experiences, emerging risks and community aspirations.
Learning	Local government is continually improving emergency management practices and adapting to emerging risks, so that efficacy of our approaches is improved and the overall cost and impacts of emergencies is reduced.

3.4 Key area one: Disaster risk reduction

Clarifying our role: disaster risk reduction for local government

Disaster risk reduction is the practice of intentionally taking action to avoid the creation of new disaster risks, reducing existing disaster risks, and managing any residual risk. Effective disaster risk reduction minimises the need to respond to and recover from emergencies.

The terms “disaster risk reduction”, “mitigation” or “prevention” are sometimes used interchangeably. Prevention measures seek to eliminate the impact of hazards, and/or reduce susceptibility to them. Mitigation measures accept that the event will occur and seek to reduce the impact by both physical means (e.g. flood levees) and by increasing the resilience of the community exposed to the impact of those hazards. Prevention and mitigation are both part of disaster risk reduction.

In 2018, consultation with South Australian councils through the Council Ready program found that:

- Mitigation of emergency risk is arguably councils’ biggest contribution to emergency management
- Activities councils undertake to mitigate emergency risks largely occur through business-as-usual activities and are rarely explicitly communicated as part of councils’ emergency management arrangements
- There are strong strategic links between emergency management and public health, climate change adaptation, asset management and community wellbeing
- There is no quantification or reporting at the council or local government sector level about the significant investment that councils are making to disaster risk reduction¹⁵.

In South Australia, the State Emergency Management Plan has assigned ten ‘hazard leaders’ who are responsible for leading action to mitigate risks associated with priority hazards. Councils work in partnership with hazard leaders on a range of measures aimed at managing these hazards.

However, councils are not limited to the ten priority state hazards, and undertake a range of measures to protect its area from natural and other hazards. These often occur through business-as-usual activities, as demonstrated in Figure 3.2.

While local government in South Australia makes a significant contribution to disaster risk reduction, it is often as a by-product of another strategic priority, rather than an intentional activity. Examples include the development and implementation of risk registers, asset management plans and other strategic planning processes.

Given the increasing emergency risks that communities are facing and the policy imperative around disaster risk reduction, there is scope for councils to provide a more focussed consideration of how they are contributing to disaster risk reduction.

¹⁵ LGASA Emergency Management Health Checks with SA Councils: Summary Report, Page 22-23

Figure 3.2: Examples of councils' contribution to disaster risk reduction.



Clarifying our direction: Strategic objectives for disaster risk reduction

The following strategic objectives articulate local government's commitment and priorities in the area of disaster risk reduction. It is intended that these strategic objectives will be adopted by local government organisations in the implementation of this framework (see Section 4).

Strategic objectives

1. Improve the local government sector's understanding of current and emerging disaster risks, and the consequences of these on communities, and share this information with our partners
2. Integrate disaster risk information into local government planning and decision-making;
3. Advocate for investment in actions that reduce disaster risks and strengthen community resilience;
4. Seek to reduce disaster risks within the control and capacity of local government organisations.

3.5 Key area two: Incident operations

Clarifying our role: Incident operations for local government

Incident operations refers to actions undertaken by the local government sector immediately before, during and immediately after an emergency incident. In incident operations, councils typically take action to provide support:

- To their community
- To other councils
- To the control agency and other involved parties through the South Australian emergency management arrangements.

Examples actions that councils take in incident operations are shown in Figure 3.3.

In 2018, consultation with South Australian councils through the Council Ready program found that:

- Each council currently has its own approach to incident operations
- Emergency management documentation needs to speak to different audiences including community, elected members, executive, operational managers and frontline staff
- There is stronger knowledge of frequently experienced hazards, such as bushfires or extreme weather, compared with less well understood or emerging hazards such as extreme heat or violent extremism
- Reliance on key individuals who hold considerable knowledge and expertise is a consistent challenge¹⁶.

For councils, preparing to participate in incident operations begins with ensuring the routine systems are effectively working. These include business continuity plans (including IT recovery), work health and safety systems and internal arrangements for managing crisis communications. This is because without staff being safe and supported, council's assets maintained and basic business disruptions being managed, local government is unable to provide broader assistance to the community.

The next step is ensuring appropriate incident operations arrangements are in place.

In developing incident operational arrangements, councils are encouraged to draw upon and reinforce existing policies, procedures and systems wherever possible and appropriate. When developing policies and procedures that explicitly address incident operations, it is important that their relationship with existing processes (e.g. routine call-out arrangements, internal communication protocols) is clearly communicated.

In developing operational arrangements, councils can draw upon best practice incident management systems used in the emergency management sector. These typically include common terminology, a scalable incident action planning process and organisational structures to match the size, impact and complexity of the incident.

Councils' incident operational arrangements should consider the i-Responda operating platform. i-Responda provides a standardised framework and set of actions for all South Australian councils to work under while providing support to emergency services during incident operations.

It is also important that councils' incident operational arrangements clearly outline how the council can integrate with the LGFSG. The LGFSG is established under the SEMP and is responsible for coordinating the response from local government during an emergency. The point of connection between individual councils and the LGFSG during an incident is the Council Commander.

¹⁶ LGASA Emergency Management Health Checks with SA Councils: Summary Report, Page 28-29.

Figure 3.3: Examples of councils' contribution to incident operations.



While councils are responsible for ensuring they have appropriate incident operational arrangements for their council, the LGA is responsible for ensuring the preparedness of the sector to participate as the LGFSG. This happens through:

- Maintenance of the LGFSG Operating Platform, which is made up of the LGFSG Plan, Operations Manual and Joint Operating Guidelines
- Representing the local government sector in state level committees and structures
- Delivery of the Local Government Emergency Management Development Program, which provides training and capability development in emergency management across the local government sector.

Clarifying our direction: Strategic objectives for incident operations

The following strategic objectives articulate local government's commitment and priorities in the area of incident operations. It is intended that these strategic objectives will be adopted by local government organisations in the implementation of this framework (see Section 4).

Strategic objectives

1. Develop incident operational arrangements that allow councils to support their community, other councils and the state emergency management arrangements;
2. Adopt consistent terminology and approaches to incident operations across the local government sector
3. Develop capability of local government organisations to participate as a united local government sector as members of the LGFSG.

3.6 Key area three: Recovery

Clarifying our role: Recovery for local government

Recovery is the process of restoring emotional, social, economic and physical wellbeing, reconstructing physical infrastructure and restoring the environment following an emergency. Depending on the scale of the disaster, recovery can continue for weeks, months or even years, as people and communities rebuild and restore their lives.

In 2018, consultation with South Australian councils through the Council Ready program found that:

- There is a lack of clarity about the roles of local government in recovery
- Experience has demonstrated how recovery disrupts business-as-usual in almost every part of councils.
- The long term nature of recovery can lead to organisational fatigue as staff sustain high workloads over an extended period.
- There are inherent connections between the sorts of activities that councils undertake in recovery and what they do in disaster risk reduction. Community development, asset management, leadership and advocacy are but four examples of this¹⁷.

There are four domains of recovery which are nationally recognised and reflected in South Australia’s emergency management arrangements:

1. **Infrastructure and built** – public and commercial buildings, roads, paths, essential services (power, water, communications) and other infrastructure
2. **Social** – people, families and communities
3. **Economic** – employers, industry, investment and job creation
4. **Natural** – land management, air quality, natural heritage, culture, history and ecological conservation.

Councils are involved in all four domains of recovery, and after a major emergency, recovery becomes a ‘whole of council’ concern that impacts upon all aspects of the organisation. Examples of the sorts of activities that councils might provide in recovery are shown in Figure 3.4.

As an example of this, the *Disaster Recovery Guide for Councils* identifies potential activities for councils in recovery for functional areas of waste management, infrastructure, planning and development, wastewater, stormwater management, environmental health, natural environment, animal management, vulnerable residents, community information and engagement, community development and financial support.

National principles for disaster recovery

Understand the context

Successful recovery is based on understanding community context, with each community having its own history, values and dynamics.

Recognise complexity

Successful recovery is responsive to the complex and dynamic nature of both emergencies and the community.

Use community-led approaches

Successful recovery is community-centred, responsive and flexible, engaging with community and supporting them to move forward.

Coordinate all activities

Successful recovery requires a planned, coordinated and adaptive approach, between community and partner agencies, based on continuing assessment of impacts and needs.

Communicate effectively

Successful recovery is built on effective communication between the affected community and other partners.

Recognise and build capacity

Successful recovery recognises, supports, and builds on individual, community and organisational capacity and resilience.

¹⁷ LGASA Emergency Management Health Checks with SA Councils: Summary Report, Page 28-29.

Figure 3.4: Examples of councils' contribution to recovery.



It is important to recognise that councils do not undertake recovery alone, and it is a shared effort between the affected communities, all levels of government and the not-for-profit and private sectors. In South Australia, the State Recovery Office in the Department of Human Services provides coordination and support to all involved parties.

Recovery can be a complex and demanding process for councils, involving a broad range of stakeholders and often exposing challenging issues to be negotiated. Usual processes and practices may not work in the recovery environment, and council staff and volunteers will need to be flexible and adaptable when responding to changing community needs. In addition, workforce management is critical as staff and volunteers may be impacted themselves, impacting their ability to support recovery activities.

It is important that recovery activities strengthen community resilience and contribute to disaster risk reduction through the adoption of betterment or 'build back better' approaches.

To provide the most effective support to communities and minimise duplication of effort, recovery must be well planned and coordinated.

In many cases, a Local Recovery Committee is established as the key mechanism for coordinating recovery efforts between stakeholders at the local level. As the level of government closest to affected communities, councils are critical to the effective coordination of recovery efforts in these committees, and are often asked to chair the committee.

Clarifying our direction: Strategic objectives for recovery

The following strategic objectives outline the local government's commitment and priorities in the area of recovery. It is intended that these strategic objectives will be adopted by local government organisations in the implementation of this framework (see Section 4).

Strategic objectives

1. Participate in recovery in a coordinated way that meets community needs and avoids duplication of efforts;
2. Consider the broad impacts that recovery will have upon local government organisations, across infrastructural, social, economic and natural systems in local communities;
3. Plan for recovery in ways that establish the principles, structures, partnerships and approaches to guide the delivery of recovery activities.

4. Implementation

The following sections outline roles for councils, the LGA, regional LGAs, the LGFSG and LGASA Mutual in this framework, details the tools and supports available to assist implementation, and identifies approaches for monitoring progress.

4.1 Roles for councils

As a key driver of local emergency management, councils have direct roles in disaster risk reduction, incident operations and recovery, as summarised in Table 4.1.

Table 4.1: Roles for councils in this framework.

Disaster risk reduction	Incident operations	Recovery
<ul style="list-style-type: none"> • Understand and communicate current and emerging disaster risks for council and the community • Integrate disaster risk into existing plans and decision-making (e.g. strategic plans, risk frameworks, asset management plan, climate change plans) • Partner with local stakeholders in addressing priority emergency risks • Strengthen disaster resilience in communities through community development 	<ul style="list-style-type: none"> • Develop a locally relevant risk-based suite of incident operations arrangements. • Build capability of council to participate in the LGFSG • Participate in incident operations in accordance with the i-Responda operating platform 	<ul style="list-style-type: none"> • Provide leadership, coordination and advocacy when the community is impacted by disasters • Plan for recovery to establish the principles, structures, partnerships and approaches that will guide council • Secure grants and other funding assistance to support disaster recovery

4.2 Roles for the LGA

The LGA supports councils to undertake their roles and responsibilities through advocacy, guidance and practical assistance. The LGA also represents local government on state-level committees and working groups. Table 4.2 summarises the key roles of the LGA in disaster risk reduction, incident operations and recovery.

Table 4.2: Roles for the LGA in this framework.

Disaster risk reduction	Incident operations	Recovery
<ul style="list-style-type: none"> • Work with hazard leaders, control agencies and other stakeholders to understand and communicate current and emerging disaster risks • Support councils with tools to help integrate disaster risk into council planning and decision making • Advocate and partner to drive greater focus and investment on disaster risk reduction • Contribute to state-wide planning and preparedness as member of state level committees 	<ul style="list-style-type: none"> • Ensure the LGFSG coordinates the response from Local Government and operates as required by the State Emergency Management Plan • Maintain the i-Responda operating platform • Maintain the Local Government Emergency Management Development Program • Contribute to state-wide planning and preparedness as member of state level committees 	<ul style="list-style-type: none"> • Provide leadership, coordination and advocacy across the local government sector in recovery • Contribute to state-wide planning and preparedness for recovery as member of state level committees

4.3 Roles for regional LGAs

Regional LGAs provide leadership, advocacy and coordination roles, which are especially important to disaster risk reduction and recovery. They also support incident operations as a member of the LGFSG, subject to their capacity. Examples of roles are outlined in Table 4.3.

Table 4.3: Roles for regional LGAs in this framework.

Disaster risk reduction	Incident operations	Recovery
<ul style="list-style-type: none"> Understand and communicate current and emerging disaster risks across the region Use regional projects as an opportunity to support the integration of disaster risk into council planning and decision making Advocacy to help drive greater investment and focus upon disaster risk reduction within the region 	<ul style="list-style-type: none"> Participate as a member of the LGFSG, as resourcing allows 	<ul style="list-style-type: none"> Provide regional leadership, coordination and advocacy as required

4.4 Roles for the LGFSG

The LGFSG exists to coordinate the local government response during an emergency. As shown in Table 4.4, this translates predominantly to roles in incident operations and recovery.

Table 4.4: Roles for the LGFSG in this framework.

Disaster risk reduction	Incident operations	Recovery
	<ul style="list-style-type: none"> Coordinate the local government response during emergencies Ensure local government organisations are equipped to participate in the LGFSG Facilitate exercising and lessons management 	<ul style="list-style-type: none"> Support councils in understanding the disaster recovery arrangements for SA Support councils in recovery coordination as required

4.5 Roles for LGASA Mutual

LGASA Mutual P/L via the LGA Mutual Liability Scheme and LGA Workers Compensation Scheme provide a range of services that assist councils with meeting their emergency management responsibilities through assistance with identifying and managing strategic and operational risks.

Some of these services are delivered on an ongoing bases while others are funded from the schemes' development fund for one-off projects. The schemes provide emergency management risk services, workers compensation services and coverage as part of the everyday activities and service provision to councils. These roles exist across the emergency management spectrum, as shown in Table 4.5.

Table 4.5: Roles for LGASA Mutual in this framework.

Disaster risk reduction	Incident operations	Recovery
<ul style="list-style-type: none"> • Support councils to consider current and emergency risks as part of their strategic risk management, and general risk management • Undertake new initiatives as required to support local government sector to proactively management current and emerging disaster risk • Incentivise councils who are proactively managing their current and emerging disaster risks 	<ul style="list-style-type: none"> • Ensure appropriate coverage arrangements are in place to enable local government organisations to participate in incident operations • Support councils to implement i-Responda to ensure appropriate risk management in incident operations 	<ul style="list-style-type: none"> • Provide assistance to local government organisations through claims management

4.6 Support resources

This framework is supported by a range of tools, guidelines and resources which provide guidance to councils in fulfilling their emergency management responsibilities. Figure 4.1 summarises the relationship between this framework and council emergency management documents for which guidance materials are available:

Figure 4.1: Connection between this framework and council documents

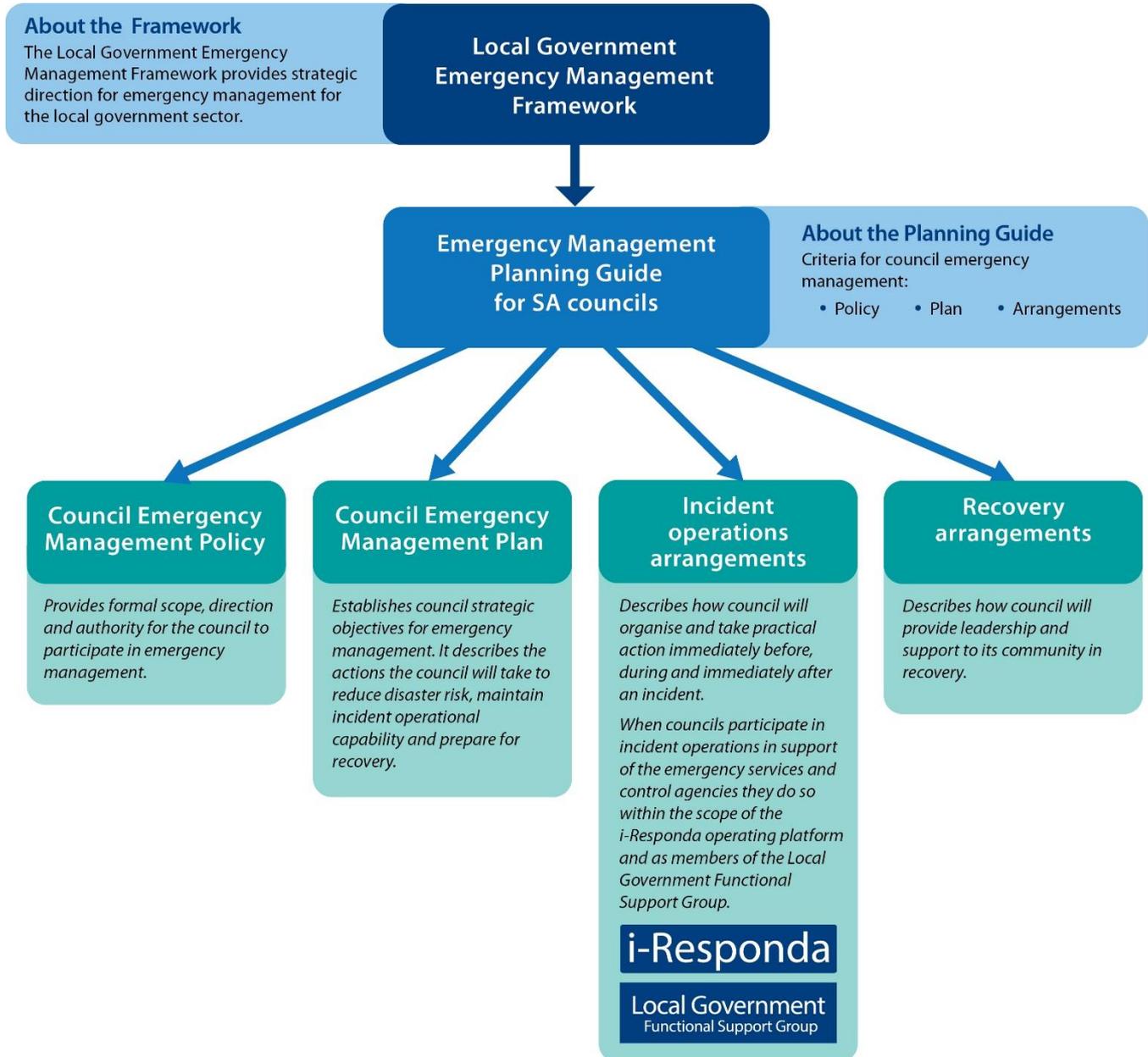


Table 4.6 summarises the guides and templates available on the LGA Emergency Management Knowledge Hub¹⁸. Additional resources are available through the Australian Institute for Disaster Resilience¹⁹.

¹⁸ <https://www.lga.sa.gov.au/emergencymanagementhub>

¹⁹ <https://www.aidr.org.au/>

Table 4.6: LGA support resources in emergency management

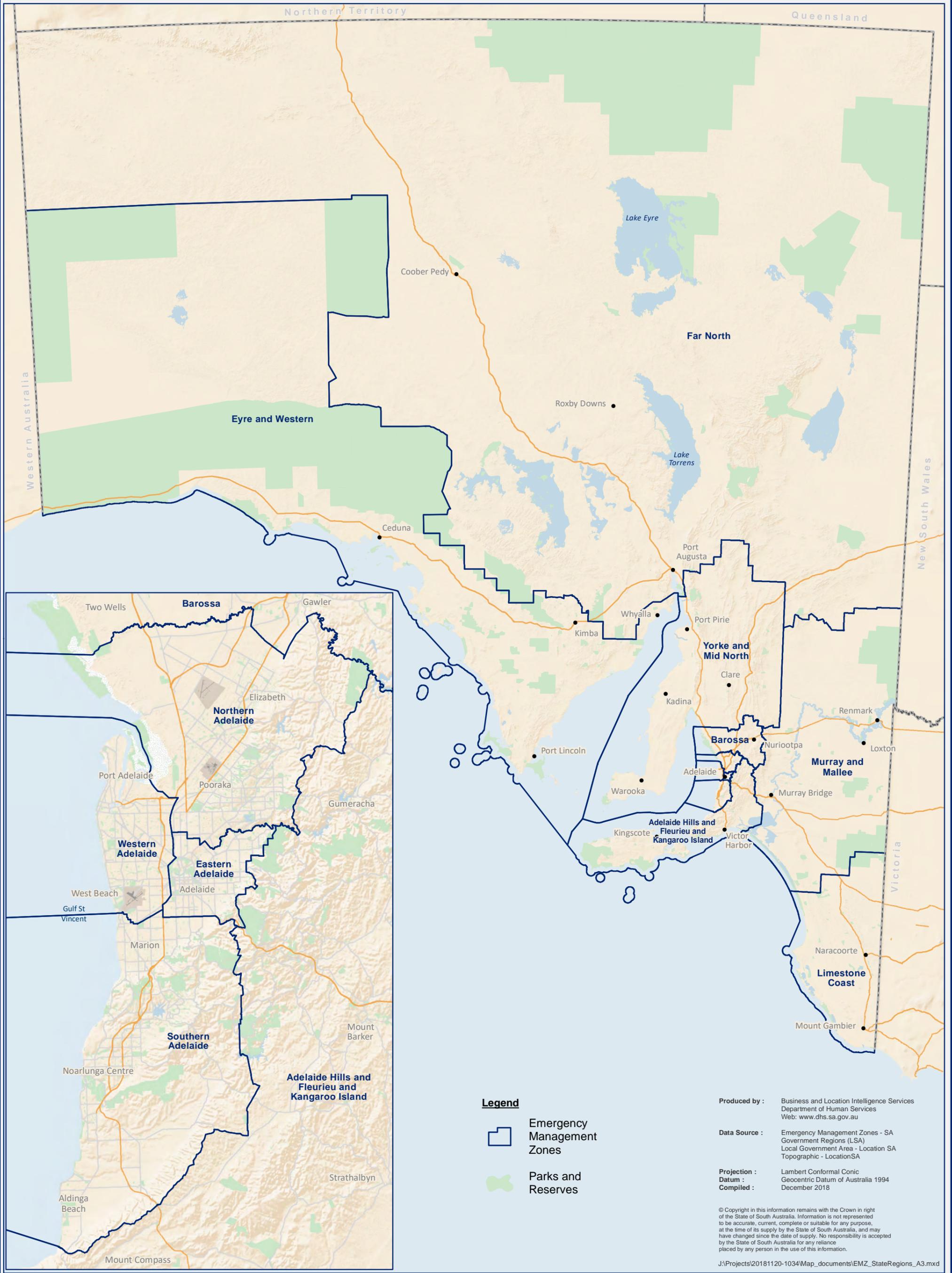
Guides	Templates
<p>Emergency management planning guide for SA councils (LGA)</p> <p>Local government incident operations guide (LGFSG)</p> <p>Protection guide for incident operations (LGASA Mutual)</p> <p>Emergency risk management guide for SA councils (LGA)</p> <p>Disaster recovery guide for SA councils (LGA)</p> <p>Extreme heat guide for local government in South Australia (LGA)</p> <p>Social media in emergencies guide (LGA)</p> <p>Emergency management guide for elected members (LGA)</p>	<p>Council emergency management policy</p> <p>Council emergency management plan</p> <p>Council incident operations arrangements</p> <p>Council recovery arrangements</p> <p>Council emergency risk assessment template and risk register tool</p>

4.7 Monitoring and review

The LGA has responsibility for monitoring progress in the implementation of this framework. The LGA will facilitate an annual review of progress towards the strategic objectives identified in the framework.

This framework will be reviewed as required, and no later than in five years' time (2024).

Appendix A: Emergency management zones



Legend

-  Emergency Management Zones
-  Parks and Reserves

Produced by : Business and Location Intelligence Services
Department of Human Services
Web: www.dhs.sa.gov.au

Data Source : Emergency Management Zones - SA
Government Regions (LSA)
Local Government Area - Location SA
Topographic - LocationSA

Projection : Lambert Conformal Conic
Datum : Geocentric Datum of Australia 1994
Compiled : December 2018

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Emergency Management Health Checks with SA Councils

Summary Report

February 2019

Acknowledgements

Council Ready received funding support under the Natural Disaster Resilience Program by the South Australian State Government and the Commonwealth Department of Home Affairs, and from the LGA Mutual Liability Scheme.

Council Ready is being overseen by a Governance Group with representatives from City of Charles Sturt, City of Playford, Mid Murray Council, Wattle Range Council, SA Fire and Emergency Services Commission, State Recovery Office, SA State Emergency Service, PIRSA - Rural Solutions SA, Local Government Mutual Liability Scheme and the Local Government Association. Governance Group members are thanked for their time and expertise shared for the benefit of this program.

563 staff members from 68 councils participated in workshops and meetings that have informed this report. Councils are thanked for this significant contribution to this stage of the program.

Disclaimer

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Views and findings associated with this initiative are expressed independently and do not necessarily represent the views of the funding bodies.

Further information

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Executive Summary



Recommendations for Stage 2 of the Council Ready program

Organisational culture around Emergency Management

- 1 Seek to understand the community, strategic, legislative, risk-based, financial, reputational and political drivers that will impact upon each council's interest in emergency management, and frame engagement with that council accordingly.
- 2 Emergency management planning needs to be locally relevant to councils, which starts with understanding the local emergency risk profile, possible futures extending from these risks, the broad range of potential disruptions beyond 'traditional' emergencies and the community context within which all of these exist.
- 3 Sustain interest and activity through embedding emergency management into business-as-usual activities. This can occur through creating clear strategic links, a strong value proposition and adopting strengths based approaches that seek to build upon what is already working well at that council.
- 4 Communications and storytelling are an important enabler of action, as people connect with positive narratives about what is or could be done. Communications needs to be targeted and tailored to different audiences who have differing interests and motivations.
- 5 Councils are at different places, and should be encouraged to buddy up with other councils who are experiencing similar challenges. Councils with a strong emergency management culture should also be encouraged to support those who need additional support.

Disaster risk reduction

- 6 Work with councils to develop emergency management plans/strategies that are holistic and address disaster risk reduction, as well as operational arrangements.
- 7 Use scalable tools and processes to facilitate locally relevant emergency risk assessments with councils to ensure their emergency management strategy and associated investment is appropriately focussed.
- 8 Ensure there is clear context setting for council emergency risk assessment that articulates strategic objectives, council and community values, and possible futures/scenarios.
- 9 Use emergency management planning as a means to test and define council and community tolerance to risk, so there is clarity about which emergency risks need to be mitigated versus which risks can be lived with.
- 10 Support councils to embed actions arising from emergency risk assessments into existing council planning and programming, recognising that significant co-benefits can be derived from integrating emergency risk management into existing work programs.
- 11 Capture and communicate the local government contribution to disaster risk reduction, focusing more on the storytelling rather than economic quantification.

Readiness to respond

- 12 Support each council to develop the appropriate suite of emergency operational documentation, tailored to their risk profile, local context and audiences, while at the same time achieving a minimum performance on agreed standards.
- 13 Operational arrangements need to be scalable, use consistent language wherever possible, reflect the i-Responda operating platform and enable integration of their council with the Local Government Functional Support Group.
- 14 Support councils to understand the emerging hazard landscape by developing systems to capture data from all incidents, and to integrate information about future scenarios/contexts from other parts of the organisation.
- 15 Enable stronger emergency management partnerships between councils and organisations in their area by including external stakeholder engagement as part of their operational planning.

Recovery

- 16 Support councils to plan for recovery, both as part of their overall emergency management plan/strategy and also with more targeted recovery arrangements.
- 17 Planning for recovery needs to provide role clarity, link with state recovery arrangements and the Local Government Functional Support Group, explain how council will work with its community and local stakeholders, be informed by national recovery principles, enable the necessary flexibility and pragmatism, and address likely impacts of recovery on regular council services.
- 18 Given the limited experience of council recovery planning, seek opportunities to showcase good practice in this area.

Support from Council Ready

- 19 Within the broad remits of emergency management planning, develop a menu that outlines the suite of elements for which the Council Ready program can offer tailored assistance to councils.
- 20 Given the diverse needs of different councils, recruit a team of project officers with broad and complementary skills and experiences, and make the broad pool of resources available to all councils.
- 21 In recruitment of project officers, seek to balance soft skills including the ability to understand the council and community context with technical competencies.
- 22 Ensure that the human resources being made available to councils are equipped with the necessary tools, guidelines and other resources that will support councils to sustain action beyond the program.

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1. Introduction

1.1 Why Council Ready?

Emergency management is concerned with preventing, preparing for, responding to, and recovering from events that may endanger life, property or the environment. There is increasing acknowledgement of the crucial roles of local government in emergency management, and the *Council Ready* program has been initiated to provide a coordinated, sector-wide approach to supporting councils with emergency management planning.

Emergency management is everyday business

Across South Australia, councils play important and diverse roles in emergency management, mainly because of their strong relationships with communities, knowledge of local hazard and risk, ability to mobilise local resources, and experience in mitigating, responding to and recovering from emergencies.

Emergency management is typically defined in terms of prevention, preparedness, response and recovery (PPRR), and councils make significant contributions to all four phases.

The everyday business of councils makes significant contributions to the prevention of and preparedness for emergency events. Examples include councils' work in organisational risk management, asset management, public/environmental health, land use planning, development assessment, civil/structural engineering, community development and climate change adaptation.

During the response and recovery phases, councils support State Government Emergency Services, sustain council operations and assist local communities.

Councils often have a lead role in recovery, and play particularly important leadership, liaison and community development roles in the days, months and years after a major emergency.

An evolving role

In recent years, councils have participated in a range of specific emergency management activities, including the i-Responda operational platform, the Local Government Functional Support Group (LGFSG), and Zone Emergency Management Committees. Councils have also contributed to the development of support tools and resources, such as the templates for Council Emergency Management Plans and Operations Manuals, and the Disaster Recovery Guide for Councils. In 2016 changes to the Emergency Management Act and the State Emergency Management Plan (SEMP) articulated the evolving roles of local government and established the LGFSG.

Opportunities for change

The approach taken by councils to emergency management varies considerably. Council emergency management plans are not generally consistent, align to varying degrees to the SEMP structure, and do not always address the wide ranging roles that councils play across PPRR.

This reflects the lack of clarity around roles/responsibilities, the wide range of emergency management plans, projects and activities that the local government sector is being asked to engage with, and the pressure many councils face to address emergency management alongside the plethora of other legislated responsibilities.

It is this context that has prompted the inception of Council Ready as an opportunity to build the emergency management capacity of all South Australian councils as a means to strengthen disaster resilience in South Australian communities.

1.2 Council Ready program aims

The Council Ready program aims to:

1. Support councils with emergency management planning.
2. Clarify the roles and responsibilities of local government in emergency management across prevention, preparedness, response and recovery.
3. Facilitate strategic whole-of-council approaches that embed emergency management into regular activities across departments.
4. Enable consistent approaches to emergency management, including in the hierarchy of plans and use of consistent terminology across the local government sector.
5. Support councils to increase community awareness of risk and build community resilience.

The program comprises two stages.

Stage 1 (April 2018-March 2019) aimed to develop and implement a local government emergency management health check to

- Identify individual council strengths and gaps with respect to emergency management planning (prevention, preparedness, response and recovery); and
- Consider the best ways for the LGA to support councils with emergency management planning.

Stage 2 (commencing April 2019) aims to provide practical support to councils with emergency management planning. The approach for doing so will be established through Stage 1.



Health Check Workshop with Alexandrina Council, 12 November 2018.

1.3 Purpose of this report

This report provides a summary of the work completed through Stage 1 of the Council Ready program, specifically, the aims, methods, council participation, approach to analysis, key findings and recommendations for Stage 2.

This report is focussed on the work undertaken for Stage 1. A separate document, the Stage 2 Implementation Plan, details the aims and outcomes sought by Stage 2 of Council Ready, including the program methodology, resourcing, communications, program governance, monitoring and evaluation approach and program deliverables.

It should also be noted that this report presents consolidated findings for the South Australian local government sector as a whole. Findings relevant to each council have been documented separately in 56 individual council and subregional Emergency Management Health Check Reports which have been provided directly to these councils.

This report is supported by an Appendices Report which is available upon request and contains:

Appendix A - Agenda for health check workshops

Appendix B - Survey questions

Appendix C - Book of charts with aggregated data from the workshops

Appendix D - Survey data



Health Check Workshop with City of Mitcham, 30 October 2018.

2. Emergency Management Health Checks

2.1 Aims

The Emergency Management Health Checks (health checks) aimed to:

- Identify individual council strengths and gaps with respect to emergency management planning (prevention, preparedness, response and recovery); and
- Consider the best ways for the LGA to support councils with emergency management planning.

2.2 Method

To achieve these aims, a methodology was developed based upon:

- Preliminary engagement with councils and stakeholders in the emergency management sector.
- Review of similar programs including the Emergency Management Planning Assessment Tool historically developed for Central Region LGA and the NSW Emergency Management Health Check program.
- Consideration of the key elements of emergency management planning as contained in the template Council Emergency Management Plan and Operations Manual, the Disaster Recovery Guide for SA Councils and State Emergency Management Plan.
- Input from the Council Ready Program Governance Group.

The final method, approved by the Council Ready Program Governance Group, comprised the three elements shown in Figure 2.1, and discussed in detail below.

Figure 2.1. Key elements that comprised the emergency management health checks with SA councils



Workshop with each council

The primary method for gathering information for the health check was a workshop or similar face to face engagement with staff of each council in South Australia.

The workshops aimed to bring together council staff who have responsibility for activities that contribute to emergency prevention, preparedness, response and recovery. Whilst the departments represented varied from council to council, areas targeted included risk management, governance, corporate planning, asset management, civil/structural engineering, field services (e.g. civil maintenance, arboriculture), fire prevention, public/environmental health, strategic planning, land use/development planning, community development, communications, customer service, and climate change adaptation.

The workshops were structured around the topics of:

- Organisational culture around emergency management
- Disaster risk reduction (mitigation)
- Readiness to respond
- Recovery
- Support required from Council Ready.

The workshop agenda incorporated open-ended lines of inquiry through participative activities and group discussion, intended to grow understanding and generate insights around emergency management in local government. The workshop process was flexible enough to be tailored to individual councils (e.g. very small or very large groups, or different kinds of expertise amongst participants), but with enough consistency to allow meaningful analysis of the outcomes.

A detailed agenda of the workshop process is provided in Appendix A of the Appendices Report.

There was a small number of councils who opted for a meeting with key staff rather than the full workshop. For these councils, the five key topics were addressed in a more conversational manner rather than through workshop activities.



Health Check Workshop with Wattle Range Council, 20 June 2018.

Post workshop survey

Council staff members who participated in the workshops were asked to complete a short survey to capture quantitative data to complement the qualitative data gathered at the workshop. The questions addressed the same five key topics. The survey sought to gauge levels of agreement with 13 statements about emergency management culture, planning and operations, as well capturing data about community engagement tools used by councils for emergency management, useful support from the Council Ready program, and feedback on the workshop process.

A copy of the survey questions is provided in Appendix B of the Appendices Report.

Document review

Following the workshop, councils were requested to provide existing emergency management plans, strategies, policies and procedures for review. The review also included plans that directly or indirectly address emergency management outcomes (e.g. whole of council strategic plans).

Given the number of councils and documents involved, each document was briefly reviewed with a view to understanding for each council:

- Existing documentation around emergency management, including potentially replicable good practice and areas for improvement
- Consistency between workshop findings and current documentation
- Links between strategic documents and emergency management.

Whilst the specific documents varied from council to council, commonly provided documents included emergency management plans, emergency management operational arrangements, emergency management policies, business continuity plans and strategic plans.

2.3 Participation

A range of strategies were used to engage councils in the process, including:

- Direct contact with known emergency management contacts in councils
- Direct contact with council executive
- Presentations to Regional LGA CEO meetings
- Presentations to Zone Emergency Management Committees.

Once contact was established, key staff from each council were briefed about the Council Ready program and the health check process. This engagement was used to scope the most appropriate way to deliver the health check with that particular council, with councils deciding what would work best for them. The options offered for consideration were:

- Health check workshop with staff from multiple departments (preferred option)
- Subregional health check workshop with neighbouring councils
- Health check meeting with key staff.

All 68 South Australian councils participated in the emergency management health check process. Figure 2.2 summarises key data about participation in the workshops, meetings, survey and document review.

Figure 2.2. Participation of SA councils in the emergency management health checks

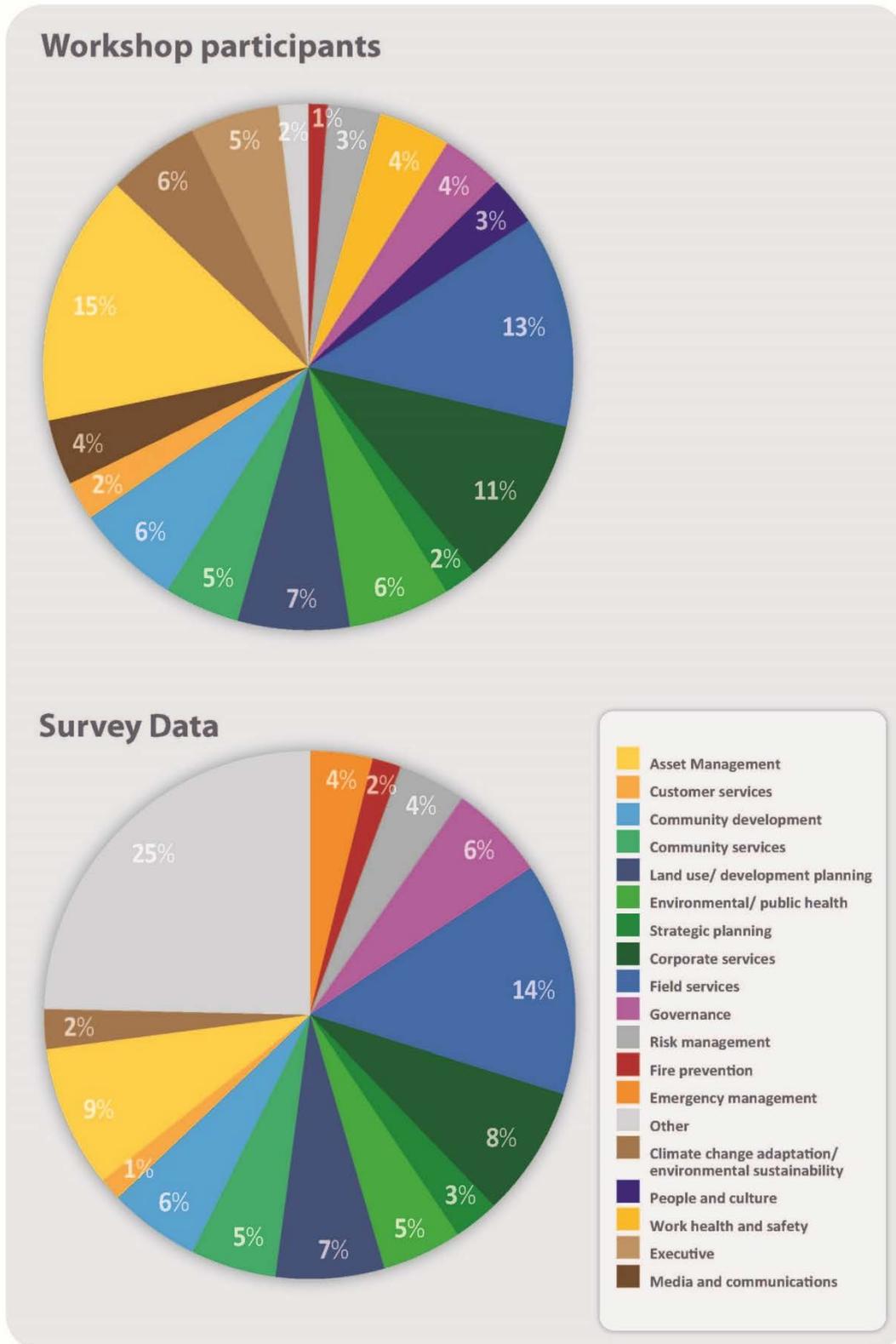


Figure 2.3 summarises the areas of work within councils of those who participated in the workshops and surveys respectively. The charts demonstrate that the process connected with a wide range of business units within councils, beyond the functions who have traditionally held responsibility for emergency management. The high number of 'other' responses in the survey data were predominantly executive or senior/general managers, work health and safety, and people and culture, along with a small number of other functions.



Health Check Workshop with Rural City of Murray Bridge, 31 October 2018.

Figure 2.3. Participation in the health check workshops and surveys by role within council



The following lessons about engaging councils were learnt through this process:

1. **Options** - Providing councils with options for how the health check would be delivered with their council was important given the differing levels of existing knowledge around emergency management and competing priorities that would impact participation of staff in the process.
2. **Relevance** - Being explicit about the links between emergency management and existing council activities helped to ensure the process was relevant to participants from a wide range of backgrounds.
3. **Time** - Limiting the workshops to 2.5 hours enabled coverage of a wide range of topics, whilst being short enough to encourage participation of time-poor council staff and executive.
4. **Council specific** - The standalone individual council workshops attracted greater numbers of participants and depth of insight than the subregional workshops. Councils could only send a few staff at most to subregional workshops, compared with making more staff available to a workshop on-site. There was greater depth of insight at individual workshops because it enabled consideration of local organisational factors, as well as the regional emergency risk profile.



Health Check subregional workshop with Berri Barmera, Loxton-Waikerie and Renmark Paringa councils on 28 November 2018.

2.4 Analysis process

Each health checks was documented progressively in the form of 56 individual council and subregional Emergency Management Health Check Reports.

In consultation with the Council Ready Governance Group, a 'sense making' process was scoped to synthesise the outcomes from all 68 councils with a focus on findings relevant to the local government sector as a whole, and to inform priorities for Stage 2 of the program.

The sense making process comprised preliminary analysis by the project team, which included thematic analysis and coding of all the emergency management activities that council undertake into 47 themes and 188 activities. This information is contained in Appendix C in the Appendices Report.

The preliminary analysis was followed by two sense making workshops with a group of key stakeholders and the Council Ready Governance Group, which aimed to:

- Provide an opportunity for stakeholders to engage with the information gathered through the emergency management health checks with councils
- Involve stakeholders with interest and/or connection with the program in the data analysis process
- Generate insights to inform the Health Check Report and Stage 2 Implementation Plan.

Invited key stakeholders were individuals working in emergency management and related fields in State Government, universities, and not-for profit organisations.

Following the sense making workshops, the project team undertook further analysis, and the outcomes are documented in this report, and the Stage 2 Implementation Plan.

Sense making workshop with external stakeholders, 12 December 2018.



3. Findings – Organisational culture

3.1 Context

The health check sought to understand councils' organisational culture around emergency management. The premise was that organisational culture would have a significant bearing on how emergency management is understood, operationalised, prioritised and funded.

The health check process sought to understand organisational culture through mapping activities that contribute directly or indirectly to emergency management, and exploring how these emergency management roles are understood and valued by staff, executive, elected members and the community. The survey included questions that required participants to indicate levels of agreement with key statements regarding the culture of emergency management in their councils. Review of strategic plans also provided insight about linkages between strategic objectives and emergency management.

3.2 Discussion

Organisational culture around emergency management varies considerably from council to council.

For most councils, emergency management is framed and understood in terms of emergency response or crisis management, that is, what council needs to do when the community is impacted by an emergency. Disaster risk management, disaster risk reduction and the mitigation of emergencies are generally a lesser part of, or in some cases completely absent from, the emergency management conversation.

Often councils are engaged in mitigation as part of business as usual and pursuit of strategic goals - for example a program of stormwater management and flood mitigation – but this work is not framed in the context of emergency management. With the exception of those councils who have experienced a major emergency, recovery is infrequently considered.

Councils with a strong culture around emergency management identified key enabling factors to be leadership from elected members and executive, and a good understanding of local emergency risks and council's role in their management. These councils often defined emergencies broadly to encompass any form of disruption that impacts upon their community, including slow onset emergencies such as drought, and often identified an expectation within their community that council will mitigate known risks and be there to support the community during and after a major emergency. As one council put it *“we know who we are and what the community expects of us and this informs how we respond to emergencies”*.

Councils with high awareness and investment in mitigation often gave examples of decision makers making a connection between strategic plans (e.g. long term public health or climate change plans) and emergency events they had experienced.

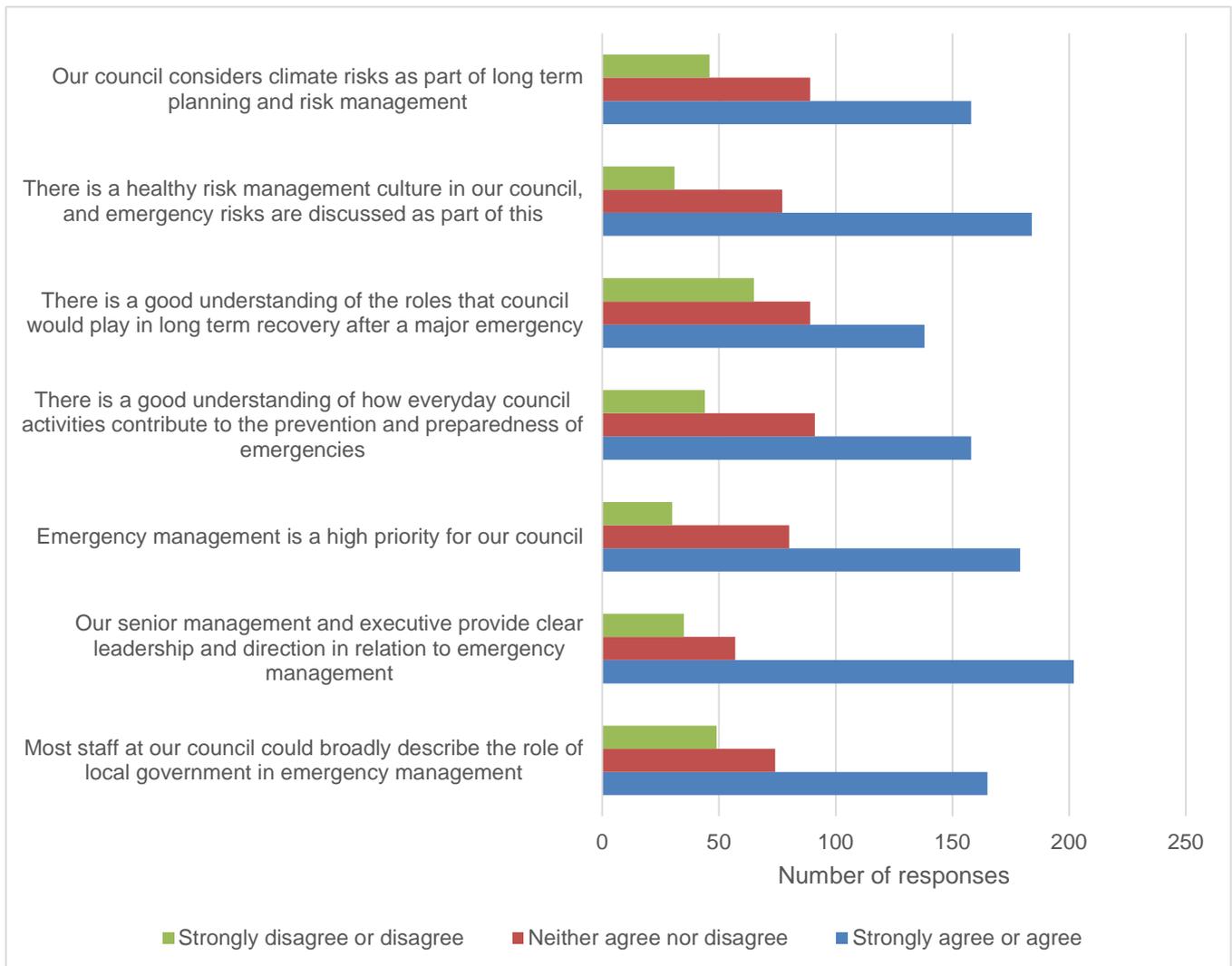
In contrast, councils with a less developed emergency management culture described more fragmented approaches, a lack of interest from decision makers, and patchy awareness of roles and responsibilities. These councils often focussed on council's operational roles supporting the emergency services, rather than an active role in disaster risk reduction or recovery. In many of these organisations there are staff members with an interest and expertise in emergency management, but limited engagement beyond these individuals. Workshop participants made statements such as *“big*

emergencies don't happen to us", "the community doesn't understand mitigation and why we require high finished floor levels" or "if something big happens, the state will step in". These councils typically focussed emergency management planning on the type of events they had experienced before and well-understood hazards such as bushfires or floods, and identified that their council's mitigation action was often reactive, for example responding to complaints about local flooding hotspots.

The post workshop survey asked participants to indicate their level of agreement with 7 statements about the emergency management culture at their council. Figure 3.1 summarises data for all councils, providing an indication of the emergency management culture across the local government sector. It should be noted that the responses varied considerably from council to council.

Taken as a whole, the data indicates that there are strongest levels of agreements with statements about leadership and direction on emergency management, a healthy risk management culture and emergency management being a priority. Statements that were most frequently disagreed with relate to understanding recovery, describing the broad roles of local government in emergency management and consideration of climate risk. It should be noted that all statements received far more agreement than disagreement.

Figure 3.1. Levels of agreement with key statements regarding emergency management culture



3.3 Issues and opportunities

- Emergency events happen infrequently, which can make it difficult to keep emergency management 'on the agenda', especially given the myriad of competing priorities for councils.
- Councils that have experienced emergency events have been able to leverage incident-based interest to improve emergency management planning and drive investment in mitigation.
- Many people involved in the health check were surprised by the breadth of their council's contribution to emergency management. There is an opportunity to support all staff, executive and elected members to better understand these contributions, and what more can be done.
- Many councils delegate responsibility for emergency management to staff who coordinate operational response, who are usually not in a position to provide leadership around disaster risk reduction. Development of organisation-wide emergency management strategies/frameworks may support more strategic approaches to emergency management.
- Risk maturity varies considerably between councils, within councils, and between elected members and administrations. Some councils have a good understanding of emergency risk and consider these alongside strategic and operational risks, while there is a reticence by others to identify and assess their emergency risk profile.
- Amongst councils there are differing interpretations and weightings placed on their responsibilities under the Emergency Management Act and the State Emergency Management Plan, as well as the Local Government Act
- Knowledge about preventing, responding to, and recovering from emergencies is very hazard specific, with generally good knowledge across the sector about hazards such as flood or fire, and limited knowledge of others, such as extreme heat or violent extremism.
- South Australian councils encompass both large and small organisations, and the process of changing the culture of emergency management is potentially more challenging for the larger councils compared to small.

3.4 Recommendations for Stage 2

Based upon the information summarised in this section, the following recommendations for Stage 2 of the Council Ready program are made:

1. Seek to understand the community, strategic, legislative, risk-based and political drivers that will impact upon each council's interest in emergency management, and frame engagement with that council accordingly.
2. Emergency management planning needs to be locally relevant to councils, which starts with understanding the local emergency risk profile, possible futures extending from these risks, the broad range of potential disruptions beyond 'traditional' emergencies and the community context within which all of these exist.
3. Sustain interest and activity through embedding emergency management into business-as-usual activities, creating clear strategic links and a strong value proposition and adopting strengths based approaches that seek to build upon what is already working well at that council.
4. Communications and story telling are an important enabler of action, as people connect with positive narratives about what is or could be done. Communications needs to be targeted and tailored to different audiences who have differing interests and motivations.
5. Councils are at different places, and consequently encourage councils to buddy up with other councils who are experiencing similar challenges. Councils with a strong emergency management culture should also be encouraged to support those who need additional support.

4. Findings – Disaster risk reduction

4.1 Context

The health checks sought to understand what councils are doing to mitigate emergency risks, how this is planned for, and how investment decisions around emergency risk mitigation are made. The premise was that the mitigation of emergency risk should be a priority for councils given that under the Local Government Act 1999, one function of a council is to take measures to protect their area from natural and other hazards and to mitigate the effects of such hazards.

Approaches to mitigation were initially explored through a mapping of activities that contribute to prevention and preparedness, and then through a more in depth conversation about each council's sources of information about emergency risk, and how they are used. The survey included questions that required participants to indicate levels of agreement with key statements regarding the emergency risk management. The document review also provided insight about documentation associated with this topic.

4.2 Discussion

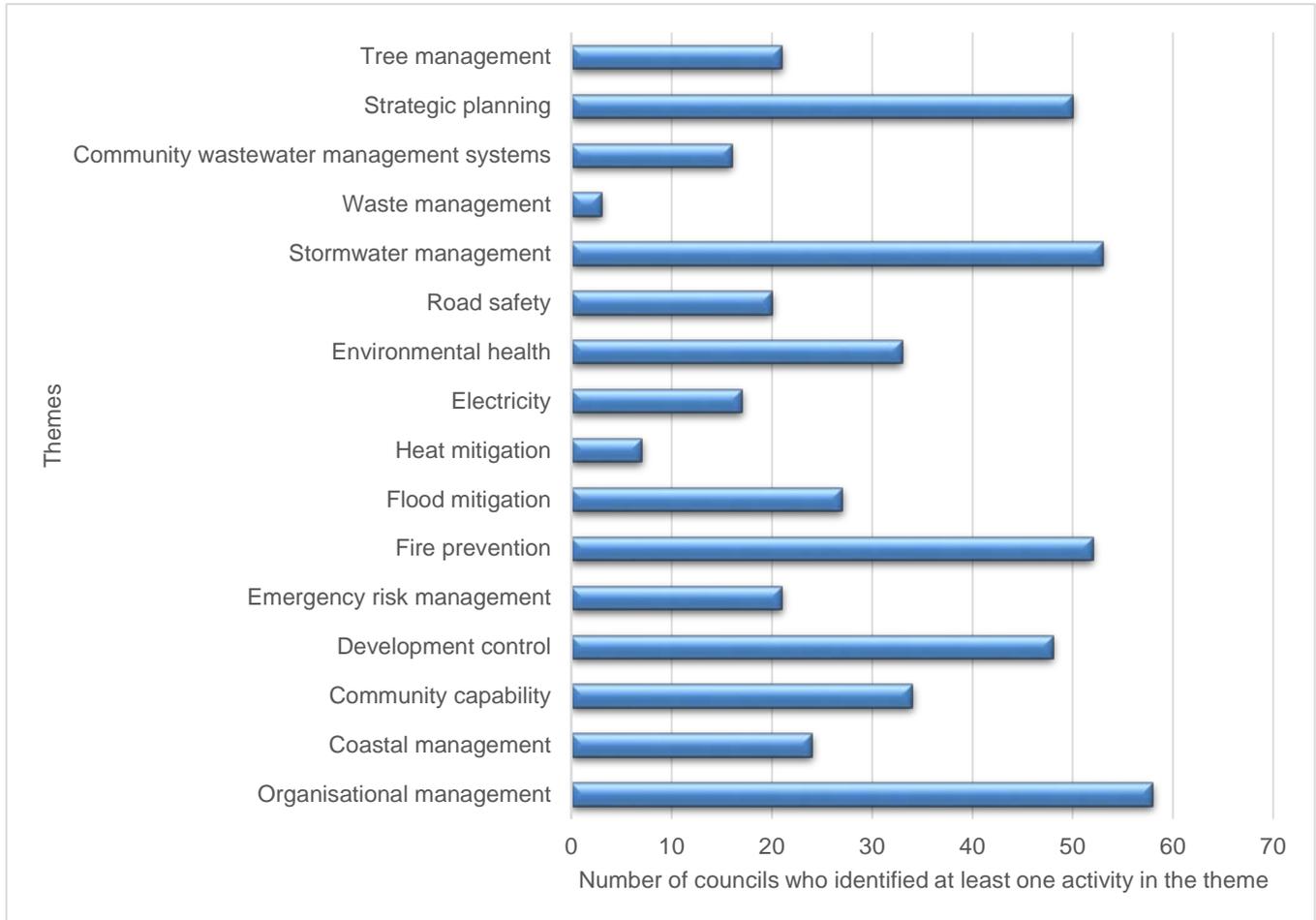
Councils are significant investors in physical mitigation works, as well as other activities that prevent the creation of new risks, reduce existing risks, and manage residual risks. Mitigation of emergency risks happens through services and programs in areas including stormwater management, flood protection, coastal management, public and environmental health, fire prevention, field services, asset management, land use planning, strategic planning, climate change adaptation, community development, community resilience/wellbeing, libraries and community centres, media and communications and customer services.

At the workshops, councils were asked to identify all the activities that they undertake that contribute to the prevention of emergencies. The aggregate data for all councils has been coded into 62 activities that sit under 16 themes. Figure 4.1 summarises data for all councils at the theme level, providing an indication of which themes were most consistently identified as being part of their role in emergency prevention. The full charts, including data at the activity level, is provided in Appendix C in the Appendices Report.

It is important to note that this was an unprompted activity in that participants identified activities that came to mind. This means that this data is indicative of what councils perceive as their current contribution to the prevention of emergencies, based upon who was in the room, rather than an audit.

The most frequently identified theme was organisational management, within which sits activities such as financial management, work health and safety systems and staff capabilities and delegations. The themes of stormwater management, fire prevention, development control and strategic planning were similarly identified by a large number of councils. Themes that were only identified by a small number of councils included waste management, heat mitigation and electricity.

Figure 4.1. Councils' contribution to the prevention of emergencies



Councils generally undertake mitigation activities as part of their business-as-usual activities, regulatory roles and/or in response to strategic objectives, rather than explicitly in response to emergency management drivers. There is often an implicit awareness of how regular services and activities can be linked to the mitigation of emergency risk. For example, councils know that investment in stormwater management infrastructure is important to minimise the impacts of flooding. Despite this, these mitigation activities are rarely communicated specifically as part of councils' emergency management arrangements.

The post workshop survey asked participants to indicate their level of agreement with the statement:

Our council consistently uses hazard information, hazard mapping and emergency risk assessments in planning and decision making.

Nearly 49% of respondents indicated agreement to this statement, 36% neither agreed nor disagreed, and 15% indicated disagreement. Whilst clearly more people indicated agreement over disagreement to this statement, the high numbers of 'neither agree nor disagree' response may indicate that respondents were unsure of what their council does in this area.

Information about emergency risks and how these drive mitigation activities typically resides in multiple documents owned by different parts of the organisation. At the workshops, councils were asked to identify all the documents that they draw upon to help manage their emergency risks. The aggregate data for all councils has been coded into 29 categories. Figure 4.2 summarises data for all councils, providing an indication of the documentation that councils are currently drawing upon to help manage their emergency risks. As with the other data, this information was gathered through unprompted activity in that participants identified documentation that came to mind, rather than being prompted to consider all the possible forms.

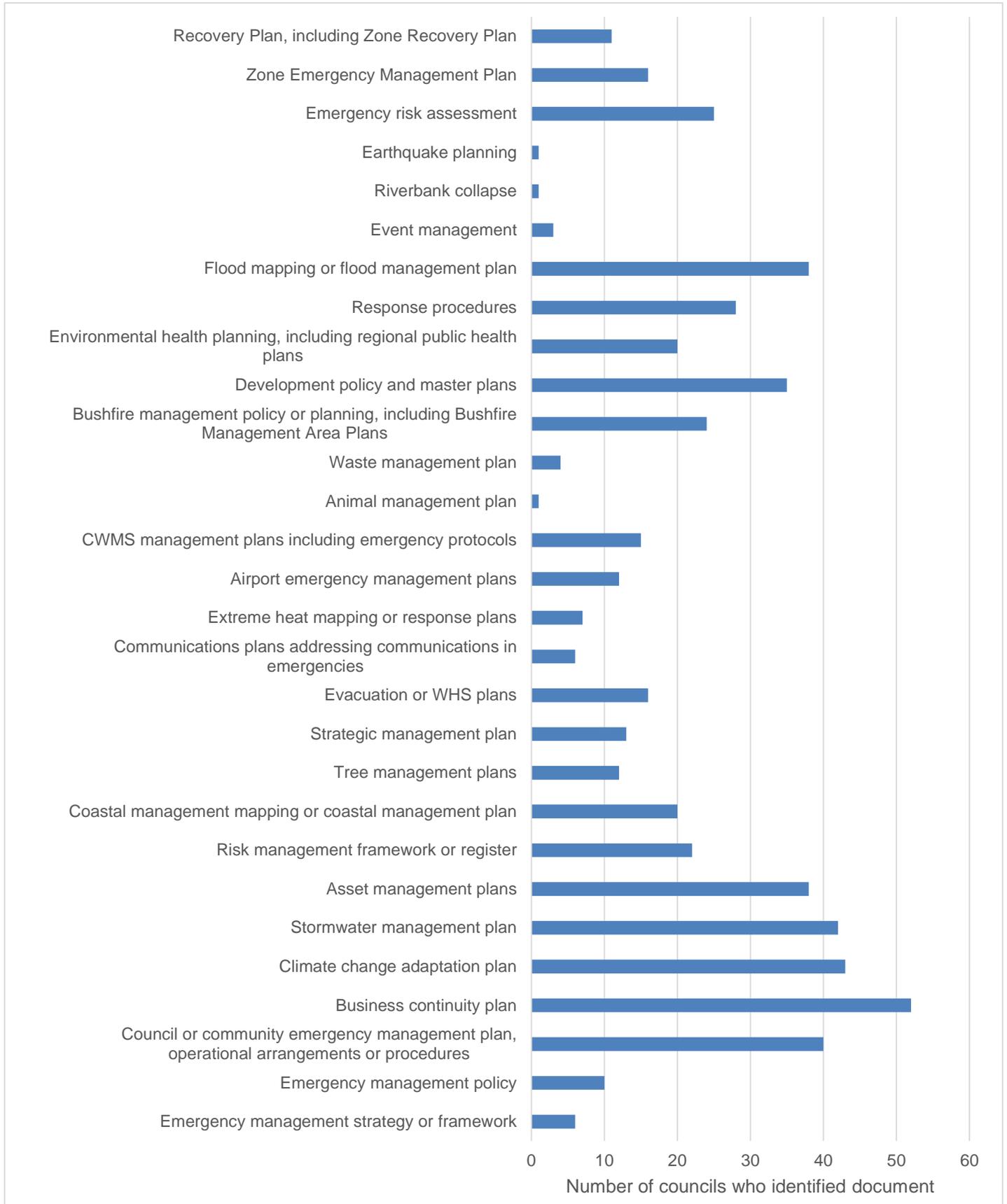
Of note from this data is that the most frequently identified documents that guide the management of emergency risks were business continuity plans, followed by climate change adaptation plans stormwater management plans, and emergency management plans/operational arrangements.

Only 25 councils mentioned some form of emergency risk assessment, meaning that decisions about how councils manage their emergency risks, or indeed which risks to manage, is being informed by other processes and documentation.

Of the councils who have prepared emergency risk assessments, some use this information to inform their operational arrangements. Others use it as part of their organisational risk management (e.g. as part of a strategic risk register). There are very few councils who have prepared an emergency risk assessment to identify mitigation activities to manage their local emergency risks, and only one that we are aware of who have sought to implement these mitigation actions. Common reasons for not preparing a council emergency risk assessment include perception that their local/corporate knowledge of emergency risks is sufficient, reticence towards risk assessments in general, perception that the NERAG methodology is difficult to work with, and a focus on operational response.

The overall conversation regarding these documents highlighted that the sharing and integration of information about emergency risk across departments is a challenge, especially in larger councils. For example, many councils have prepared heat island mapping, but the key areas that can actually implement activities to manage the risks associated with extreme heat (for example, assets, open space, community development, media and communications) are not always aware of the information nor what to do with it.

Figure 4.2. Documents used by councils to help manage their emergency risks



The Zone Emergency Risk Management program was discussed with each council. Overall, there is limited ownership at the council level of the zone risk assessments or Zone Emergency Management Plans (ZEMP), and very few examples of council using this process to inform local emergency mitigation activities. Frequent commentary on this included that the zone risk assessments rarely addressed locally relevant risks and thus could not be cascaded down to the council level, and that other information sources (e.g. stormwater management plans) were informing council mitigation activities. Council staff who participated in Zone Emergency Management Committees (ZEMC) often commented that the networking was the most valued aspect of their participation.

Similarly, the Bushfire Management Area Plans (BMAPs) and associated Bushfire Management Committees (BMC) were discussed with councils in bushfire prone areas. Councils have supplied asset information to inform the BMAPs and are active on the BMC. Some councils valued the practical focus on assets while others questioned the methodology and had the view that they would benefit from a more strategic approach to bushfire planning. In some councils, there is a strong nexus between their fire prevention program and the BMAP, and they use the BMC to report on the fire prevention activities they have undertaken. However in many cases the link is not so strong, and there is no direct correlation between the BMAP and fire prevention activities. Some councils have actively worked with the CFS to adjust the BMAP assessments to better align with their understanding of bushfire risk.

4.3 Issues and opportunities

- Mitigation of emergency risk is arguably councils' biggest contribution to emergency management, but often overlooked in emergency management plans.
- Activities councils undertake to mitigate emergency risks largely occur through business-as-usual activities and are rarely explicitly communicated as part of councils' emergency management arrangements. In addition, councils rarely communicate the emergency mitigation co-benefits of current or future investment in mitigation activities.
- There are strong strategic links between emergency management and public health, climate change adaptation, asset management and community wellbeing. These links are rarely explicitly communicated or explored. There are opportunities to support council staff from a range of departments to better integrate information about emergency risk management into their work.
- There is no quantification or reporting at the council or local government sector level about the significant investment that councils are making to disaster risk reduction. This represents a potentially missed opportunity to articulate the local government contribution.
- Mitigation activities are driven by a myriad of reports and strategies, but rarely by an emergency risk assessment at either a council or zone level. Some councils are hesitant to prepare emergency risk assessments as they perceive the process as being unnecessarily cumbersome, not relevant to their context or not likely to lead to new information.
- Some councils have expressed concern about their responsibility to respond to new data or reports (e.g. new coastal LIDAR mapping or floodplain modelling), in terms of strategic decision making and potential investment. Councils have also identified issues associated with legal liability if they publish information of this nature, and concern if it results in ratepayers facing higher insurance premiums.

- As councils mature in their understanding of emergency risk and take more strategic approaches to emergency management, they will be able to make greater contributions to regional structures, such as ZEMCs and BMCs.

4.4 Recommendations for Stage 2

Based upon the information summarised in this section, the following recommendations for Stage 2 of the Council Ready program are made:

1. Work with councils to develop emergency management plans/strategies that are holistic and encompass emergency risk management, as well as operational arrangements.
2. Use scalable tools and processes to facilitate locally relevant emergency risk assessments with councils to ensure their emergency management strategy and associated investment is appropriately focussed.
3. Ensure there is clear context setting for council emergency risk assessment that articulates strategic objectives, council and community values, and possible futures/scenarios.
4. Use emergency management planning as a means to test and define council and community tolerance to risk, so there is clarity about which emergency risks need to be mitigated versus which risks can be lived with.
5. Support councils to embed actions arising from emergency risk assessments into existing council planning and programming, recognising that significant co-benefits can be derived from integrating emergency risk management into existing work programs.
6. Capture and communicate the local government contribution to disaster risk reduction, focusing more on the story telling rather than economic quantification.

5. Findings – Readiness to Respond

5.1 Context

The health checks sought to understand councils' readiness to respond to an emergency in their community. The premise was that in an emergency, councils may need to provide assistance to the emergency services, in addition to meeting other community needs and expectations, and maintaining business continuity.

Readiness to respond was explored through a mapping of activities that contribute to emergency preparedness and response, and then through more in depth conversation about the factors that contribute to organisational readiness. The survey included questions that required participants to indicate levels of agreement with key statements regarding their council's readiness to respond. Review of emergency management plans and related documents also provided insight about documentation associated with this topic.

5.2 Discussion

At the workshops, councils were asked to identify all the activities that they undertake that contribute to emergency preparedness and response. The aggregate data for all councils has been coded into 60 activities that sit under 9 themes for preparedness, and 23 activities under 8 themes for response.

Figures 5.1 and 5.2 summarises data for all councils for preparedness and response respectively. This data is provided at the theme level, providing an indication of which themes are most consistently identified as being part of their role. The full charts, including data at the activity level, is provided in Appendix C in the Appendices Report.

It is important to note that this was an unprompted activity in that participants identified activities that came to mind. This means that this data is indicative of what councils perceive as their current contribution to preparedness and response, based upon who was in the room, rather than an audit.

The most frequently identified preparedness theme was plans, within which sits activities such as business continuity plans, evacuation and workplace emergency plans and airport emergency management plans. The themes of staff training and availability, plant and equipment and policy and procedures were similarly identified by a large number of councils. The theme identified by the least number of councils was maintaining situational awareness.

The most frequently identified response theme was providing operational support to the emergency services. This theme was closely followed by communications, coordination, staff management and assets and operations. As with preparedness, the theme identified by the least number of councils was maintaining situational awareness.

Figure 5.1. Councils' contribution to emergency preparedness

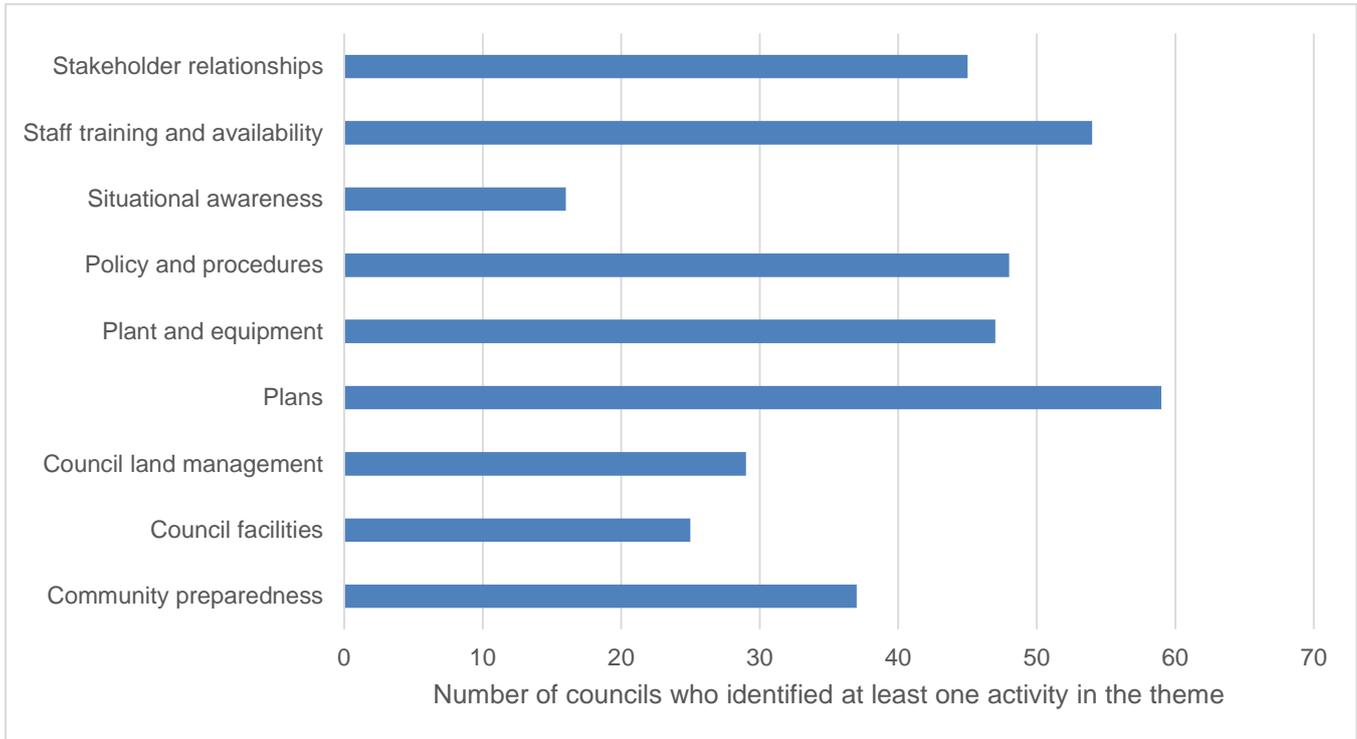
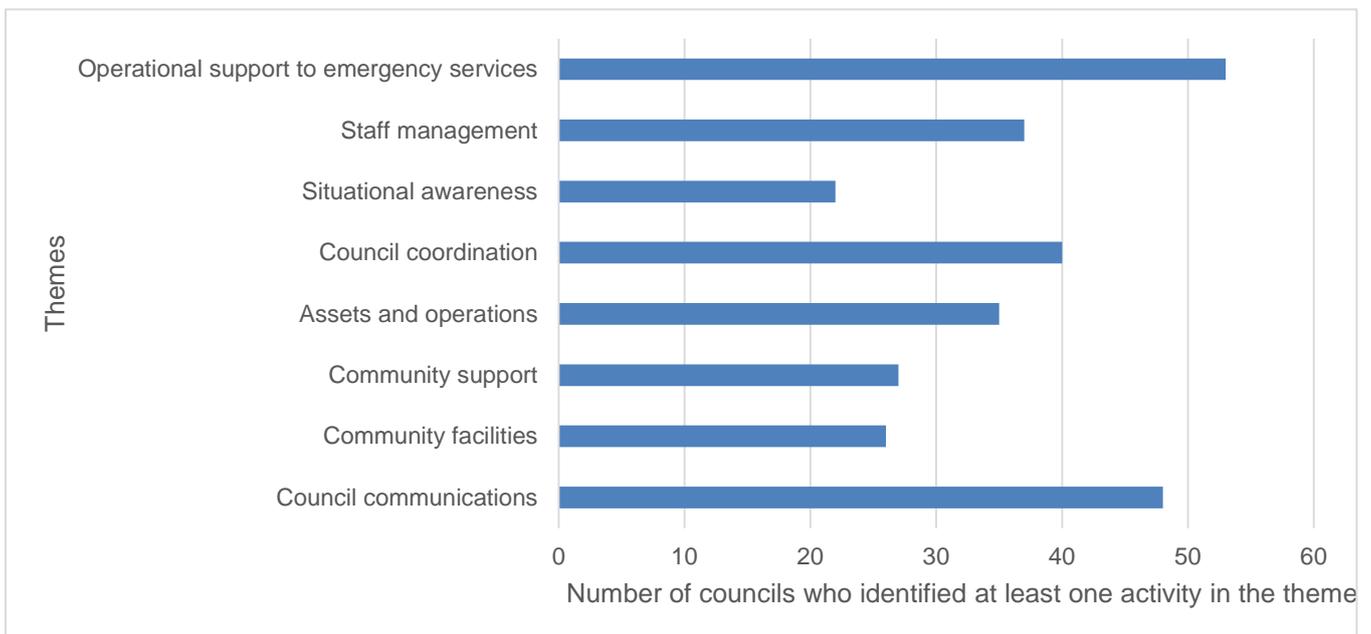


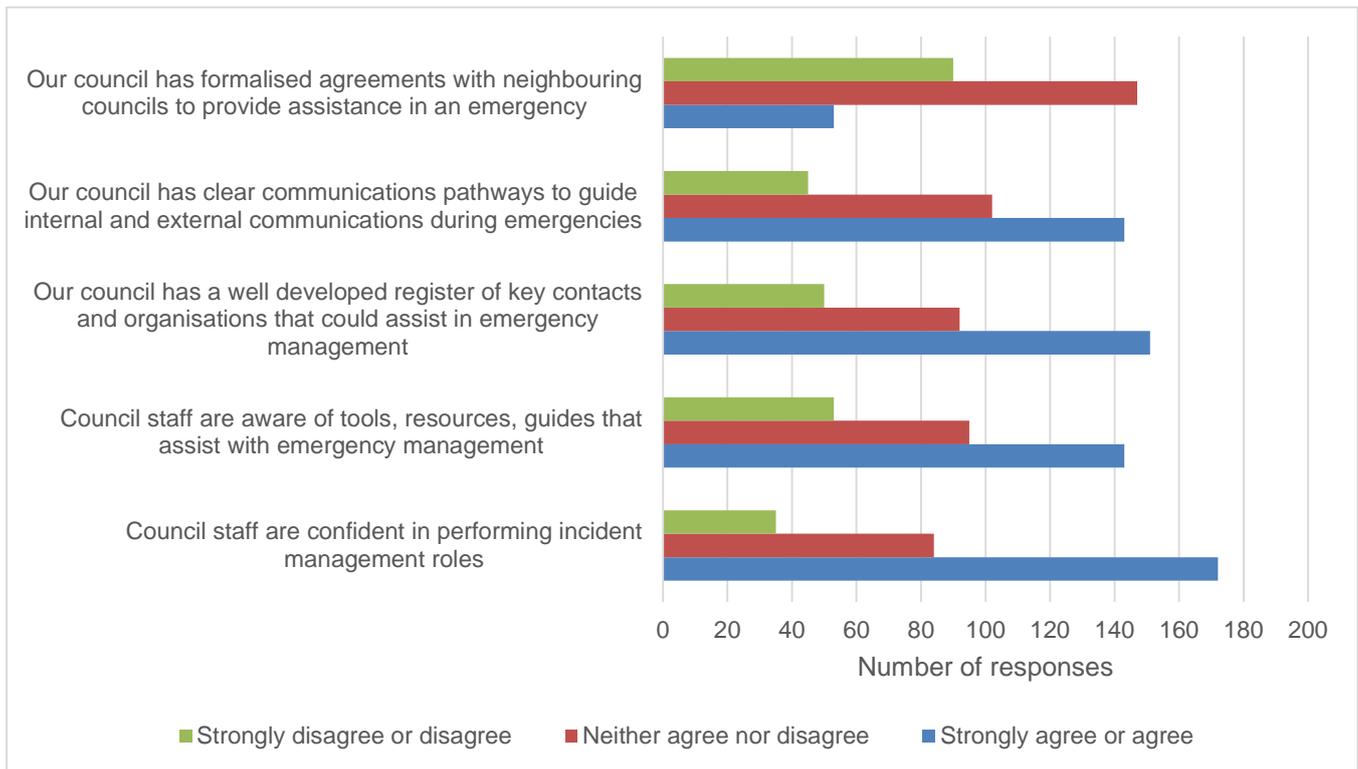
Figure 5.2. Councils' contribution to emergency response



Building on this, the post workshop survey asked participants to indicate their level of agreement with 5 statements about their council's readiness to respond. Figure 5.3 summarises data for all councils, providing an indication of trends across the local government sector. Taken as a whole, the data indicates that there is a particularly strong level of agreements with the statement about the confidence

of staff performing incident management roles. There was also high levels of agreement with statements around registers of contacts, communication pathways and awareness of support tools and resources. The statements that was most frequently disagreed with relate to agreements with neighbouring councils. It should be noted that all but one statement received more agreement than disagreement.

Figure 5.3. Levels of agreement with key statements regarding readiness to respond



In considering these trends across all councils, it is important to recognise that readiness to respond varies considerably across the state.

At one end of the spectrum are councils with well-developed and well tested arrangements. These councils typically have an enabling emergency management policy or framework, a suite of operational plans and associated procedures, effective incident management structures, incident specific communication strategies, clear delegations, equipped and trained staff and clarity of role. Councils with maturity in this area have either exercised these arrangements, or put them to the test through actual emergencies.

At the other end of the spectrum are councils with little or no documentation, a lack of clarity about roles, responsibilities and communication pathways, and a reliance on a small number of experienced staff. Councils in this category may never have participated in a major incident response.

Between these two extremes are a myriad of variations. In the absence of a coordinated program like Council Ready or dedicated support resources, each council has forged their own pathway and developed arrangements that reflect their understanding of their role and local context, and the organisational priorities and structures in place.

There has been some sharing between councils of plans held up as good practice, and some councils have started to use the template Emergency Management Plan and Operations Manual released by the LGA in early 2018. Similarly, many councils have adopted the model policy for the provision of council resources to support the emergency services in an emergency (known informally as the i-Responda policy).

Councils have taken very different approaches in terms of integration of emergency response arrangements with their business continuity plans, field services management systems, events risk management arrangements and other related processes. More mature approaches demonstrate clear linkages with existing management structures, workplace emergency management and business continuity arrangements. A crisis management approach is being used by some councils to encompass 'internal' emergencies such as a disruption to council services or workplace emergency, as well as an 'external' emergencies impacting the community.

Most councils are in the early stages of formally documenting how they would integrate with the Local Government Functional Support Group (LGFSG) during an emergency response. Some councils have appointed a council commander, for some councils this is the Chief Executive, for others a different senior staff member. Some councils are uncomfortable with the term "commander", and are using other terms to describe their key coordination and communication resource in incident response.

Very few councils have formally documented how they would work with external stakeholders, such as neighbouring councils, local emergency services, relief and recovery agencies, utilities, government agencies, community groups and NGOs.

Beyond the documentation, factors that were regularly identified as impacting councils' readiness to respond include resource limitations, reliance on key staff, a focus on being ready for what we have previously experienced rather than what we could experience, lack of awareness amongst non-operational staff, and balancing staff wellbeing with supporting emergency response.

5.3 Issues and opportunities

- The core elements of council emergency management operational arrangements are an enabling policy, and procedures addressing structure, roles/tasks, resources and communications. Each council currently has its own approach to emergency management operations and some councils are strongly committed to and satisfied with their current approaches.
- There is currently very little documentation that details how council operations integrate with the LGFSG.
- It is unlikely that a single document or plan will be useful and engaging for all staff and roles within councils. Some councils have identified the need for a suite of emergency management documentation that speaks to different audiences including community, elected members, executive, operational managers and frontline staff. Some areas within council, for example, customer service or environmental health, may need their own operational arrangements.
- Councils' readiness to respond is hazard specific. Almost universally there is stronger knowledge of frequently experienced hazards, such as bushfires or extreme weather, compared with less well understood or emerging hazards such as extreme heat or violent extremism.

- Reliance on key individuals who hold considerable knowledge and expertise is a consistent challenge regardless of council size. While there is an awareness of this dependency, many councils struggle to increase awareness of roles and responsibilities both horizontally across the organisation, and vertically beyond managers and down into teams, and document important functions and processes.
- Many participants expressed that their strong business-as-usual relationships with other organisations would put them in good stead to work together during and after an emergency. Many of these relationships are on an individual-to-individual basis, rather than an organisation-to-organisation basis. Others identified uncertainty around the roles and capability of some partners, such as relief and recovery agencies and NGOs. Councils may need to address how they work with their partners as part of their operational planning. This will include identification of relationships that exist as part of the state emergency management arrangements, relationships managed as the local government sector level and council level local relationships.

5.4 Recommendations for Stage 2

Based upon the information summarised in this section, the following recommendations for Stage 2 of the Council Ready program are made:

1. Support each council to develop the appropriate suite of emergency operational documentation, tailored to their risk profile, local context and audiences, while at the same time achieving a minimum performance on agreed standards.
2. Operational arrangements need to be scalable, use consistent language wherever possible, reflect the i-Responda operating platform and enable integration of their council with the Local Government Functional Support Group.
3. Support councils to understand the emerging hazard landscape by developing systems to capture data from all incidents, and to integrate information about future scenarios/contexts from other parts of the organisation.
4. Enable stronger emergency management partnerships between councils and organisations in their area by including external stakeholder engagement as part of their operational planning.

6. Findings – Recovery

6.1 Context

The health checks sought to understand how councils perceived the recovery process, the roles they may play and how recovery could be planned for. The premise was that following a major emergency, councils would have a significant leadership role in recovery, and doing so would present a significant disruption to regular council services.

The health checks sought to understand recovery through a mapping of activities that contribute to recovery, and then through a more in depth conversation around a recovery scenario and recovery planning. The survey included questions that required participants to indicate levels of agreement with key statements about recovery. The document review identified that there is very limited documentation that specifically addresses recovery.

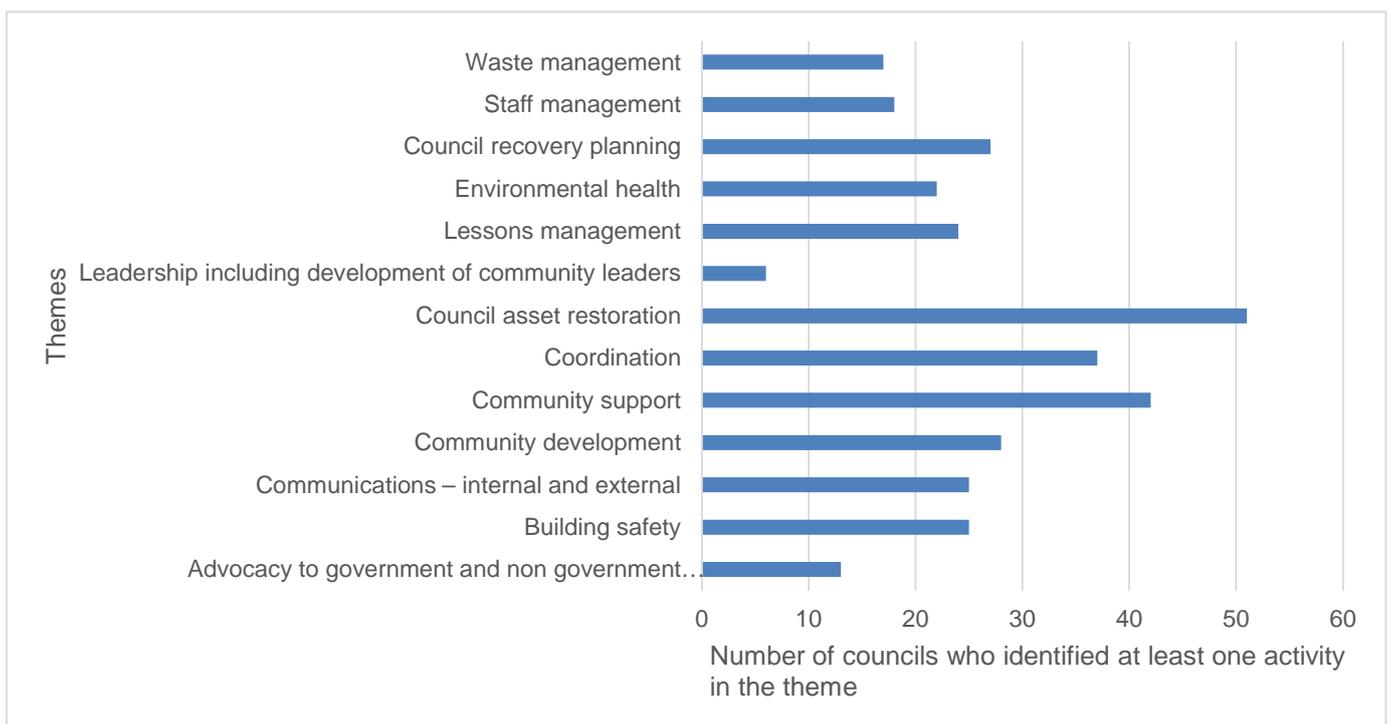
6.2 Discussion

At the workshops, councils were asked to identify all the activities that they undertake that contribute to recovery. The aggregate data for all councils has been coded into 43 activities that sit under 13 themes.

Figure 6.1 summarises data for all councils. This data is provided at the theme level, providing an indication of which themes are most consistently identified as being part of their role. The full charts, including data at the activity level, is provided in Appendix C in the Appendices Report.

It is important to note that this was an unprompted activity in that participants identified activities that came to mind. This means that this data is indicative of what councils perceive as their current roles in recovery, based upon who was in the room, rather than an audit.

Figure 6.1. Councils’ contribution to recovery



The most frequently identified theme was council asset restoration, followed by community support and coordination. Less than 5 councils identified activities associated with community leadership. It is important to note that, overall, there were fewer activities identified in the recovery component compared with prevention, preparedness and to a lesser extent response.

When exploring these issues in group conversations, it became apparent that very few councils have documents plans for recovery. It is also the area where councils have the least clarity about their role, evident in both workshop conversations and survey data.

Councils who have experienced a major emergency in recent times have a good understanding of the sorts of roles councils may play, and the organisation-wide nature of this. Participants from these councils spoke of the high community expectations, the disruption to business-as-usual activities across the organisation, the importance of being sensitive to community needs, and the core roles council would play in leadership, advocacy, coordination, communication and physical and social restoration. It was also expressed that councils were expected to have an answer for just about any question the community might have, even if it was well outside the councils' area of responsibility.

Participants from councils who had not experienced a major emergency reflected upon recovery in a more theoretical manner, responding to a scenario relevant to their context. In addition to the roles described above, participants identified the parts of their organisations they felt would be involved in recovery, in areas such as community development, communications, volunteer management, asset restoration, waste management, public health, building safety and development assessment.

Opinions varied around whether councils would assume a hands on leadership role in recovery, or whether state government would be driving the process, with councils providing support as needed. There was also uncertainty about the roles and capabilities of other organisations, especially community groups and the not-for-profit sector in recovery.

Some participants appeared overwhelmed at the prospect of what recovery would mean for their council, while others had the view that their organisation could comfortably meet community expectations whilst also maintaining business as usual functions.

Many participants identified that councils would have a role in recovery planning, both in a preparatory sense and also while recovery is happening. There were mixed views about the extent to which councils could or should plan for recovery as part of emergency preparedness. Some expressed that it is difficult to plan for recovery because roles and community needs will depend on the nature of the emergency, and that unlike response, there is time to scope out the recovery plan in the weeks and months after the incident. Others expressed that it is important to plan for recovery, at least a high level, with broad functions, principles and checklists, as this will assist decision making and the development of the incident specific recovery plan.

6.3 Issues and opportunities

- There is a lack of clarity about the roles of local government in recovery, including roles in incident recovery compared with community recovery, and how councils work with recovery structures, the LGFSG and other organisations.
- Experience has demonstrated how recovery disrupts business-as-usual in almost every part of councils. However, it is difficult to communicate this with councils who have not experienced a major emergency.
- Some functional areas within councils, such as communications, waste management and environmental health, will have specific roles in recovery. These specific functions are not well understood, nor are the support mechanisms for staff undertaking these roles.
- Staff wellbeing and the potential that councils will have diminished human resources due to staff being impacted by an emergency was a frequently noted by participants as a significant issue in recovery, and needs consideration. The long term nature of recovery can lead to organisational fatigue as staff sustain high workloads over an extended period.
- There are inherent connections between the sorts of activities that councils undertake in recovery and what they do in disaster risk reduction. Community development, asset management, leadership and advocacy are but four examples of this. Strengthening councils' roles in disaster risk reduction may assist recovery planning.

6.4 Recommendations for Stage 2

Based upon the information summarised in this section, the following recommendations for Stage 2 of the Council Ready program are made:

1. Support councils to plan for recovery, both as part of their overall emergency management plan/strategy and also with more targeted recovery arrangements.
2. Planning for recovery needs to provide role clarity, link with state recovery arrangements and the Local Government Functional Support Group, explain how council will work with its community and local stakeholders, be informed by national recovery principles, enable the necessary flexibility and pragmatism, and address likely impacts of recovery on regular council services.
3. Given the limited experience of council recovery planning, seek opportunities to showcase good practice in this area.

7. Findings - Support from Council Ready

7.1 Context

The health checks sought to understand the sort of support councils want from the Council Ready program. The premise was that the program will be most successful if the assistance provided responds to expressed need.

At the end of each workshop, participants were asked to identify what would best help their council to strengthen emergency management planning. This led to conversation about both the areas or topics where councils want assistance, as well as how this assistance should be delivered. Additionally, the survey included questions that required participants to indicate the 'usefulness' of different types of support, as well as offer suggestions in free form text.

7.2 Discussion

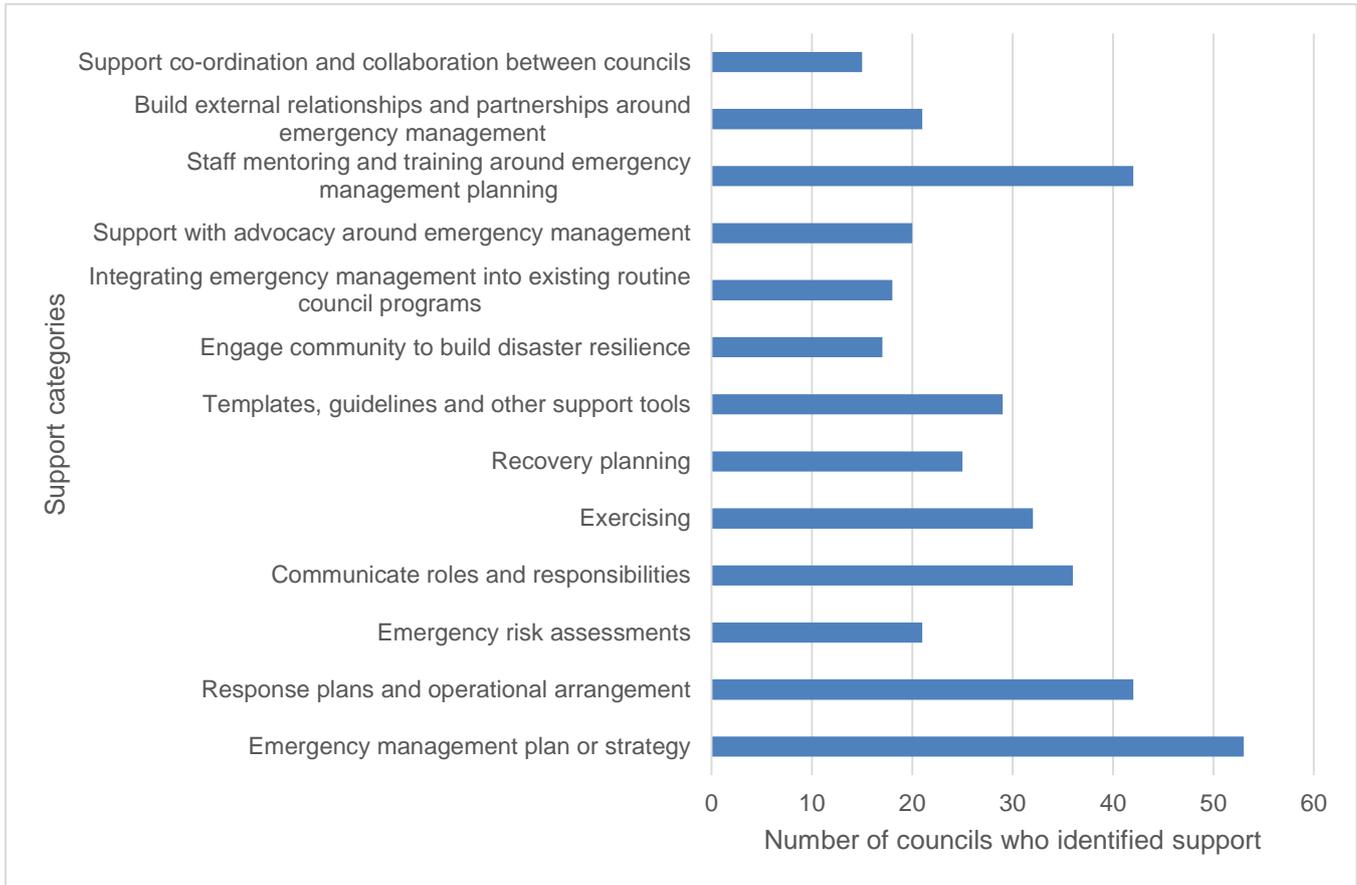
The following topics were most frequently identified as the areas in which councils want support from the program:

- Preparation of overall emergency management plan or strategy
- Development of response plans and operational arrangements
- Assistance with preparation and integration of emergency risk assessments
- Clarification and communication of councils' roles and responsibilities in emergency management
- Exercising
- Recovery planning
- Templates, guidelines and other support resources
- Assistance with community engagement/ community resilience activities.

At the end of each workshop, councils were asked to identify the sorts of support they would like from the LGA through the Council Ready program. The aggregate data for all councils has been coded into 18 categories.

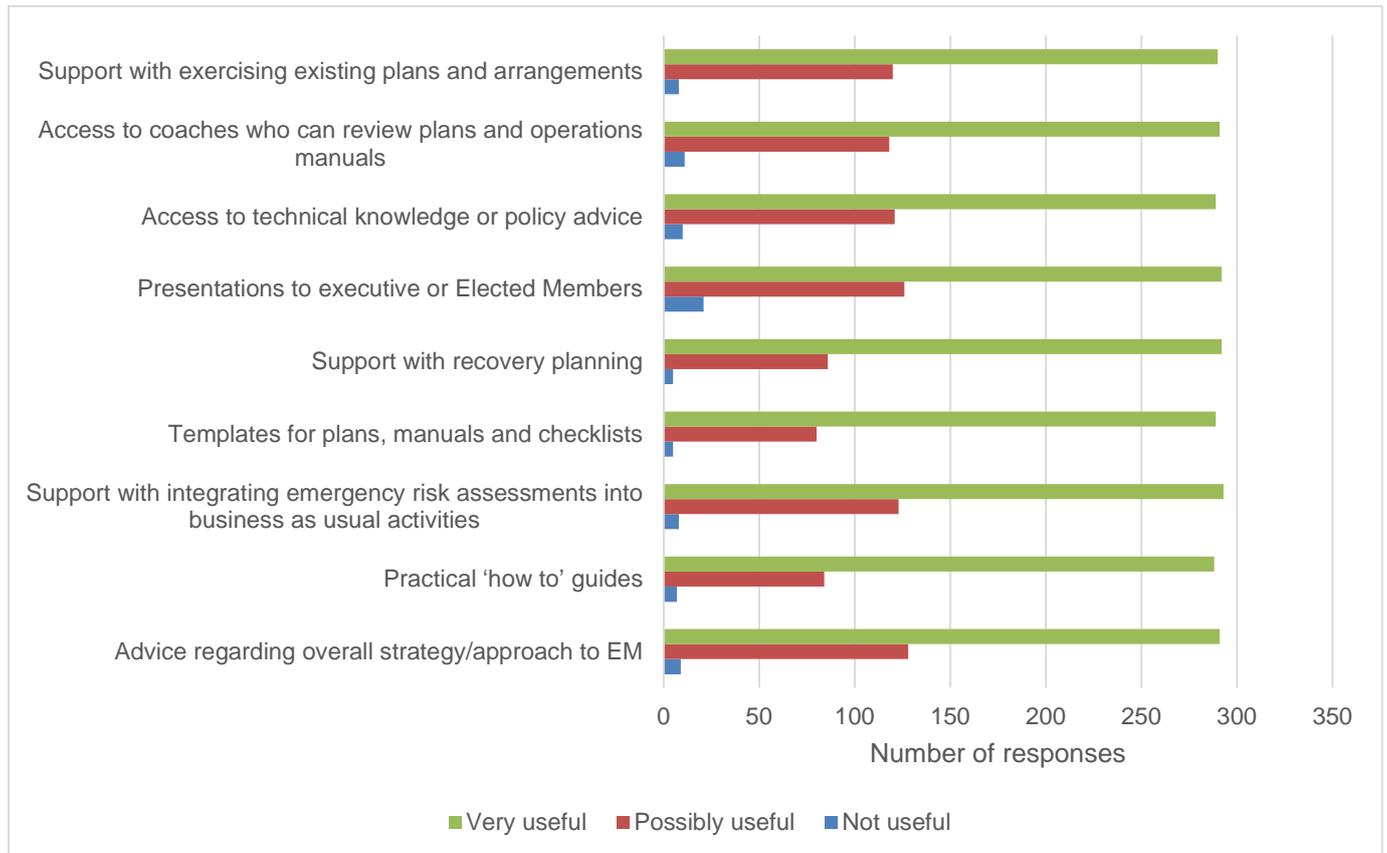
Figure 7.1 summarises data for all councils. This data has been categorised, which means it provides an indication of which types of support were mostly consistently identified as being wanted. It demonstrates that the most frequently requested supports related to the preparation of emergency management plans/strategies, response plans/operational arrangements and staff mentoring and training.

Figure 7.1. Support with emergency management planning



Those who completed the survey were asked to rank nine possible forms of support as either ‘very useful’, ‘possibly useful’ or ‘not useful’. As Figure 7.3 demonstrates, all of the suggestions were overwhelming identified as very useful or possibly useful. The supports that received the highest numbers of very useful responses were templates, practical how-to guides and support with recovery planning.

Figure 7.3. Assessment of the usefulness of supports that Council Ready could provide councils



Taken together, the workshop and survey data indicates that different councils want different things. This is unsurprising given current variations in documentation, internal priorities and emergency risk profile. It should be noted that the above list contains a mixture of outputs (e.g. preparation of emergency management plan) and tasks that contribute to improved outcomes (e.g. clarification and communication of roles and responsibilities).

The difference in what councils want from the program is evident in the following responses in the survey to the question “Do you have any other ideas about how the LGA can support your council through the Council Ready program?”

To provide clarity on what document to grab when in addition to clarifying roles and expectations. This information to be communicated council wide.

Data on key risks and disseminating research & thinking on how these are likely to affect councils in the future. Am especially thinking about climate change and what it means for councils in relation to urban design, workforce planning (esp outdoor staff when more extreme heat days are likely) and legal, financial, reputational risks of 'doing' or 'do nothing' approaches.

We could use a project officer to assist in developing our emergency management and disaster recovery plans. We currently try to fit this work in and it is continually being pushed back by other priorities with more certain and immediate consequences for non-achievement. If the plans were completed there would be more incentive to resource the maintenance and updating of the plans.

Development & provision of concise EM principles training for broader staff within council and not just targeted at managers. Better awareness will support more staff drawing links between their roles and EM.

It was also evident that there are a range of perspectives about how the project would practically deliver the assistance. Some councils expressed the view that it is important that the project officer resources are local and have a deep understanding of the local context. Others identified that the most important element is having access to an appropriately skilled resource who can come and work with the council in an intensive manner. These differences are illustrated in survey comments such as:

I believe having project officers regionally based would be problematic and suggest that it would be more effective if they were to be utilised in a similar way as to how the LGRS run their Tailored Implementation Programs (TIP) with consultants, they come out to the council for several blocks of days at a time and we have found that this is a better way rather than one day/month etc. Much better outcomes are achieved and allows better planning.

Any support must be at least regionally specific and preferably locally specific.

I don't think there should be a project officer based in the regions for two years - I think this is a waste of time and money. I would rather just have someone come here for a week or two and focus fully on our council during this time.

Project Officers engaged to do this need to know their stuff, have some life experience and a good knowledge of councils and how they work. This will give the project respect...Need to remember that what works in the metro area does not work regionally and you cannot expect us to 'fit' the same mold - we don't have the resources for a start. Be smart with how you set this up and it will get across the line.

In both workshops and surveys, participants frequently identified the importance of having access to resources, tools and guidance to help staff preparing emergency management plans, for example:

Model (Base) Plan that can be amended to suit each council's situation.

Finally, it should be noted that participants expressed differing expectations about who is ultimately responsible for the delivery of council emergency management plans and associated documentation. Some councils see Council Ready as a capacity development process that will help them to strengthen their existing work, while others expressed an expectation that the program will write plans on behalf of the council. This topic was discussed at the sense making workshops, where it was identified that the program will need to be guided by key principles and a well-defined theory of change about how it will achieve the program goals. Additionally, it was expressed that some councils will require additional resourcing, and require the Council Ready program staff to be more 'hands on'.

7.3 Recommendations for Stage 2

Based upon the information summarised in this section, the following recommendations for Stage 2 of the Council Ready program are made:

1. Within the broad remits of emergency management planning, develop a menu that outlines the suite of elements for which the Council Ready program can offer tailored assistance to councils.
2. Given the diverse needs of different councils, recruit a team of project officers with broad and complementary skills and experiences, and make the broad pool of resources available to all councils.
3. In recruitment, seek to balance soft skills including the ability to understand the council and community context with technical competencies.

4. Ensure that the human resources being made available to councils are equipped with the necessary tools, guidelines and other resources that will support councils to sustain action beyond the program.

8. Feedback on the process

Feedback on the health check process was formally captured in the post-workshop survey.

As Figure 8.1 demonstrates, the majority of workshop participants identified that participating in the health check workshop was relevant to them and their role in council. This is significant inasmuch as the process not only involved traditional emergency management practitioners in councils, but others whose roles may infrequently consider emergency management.

Figure 8.1. Participants' assessment of the relevance of the health check to their role in council



Participants frequently identified the relevance of the topic, broad framing of emergency management, the facilitation style, and interaction and involvement of a broad group of stakeholders within council as positive elements, with comments including:

It was interactive and used very good methods of getting everyone's responses. I have come away with a better understanding of how my work fits into this process, the role of other staff/departments, and I learned some things about our Org that I wasn't aware of. Also I don't think the Exec were aware that many front-line staff are missing information relating to our emergency response plans.

Good broad thinking, made me realise how much day to day work is also emergency management, and picked up some good ideas that we can implement without any help

Inclusion of staff. Guidance and direction provided for staff to consider rather than just 'preaching' to staff. Facilitation of the workshop was clear and kept everyone on track

The workshop was informative and interactive. It was fairly fast passed, which made it engaging all of the way through. I also learned a little more about council's EM practices, which is useful to know in my role.

We were able to consider what council was already doing in the emergency management area, although it was not initially linked or implemented to that area. We were also able to see clearly the areas we were lacking in.

Participation by staff from areas that usually wouldn't be involved in something like this so it widened the views and feedback. Made us look at the bigger picture.

New ways of thinking about our day to day business and the cross over impacts this has on emergency management that we might not have realised previously. Very informative and useful to have a whole of council perspective.

Many participants did not offer suggested improvements. Those who did identified more time or follow up sessions, case studies and taking the conversation into practical actions, with comments including:

The first session hit the mark in providing general overview of requirements. Follow up sessions will be required to plan for EM.

Case Studies in detail perhaps would help

Although a lot of information was delivered and a comprehensive session, I feel a whole day work shop, with small breaks, could work due to the workshop being highly interesting and engaging.

Have the resources ready to offer to capitalise on the momentum of the presentation. ie. be able to make an appointment for a support practitioner to come to site for a period of time to work on the plans in-house with staff.

I would like to draw out more from staff who do not necessarily see themselves as having a role in EM - the focus seemed to be on the asset and operations side of the business rather than drawing out the role of community development, planning, building and environmental health people.

It felt a bit rushed and there was some good conversation that was cut short due to time. Ideally it would either have less content or a bit more time to explore the issues. Also I was invited at the last minute so not sure if material was distributed prior, but some background information or at least an agenda would help to allow us time to think about responses beforehand.

9. Summary and next steps

Stage 1 of the Council Ready program aimed to design and deliver an emergency management health check with South Australia's 68 councils with aims to:

- Identify individual council strengths and gaps with respect to emergency management planning (prevention, preparedness, response and recovery); and
- Consider the best ways for the LGA to support councils with emergency management planning.

A health check methodology was scoped comprising cross-departmental workshops with each council, surveys and document review to explore the topics of:

- Organisational culture around emergency management
- Disaster risk reduction (mitigation)
- Readiness to respond
- Recovery
- Support from Council Ready.

All 68 councils participated in the process. 563 council staff members were involved in health check workshops and meetings, and 288 survey responses were received.

In summary, key strengths of South Australian councils in relation to emergency management include:

- Experienced and dedicated staff who are committed to supporting their communities and state government emergency services when emergencies occur
- Evidence of learnings from the experience of emergency events, and improving plans, systems and processes as a result
- A strong commitment to the i-Responda operating platform
- Major contributors to disaster risk reduction through asset management, stormwater management, coastal management, community development and climate change adaptation
- Strong relationships with local communities, businesses and other stakeholders
- The ability to provide leadership, coordination and advocacy in meeting community needs in recovery.

Frequently identified gaps include:

- Over reliance on key staff with limited redundancies for major emergencies
- A tendency to focus on emergencies that have historically been experienced rather than what could occur in the future
- A lack of clarity around roles and responsibility across elected members, council executive and frontline staff
- Limited documentation and plans, and where these exist, a lack of integration across the council
- A lack of integration of emergency risk management information and action across council departments

- Limited understanding of recovery for councils who have not experienced a major emergency.

The report has summarised the outcomes of the health check process for each of the topics, and in doing so, has concluded with a series of recommendations for the next stage of the program. These are:

Organisational culture around emergency management

1. Seek to understand the community, strategic, legislative, risk-based, financial, reputational and political drivers that will impact upon each council's interest in emergency management, and frame engagement with that council accordingly.
2. Emergency management planning needs to be locally relevant to councils, which starts with understanding the local emergency risk profile, possible futures extending from these risks, the broad range of potential disruptions beyond 'traditional' emergencies and the community context within which all of these exist.
3. Sustain interest and activity through embedding emergency management into business-as-usual activities. This can occur through creating clear strategic links, a strong value proposition and adopting strengths based approaches that seek to build upon what is already working well at that council.
4. Communications and storytelling are an important enabler of action, as people connect with positive narratives about what is or could be done. Communications needs to be targeted and tailored to different audiences who have differing interests and motivations.
5. Councils are at different places, and should be encouraged to buddy up with other councils who are experiencing similar challenges. Councils with a strong emergency management culture should also be encouraged to support those who need additional support.

Disaster risk reduction

6. Work with councils to develop emergency management plans/strategies that are holistic and address disaster risk reduction, as well as operational arrangements.
7. Use scalable tools and processes to facilitate locally relevant emergency risk assessments with councils to ensure their emergency management strategy and associated investment is appropriately focussed.
8. Ensure there is clear context setting for council emergency risk assessment that articulates strategic objectives, council and community values, and possible futures/scenarios.
9. Use emergency management planning as a means to test and define council and community tolerance to risk, so there is clarity about which emergency risks need to be mitigated versus which risks can be lived with.
10. Support councils to embed actions arising from emergency risk assessments into existing council planning and programming, recognising that significant co-benefits can be derived from integrating emergency risk management into existing work programs.
11. Capture and communicate the local government contribution to disaster risk reduction, focusing more on the storytelling rather than economic quantification.

Readiness to respond

12. Support each council to develop the appropriate suite of emergency operational documentation, tailored to their risk profile, local context and audiences, while at the same time achieving a minimum performance on agreed standards.
13. Operational arrangements need to be scalable, use consistent language wherever possible, reflect the i-Responda operating platform and enable integration of their council with the Local Government Functional Support Group.
14. Support councils to understand the emerging hazard landscape by developing systems to capture data from all incidents, and to integrate information about future scenarios/contexts from other parts of the organisation.
15. Enable stronger emergency management partnerships between councils and organisations in their area by including external stakeholder engagement as part of their operational planning.

Recovery

16. Support councils to plan for recovery, both as part of their overall emergency management plan/strategy and also with more targeted recovery arrangements.
17. Planning for recovery needs to provide role clarity, link with state recovery arrangements and the Local Government Functional Support Group, explain how council will work with its community and local stakeholders, be informed by national recovery principles, enable the necessary flexibility and pragmatism, and address likely impacts of recovery on regular council services.
18. Given the limited experience of council recovery planning, seek opportunities to showcase good practice in this area.

Support from Council Ready

19. Within the broad remits of emergency management planning, develop a menu that outlines the suite of elements for which the Council Ready program can offer tailored assistance to councils.
20. Given the diverse needs of different councils, recruit a team of project officers with broad and complementary skills and experiences, and make the broad pool of resources available to all councils.
21. In recruitment of project officers, seek to balance soft skills including the ability to understand the council and community context with technical competencies.
22. Ensure that the human resources being made available to councils are equipped with the necessary tools, guidelines and other resources that will support councils to sustain action beyond the program.

These recommendations will be carried forward to the Council Ready Stage 2 Implementation Plan as a means to ensure the findings from the health checks meaningfully guide future program activities.

LGA Council Ready Program Stage 2 Implementation Plan

April 2019 - June 2021

**Endorsed by Council Ready
Governance Group and NDRP
State Assessment Panel**

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Council Ready is being overseen by a Governance Group with representatives from City of Charles Sturt, City of Playford, Mid Murray Council, Wattle Range Council, SA Fire and Emergency Services Commission, State Recovery Office, SA State Emergency Service, PIRSA - Rural Solutions SA, Local Government Mutual Liability Scheme and the Local Government Association. Governance Group members are thanked for their time and expertise shared for the benefit of this program.

563 staff members from 68 councils participated in workshops and surveys that have informed this report. Councils are thanked for this significant contribution to this stage of the program.

Disclaimer

The information contained in this report is provided by the Local Government Association of SA voluntarily as a public service. This report has been prepared in good faith and is derived from sources believed to be reliable and accurate at the time of publication. Nevertheless, the reliability and accuracy of the information cannot be guaranteed and the Local Government Association of SA expressly disclaims liability for any act or omission done or not done in reliance on the information and for any consequences, whether direct or indirect, arising from such act or omission. Information in this report is intended to be a guide only and readers should obtain their own independent advice and make their own necessary inquiries.

Views and findings associated with this initiative are expressed independently and do not necessarily represent the views of the funding bodies.

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1. Introduction

1.1 Why Council Ready?

Emergency management is concerned with preventing, preparing for, responding to, and recovering from events that may endanger life, property or the environment. There is increasing acknowledgement of the crucial roles of Local Government in emergency management, and the *Council Ready* program has been initiated to provide a coordinated, sector-wide approach to supporting councils with emergency management planning.

Emergency management is everyday business

Across South Australia, councils play important and diverse roles in emergency management, mainly because of their strong relationships with communities, knowledge of local hazard and risk, ability to mobilise local resources, and experience in mitigating, responding to and recovering from emergencies.

Emergency management is typically defined in terms of prevention, preparedness, response and recovery (PPRR), and councils make significant contributions to all four phases.

The everyday business of councils makes significant contributions to the prevention of and preparedness for emergency events. Examples include councils' work in organisational risk management, asset management, public/environmental health, land use planning, development assessment, civil/structural engineering, community development and climate change adaptation.

During the response and recovery phases, councils support State Government Emergency Services, sustain council operations and assist local communities.

Councils often have a lead role in recovery, and play particularly important leadership, liaison and community development roles in the days, months and years after a major emergency.

An evolving role

In recent years, councils have participated in a range of specific emergency management activities, including the i-Responda operational platform, the Local Government Functional Support Group (LGFSG), and Zone Emergency Management Committees. Councils have also contributed to the development of support tools and resources, such as the templates for Council Emergency Management Plans and Operations Manuals, and the Disaster Recovery Guide for Councils. In 2016 changes to the Emergency Management Act and the State Emergency Management Plan (SEMP) articulated the evolving roles of Local Government and established the LGFSG.

Opportunities for change

The approach taken by councils to emergency management varies considerably. Council emergency management plans are not generally consistent, align to varying degrees to the SEMP structure, and do not always address the wide ranging roles that councils play across PPRR.

This reflects the lack of clarity around roles/responsibilities, the wide range of emergency management plans, projects and activities that the local government sector is being asked to engage with, and the pressure many councils face to address emergency management alongside the plethora of other legislated responsibilities.

It is this context that has prompted the inception of Council Ready as an opportunity to build the emergency management capacity of all South Australian councils as a means to strengthen disaster resilience in South Australian communities.

1.2 What has been done in Stage 1?

Council Ready comprises of two stages.

Stage 1 designed and delivered an emergency management health check with South Australia's 68 councils with aims to:

- Identify individual council strengths and gaps with respect to emergency management planning (prevention, preparedness, response and recovery); and
- Consider the best ways for the LGA to support councils with emergency management planning.

It is intended that in Stage 2, the program will provide practical assistance to councils based upon the outcomes from Stage 1, through a group of project officers.

In Stage 1, a health check methodology was developed comprising cross-departmental workshops with each council, surveys and document review to explore the topics of:

- Organisational culture around emergency management;
- Disaster risk reduction (mitigation);
- Readiness to respond;
- Recovery; and
- Support required from Council Ready.

All 68 councils participated in the process. A total of 563 council staff members were involved in health check workshops and meetings and 292 survey responses were received.



Emergency management health check with Adelaide Plains Council, Clare and Gilbert Valleys Council and Light Regional Council, 13 August 2018.

The outcomes of Stage 1 are documented in a separate document, *Emergency Management Health Checks with SA Councils: Summary Report February 2019*, which concludes with the following recommendations for Stage 2 of Council Ready:

Organisational culture around emergency management

1. Seek to understand the community, strategic, legislative, risk-based, financial, reputational and political drivers that will impact upon each council's interest in emergency management, and frame engagement with that council accordingly.
2. Emergency management planning needs to be locally relevant to councils, which starts with understanding the local emergency risk profile, possible futures extending from these risks, the broad range of potential disruptions beyond 'traditional' emergencies and the community context within which all of these exist.
3. Sustain interest and activity through embedding emergency management into business-as-usual activities. This can occur through creating clear strategic links, a strong value proposition and adopting strengths based approaches that seek to build upon what is already working well at that council.
4. Communications and storytelling are an important enabler of action, as people connect with positive narratives about what is or could be done. Communications needs to be targeted and tailored to different audiences who have differing interests and motivations.
5. Councils are at different places, and should be encouraged to buddy up with other councils who are experiencing similar challenges. Councils with a strong emergency management culture should also be encouraged to support those who need additional support.

Disaster risk reduction

6. Work with councils to develop emergency management plans/strategies that are holistic and address disaster risk reduction, as well as operational arrangements.
7. Use scalable tools and processes to facilitate locally relevant emergency risk assessments with councils to ensure their emergency management strategy and associated investment is appropriately focussed.
8. Ensure there is clear context setting for council emergency risk assessment that articulates strategic objectives, council and community values, and possible futures/scenarios.
9. Use emergency management planning as a means to test and define council and community tolerance to risk, so there is clarity about which emergency risks need to be mitigated versus which risks can be lived with.
10. Support councils to embed actions arising from emergency risk assessments into existing council planning and programming, recognising that significant co-benefits can be derived from integrating emergency risk management into existing work programs.
11. Capture and communicate the local government contribution to disaster risk reduction, focusing more on the storytelling rather than economic quantification.

Readiness to respond

12. Support each council to develop the appropriate suite of emergency operational documentation, tailored to their risk profile, local context and audiences, while at the same time achieving a minimum performance on agreed standards.
13. Operational arrangements need to be scalable, use consistent language wherever possible, reflect the i-Responda operating platform and enable integration of their council with the Local Government Functional Support Group.
14. Support councils to understand the emerging hazard landscape by developing systems to capture data from all incidents, and to integrate information about future scenarios/contexts from other parts of the organisation.
15. Enable stronger emergency management partnerships between councils and organisations in their area by including external stakeholder engagement as part of their operational planning.

Recovery

16. Support councils to plan for recovery, both as part of their overall emergency management plan/strategy and also with more targeted recovery arrangements.
17. Planning for recovery needs to provide role clarity, link with state recovery arrangements and the Local Government Functional Support Group, explain how council will work with its community and local stakeholders, be informed by national recovery principles, enable the necessary flexibility and pragmatism, and address likely impacts of recovery on regular council services.
18. Given the limited experience of council recovery planning, seek opportunities to showcase good practice in this area.

Support from Council Ready

19. Within the broad remits of emergency management planning, develop a menu that outlines the suite of elements for which the Council Ready program can offer tailored assistance to councils.
20. Given the diverse needs of different councils, recruit a team of project officers with broad and complementary skills and experiences, and make the broad pool of resources available to all councils.
21. In recruitment of project officers, seek to balance soft skills including the ability to understand the council and community context with technical competencies.
22. Ensure that the human resources being made available to councils are equipped with the necessary tools, guidelines and other resources that will support councils to sustain action beyond the program.

1.3 Purpose of this Implementation Plan

The purpose of this Implementation Plan is to build upon the recommendations from Stage 1 by outlining the preferred way forward for Stage 2 of Council Ready. This Implementation Plan includes:

- Aims and outcomes sought by Stage 2 of Council Ready.
- Program logic diagram that explains how the program intends to deliver the desired outcomes.
- Program approach that describes how the program will be delivered.
- Resourcing requirements.
- Communications.
- Program governance.
- Proposed approach to monitoring and evaluation.
- Deliverables and timeframes.

The target audience of this Implementation Plan are the Council Ready Governance Group, the program funders, the Council Ready program staff and any other stakeholder with an interest in why and how Stage Two of the Council Ready program will be delivered.



Emergency management health check with the City of Playford, 11 October 2018.

2. Aims and Outcomes

These aims and outcomes are unchanged from the Council Ready Stage 1 Program Plan.

2.1 Aims

The Council Ready program aims are to:

1. Support councils with emergency management planning.
2. Clarify the roles and responsibilities of local government in emergency management across prevention, preparedness, response and recovery.
3. Facilitate strategic whole-of-council approaches that embed emergency management into regular activities across departments.
4. Enable consistent approaches to emergency management, including in the hierarchy of plans and use of consistent terminology across the local government sector.
5. Support councils to increase community awareness of risk and build community resilience.

2.2 Outcomes

The outcomes sought by the Council Ready program are:

- Integration of a consistent approach to emergency management across the local government sector.
- Recognition of the contributions that councils make to prevention, preparedness, response and recovery.
- Greater awareness of local governments role and responsibilities in emergency management.
- A consistent approach taken to emergency management planning, which is structurally aligned to the SEMP.
- Improved emergency management capability amongst council staff.
- Use of consistent terminology when engaging with other councils, emergency management agencies, and their own communities.
- Emergency management planning and risk assessments embedded into routine council processes and practices.
- Integration with the LG Functional Support Group.
- Increased ability for councils to engage with their communities about emergency management, contributing to community resilience.

3. Program Logic

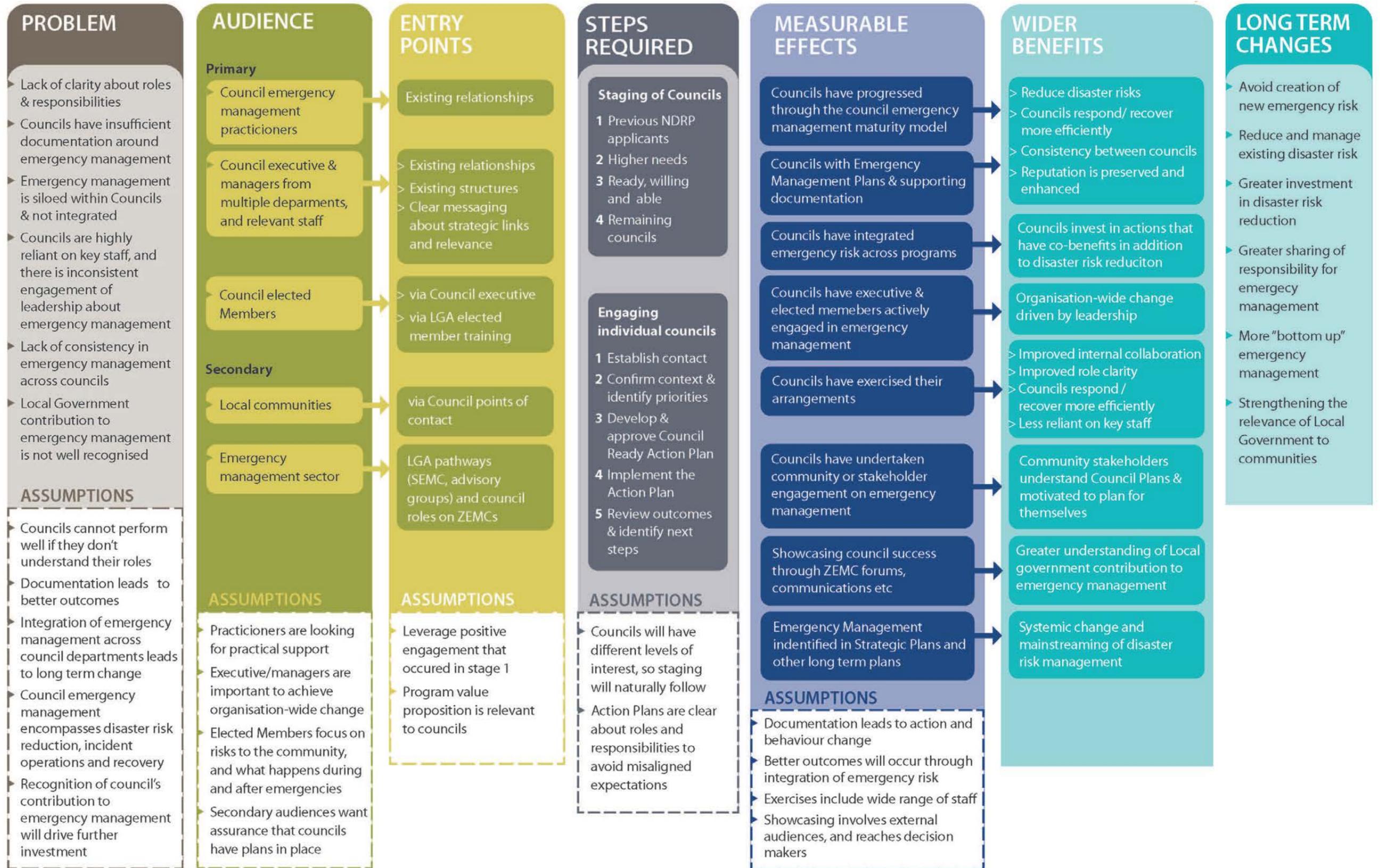
To help articulate the connection between the aims and outcomes of the Council Ready program, the recommendations from Stage 1 and the likely program activities, a program logic has been developed.

The Council Ready Program Logic (see Figure 3.1) outlines how and why the desired change in council emergency management planning is expected to happen. This occurs through establishing clear linkages between a problem statement, audiences, entry points for working with these audiences, steps required, measurable effects, wider benefits and long term changes.



Emergency management health check with Mid Murray Council, 1 November 2018.

Figure 3.1. Program logic for the Council Ready program



4. Program Approach

The Program Approach provides further detail about how the program will be delivered. It expands upon the Program Logic with specific reference to:

- Guiding principles
- Staging the engagement of councils
- Working with councils
- Exclusions

4.1 Guiding principles

The following principles will guide the work of Council Ready:

Grow strengths	Council Ready will build upon planning processes, resources and capabilities that already exist in councils.
Tailor assistance	Council Ready will provide assistance to councils that is tailored to their strengths, circumstance, priorities and emergency risk profile.
Build capacity to plan	Council Ready will build organisational capacity in emergency management planning and enable councils to learn through the planning process, so that expertise in emergency management planning – and associated implementation - lives beyond the program.
Customer service	Council Ready will provide strong customer service to council, and encourage councils to replicate the same with their stakeholders.
Shared leadership	Council Ready will enable councils to share leadership for emergency management across the organisation, and across the local government sector.
Encourage collaboration	Council Ready will encourage collaboration, buddying, and where appropriate, mentoring between councils.
Avoid duplication	Council Ready will avoid duplication by sharing best practice, leveraging existing initiatives and resources, and providing relevant tools and resources.
Advancement over attainment	Council Ready will support each council to take the next logical steps to advance their emergency management maturity.

4.2 Staging the engagement of councils

A key finding from Stage 1 was that councils are at different points of maturity in emergency management. Councils vary considerably in terms of their documentation, awareness of roles and responsibilities, and staff capability in both planning and operations.

There is similarly variation in the level of interest and priority placed on emergency management. This was evident in the engagement process for the health check workshop in that some councils were eager to facilitate the health check, while for others it was not a high priority.

The health checks also identified variation in the drivers for councils to engage in emergency management. Some councils identified that the driver for their current focus on emergency management was recent experience, while for other, it was community expectation, strategic planning, reputational, legislation, risk management and/or political drivers.

These core differences are important when considering the best way to stage the engagement of councils in the program. Council Ready will seek to engage all 68 councils over the life of the program in a staged manner, as follows:

1. Previous NDRP applicants

Council Ready was initiated, in part, in response to NDRP applications from a number of councils who were looking for assistance with emergency management planning. Given that these councils have expressed need for assistance, these councils will be contacted first and given the opportunity to work with project officers at their earliest convenience.

2. Higher needs councils who are ready, willing and able to work with the program

The health check process identified that there are a number of councils who have a higher need for assistance with emergency management planning because of:

- Lack of critical operational documentation
- High emergency risk exposure
- Recent staff turnover and/or lack of corporate knowledge about emergency management
- Low levels of community resilience
- Disconnect between council's strategic/operational plans, and organisational risk management.

Council Ready will actively engage these higher needs councils, and will provide them the opportunity to work with project officers at their earliest convenience.

3. Councils who are ready willing and able to work with the program

After seeking to work with higher needs councils, the program will then prioritise councils who may not have higher needs, but are ready, willing and able to take action to advance their emergency management planning.

4. Remaining councils

The final priority will be councils who have not yet actively engaged in the program.

It should be noted that while this staging plan will enable the efficient use of project resources, communication with all councils will occur throughout the program. More details about project communications is provided in Section 6.

4.3 Working with councils

Engaging individual councils

Consistent with the project aims and outcomes, program logic and guiding principles, councils will be supported to self-identify the areas where the program can provide them the most useful forms of assistance.

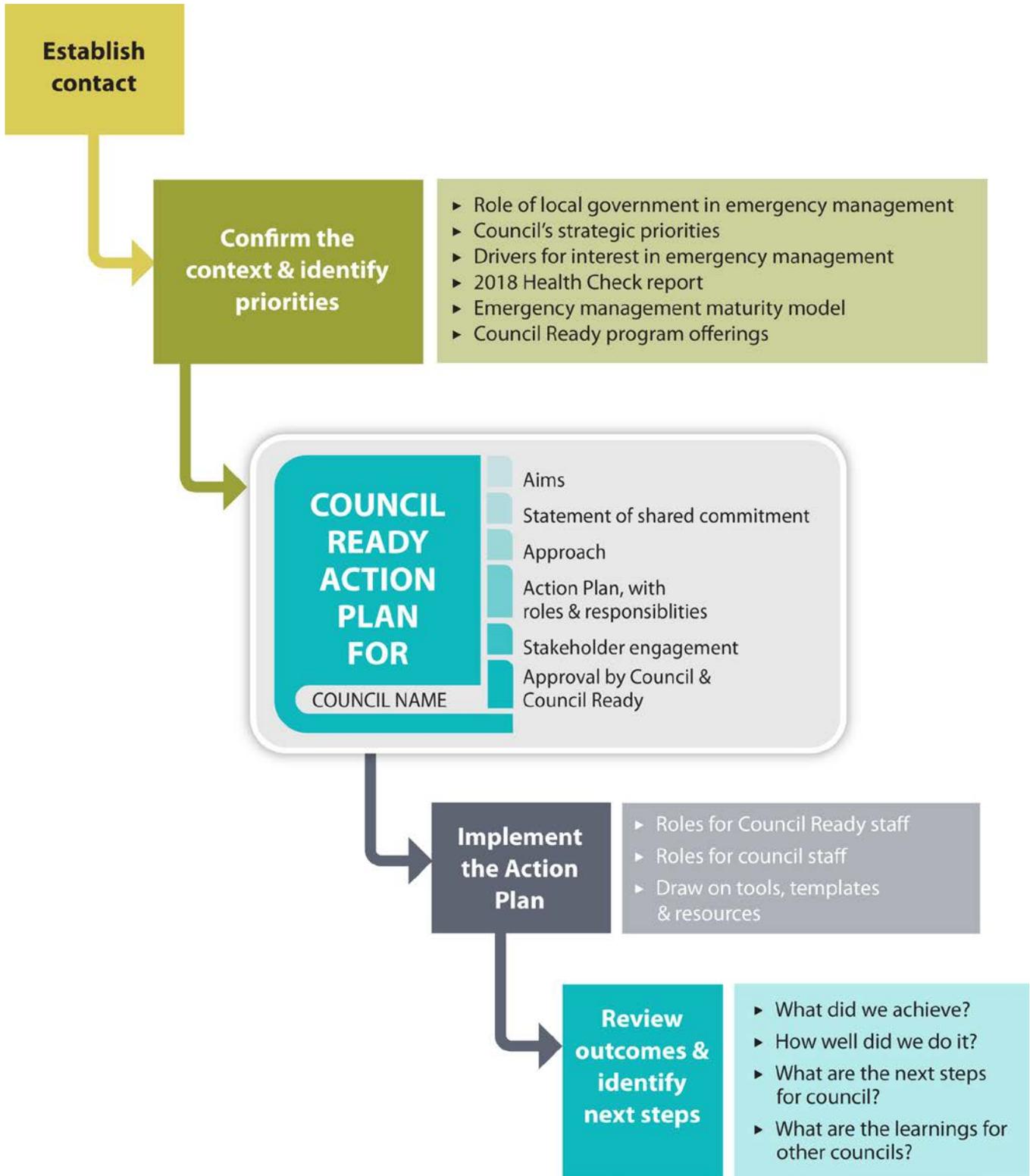
To enable this, the project officers will work with council staff to develop a 'Council Ready Action Plan' which will be an agreement between Council Ready program and that particular council. The Council Ready Action Plan will articulate the priorities for strengthening emergency management planning with the council, actions required, and the roles of both the council and the Council Ready program in delivering upon these actions.

When discussing their Council Ready Action Plan, councils will be encouraged to reflect upon:

- Roles and responsibilities of local government in emergency management
- Internal priorities and strategic agenda
- Likely drivers of their council's interest in emergency management
- Organisational risk profile and risk action plan as it relates to emergency management
- 2018 Emergency management health check report for their council
- Council emergency management maturity model (as described below)
- Council Ready Program Offerings (as described below).

Figure 4.1 is provided as an example of how Council Ready project officers will work with a council. The process will be tailored to council needs as required. It is envisaged that the timeframes spent at each stage will vary depending on the council's need, other priorities and the agreed scope of works.

Figure 4.1: The process for working with an individual council



Emergency management maturity model

The Council emergency management maturity model (maturity model) was developed as part of the analysis of the emergency management health check data. The maturity model aims to guide continuous improvement in emergency management by helping councils to understand where they currently sit and what the logical next steps for them could be.

The maturity model integrates the factors that contribute to emergency management maturity, such as documentation, training and capabilities, review processes, stakeholder engagement and resourcing. It should be noted that the maturity model is not intended to be used for external benchmarking or audit, but to assist self-assessment.

The maturity model is also important in helping councils understand the scope of council emergency management and assist them to prioritise their emergency management foci. For example, a council that is just getting started with emergency management may use the maturity model to confirm that they should first document their operational arrangements before considering recovery plans, detailed risk assessments or community resilience activities.

The Council Ready program will seek to support all councils to advance their emergency management planning using this model as a guide. It will be a particularly important tool to draw upon when developing Council Ready Action Plan.

A copy of the model is provided in Appendix A.

Council Ready Program Offerings

The assistance that the program provides councils will fall within the remits of the following list of offerings. It should be noted that the program will not necessarily work in all these areas with every council, but instead use these offerings to help councils identify their priorities.

Offering	Examples of the assistance provided by Council Ready	Benefits to the council
Council emergency management plan, framework or strategy	<ul style="list-style-type: none"> Scoping the process to develop the document Establishing strategic linkages Establishing legislative and policy context Facilitation and integration of emergency risk assessment Engagement with internal and external stakeholders Integration of better practice measures Tailoring of template to council context Documentation and communication 	<ul style="list-style-type: none"> Clarity about council's overall approach Clarity about roles and responsibilities Enables a strategic and organisation-wide approach to emergency management Enables greater consistency in approaches between councils
Operational arrangements	<ul style="list-style-type: none"> Scoping the process to develop the operational arrangements Establishing the appropriate suite of documentation Clarify linkages with BAU and crisis management arrangements Engagement with internal and external stakeholders Integration of better practice measures into the arrangements Tailoring of template to council context Documentation and communication 	<ul style="list-style-type: none"> Documentation of current practices into operational arrangements Ability to leverage best practice, template and tools to develop locally relevant arrangements Involvement of a wider group of council staff, reducing reliance on key staff Enables greater consistency in approaches between councils
Emergency risk assessments	<ul style="list-style-type: none"> Scoping the process for preparing the emergency risk assessment Establishing local context to frame the risk assessment Risk assessment workshop facilitation Analysis and documentation Integration of action plans across council program areas 	<ul style="list-style-type: none"> Ensures council's risk reduction activities are focussed on the right areas Informs overall emergency management strategy Enables ownership of emergency risks across the organisation
Exercising	<ul style="list-style-type: none"> Scoping the purpose of the exercise, and its intended linkage with emergency management planning 	<ul style="list-style-type: none"> Testing of council's operational arrangements

Offering	Examples of the assistance provided by Council Ready	Benefits to the council
	Planning and facilitation of exercises Integration of outcomes into emergency management planning Integration of better practice measures Documentation and communication	Involvement of a wide group of staff, leading to greater understanding of roles and responsibilities Improved documentation as a result of user testing
Recovery arrangements	Scoping to process to develop recovery arrangements Establish linkages with overall emergency management strategy/plan/framework, and operational arrangements Establishing legislative and policy context Engagement with internal and external stakeholders Integration of better practice measures Tailoring of template to council context Documentation and communication	Clarity of council's role in recovery Assurance that council can manage recovery and continue to deliver core services
Community resilience planning	Scoping the process to develop a community resilience Engagement with internal and external stakeholders Planning of engagement activities, including development of collateral Integration of better practice measures Documentation and communication	Clarity of council's role in community resilience Greater sharing of responsibility for emergency management with community stakeholders

A summary brochure will be developed that outlines in more detail the assistance that the program can provide in each of these areas, as well as general support in emergency management (for example, engagement about roles and responsibilities).

Other offerings

In addition to these offerings, the Council Ready program will undertake the following activities to ensure effective coordination across the local government sector:

- Advocate for local government through state emergency management structures.
- Participation in Zone Emergency Management Committees.
- A program of communications to showcase good practice, and learnings from councils' participation in the program.
- Actively connecting individuals within councils who are undertaking similar work and/or dealing with similar challenges.

Achieving better practice

A challenge for the program will be balancing the need for tailored, locally relevant solutions with the goals of achieving greater consistency with emergency management planning. In addition, while South Australian emergency management legislation does not prescribe requirements for council emergency management plans or arrangements, it is important that the Council Ready program supports councils to achieve ‘better practice’.

Through Stage 1 of the Council Ready program, and the LGA’s ongoing work in emergency management, the following have been identified as better practice measures for the key offerings that Council Ready will focus upon:

Topics	Better practice measures
Emergency management plan, strategy or framework	Statement of council's intent Legislative context Description of state emergency management arrangements Addresses prevention, preparedness, response, recovery Informed by an emergency risk assessment
Operational arrangements	Enabling policy Reinforces the i-Responda operating platform Integration with LGFSG Incident management structures Scalable roles and tasks Resources Communications
Emergency risk assessments	NERAG or other ISO3100 risk assessment methodology Draws upon the LGA(SA) Emergency Risk Assessment Guide for Councils Informed by Zone emergency risk assessments, experiences of emergencies and integrated with other council risk management processes Action Plan to guide integration of outcomes
Exercising	AIDR Managing Exercises Handbook
Recovery arrangements	National principles for disaster recovery Integration with LGFSG Draws upon LGA(SA) Disaster Recovery Guide for Councils and AIDR Community Recovery Handbook
Community resilience planning	National Strategy for Disaster Resilience: Community Engagement Framework AIDR Community Engagement Framework Handbook Linkage with State Disaster Resilience Strategy

The support resources outlined in Section 5.2, along with the existing library of emergency management resources for councils, are important tools that will help councils to achieve better practice outcomes with their emergency management planning.

4.4 Sustaining action beyond the program's life

Council Ready is a time bound program. The resources available to support councils are finite and time bound, which is why the program is adopting a clear capacity development approach.

Ongoing action will be sustained by the program succeeding to:

1. Build emergency management planning capacity in councils so that staff can continue to maintain and develop emergency management documentation, capability and resources.
2. Support councils to integrate emergency management into routine council planning structures, including strategic plans, risk registers and related plans such as climate change adaptation, public health, asset management and community wellbeing.
3. Encourage collaboration and buddying between councils, enabling councils to continue to work together and learn from each other.
4. Better integrate councils with local, regional and state based emergency management structures, such as ZEMCs and Local Government Functional Support Group.
5. Strengthen relationships between councils and their residents, community groups, business and other local stakeholders, enabling greater sharing of responsibility for local emergency management.
6. Adopt any recommendations arising from the Council Ready monitoring and evaluation reports (see Section 8).

4.5 Exclusions

The following items are excluded from the scope of the Council Ready program:

Community engagement and community led emergency management

Community engagement is essential to effective emergency management, including effective emergency management planning. This program will support councils with advice, tools and guidance with respect to involving their communities in emergency management planning, increasing community awareness of risk and building community resilience.

However, the delivery of community engagement activities, facilitating community emergency management and on-the-ground resilience building activities is outside of this program's scope.

Staff training

Stage 1 has identified training needs of councils in relation to emergency management. This information is informing the Local Government Emergency Management Development Program.

The Council Ready program will deliver training and capability development as part of the activities associated with each of the offerings. However, the delivery of routine emergency management training (e.g. i-Responda, operational training, incident management training) sits outside of the program's scope.

5. Resourcing

5.1 Project team

Program resourcing allows for 6.0FTE project officers for the period May 2019 and April 2021, in addition to the Program Manager. Across the 68 councils and factoring in project management and other related activities, this equates to an allocation of between 20 and 40 days of direct support to each council. The actual time spent with each council will depend upon need, complexity, size of council and other factors, and will be reflected in each council's Council Ready Action Plan.

Recommendations 20 and 21 of the *Emergency Management Health Checks with SA Councils: Summary Report* were:

Given the diverse needs of different councils, recruit a team of project officers with broad and complementary skills and experiences, and make the broad pool of resources available to all councils.

In recruitment, seek to balance soft skills including the ability to understand the council and community context with technical competencies.

In response, Council Ready will recruit a mobile, skills based team to support councils with their emergency management planning.

The project officers will be mobile in the sense that they will be made available to support all councils and not fixed to a particular region or area. The team will be skills based in the sense the program will seek to ensure the requisite skills, knowledge and expertise exists across the team, recognising that no individual project officer could be expected to have all the skills required to meet all of the council's emergency management planning needs.

This means that any individual council will have access to several project officers, with different skillsets who can assist them with different aspects of emergency management planning.

Notwithstanding this, each council will be assigned one project officer as the primary contact for purposes of project management and relationship continuity. This person will not necessarily deliver all of the support, but will be the communication conduit between Council Ready program and the council.

The project team will be recruited on the basis of core skills, such as stakeholder engagement, policy and planning and project management, as well as expertise in one or more aspects of emergency management planning, for example, risk assessment, strategy, operational arrangements or community resilience. The recruitment will look to ensure that expertise in all aspects of emergency management planning exists across the team, but not necessarily in every staff member.

5.2 Support resources

Recommendations 22 of the *Emergency Management Health Checks with SA Councils: Summary Report* was:

Ensure that the human resources being made available to councils are equipped with the necessary tools, guidelines and other resources that will support councils to sustain action beyond the program.

The following support resources will be reviewed or developed before the commencement of the project officers:

Support resource	Rationale
Update of Local Government Emergency Management Framework	<p>Councils have frequently requested greater clarity about the role of local government in emergency management.</p> <p>The Local Government Emergency Management Framework was developed in 2017. Feedback from councils has indicated the framework does not provide the necessarily clarity.</p> <p>The Framework will be updated based upon the information summarised in the <i>Emergency Management Health Checks with SA Councils: Summary Report</i>. A working group will be established to oversee this update, and councils invited to comment upon updated draft before it is finalised.</p>
Model council emergency management planning process	<p>The emergency management planning process for councils is undefined. Historically, councils have undertaken planning based on internal needs and organisational perspectives of what constitutes emergency management planning. The LGA SA have developed a number of tools for emergency risk assessment and templates to support emergency management planning but have not put them together in a cohesive manner to effectively guide councils in their use.</p> <p>In response, it is proposed that the program develop a model council emergency management planning process to frame the planning process within which the various planning tools, and output documents would sit.</p>
Model emergency management document hierarchy for councils	<p>Councils have frequently requested guidance about the scope, purpose and interrelationship between key emergency management documents.</p> <p>Whilst each council will develop its own document hierarchy to reflect their internal structures, it is proposed that the program develop a model hierarchy to provide councils with a starting point that can be adapted as required.</p>
Emergency Management Knowledge Hub	<p>The Emergency Management Knowledge Hub currently exists as part of the members-only section of the LGA website.</p> <p>The Knowledge Hub contains valuable reference materials, guidelines, tools, templates and case studies.</p> <p>It is proposed that the content on the Knowledge Hub be reviewed to ensure the content is contemporary and relevant to councils.</p>

Support resource	Rationale
Review of template Emergency Management Plan, Operations Manuals and Recovery Plan	<p>The template council Emergency Management Plan and Operations Manuals were developed in 2017 in consultation with key councils.</p> <p>Since their release, a number of councils have started to use the templates as part of their emergency management planning. Anecdotal feedback has been that the templates are helpful but could be improved.</p> <p>It is proposed that a short survey be sent to councils who have used the templates. This feedback will form the basis of a review and update of the templates as required.</p>
Elected Member guide on emergency management	<p>An Elected Member guide on emergency management is being prepared.</p> <p>The finalisation of this guide in time for the elected member training on emergency management is important to ensure elected members have a clear understanding of the roles of local government in emergency management, along with their particular function.</p>
Emergency management successes publication	<p>Positive stories that showcase best practice in council emergency management was regularly identified as a powerful enabler of action.</p> <p>Many great examples were shared anecdotally through the Stage One health check process. It is proposed that these examples be captured and communicated into a short publication of successes for showcasing with councils.</p>

6. Communication

Effective communication will be critical to achieving the program aims and outcomes. Communications will be important for a range of reasons, including generating interest and momentum with councils, maintaining stakeholders' awareness of what the program is doing and showcasing successes and learnings. Establishing effective communication pathways will also be important to ensuring program activities are well integrated with existing and emerging programs and policy across the local government and emergency management sectors.

There are a wide range of stakeholders who have an interest in this program, and communications will need to address their different communication needs. Stakeholders within councils include:

- Council staff who have responsibility for emergency management
- Council staff whose area of responsibility touches on emergency management
- Executive
- Elected Members

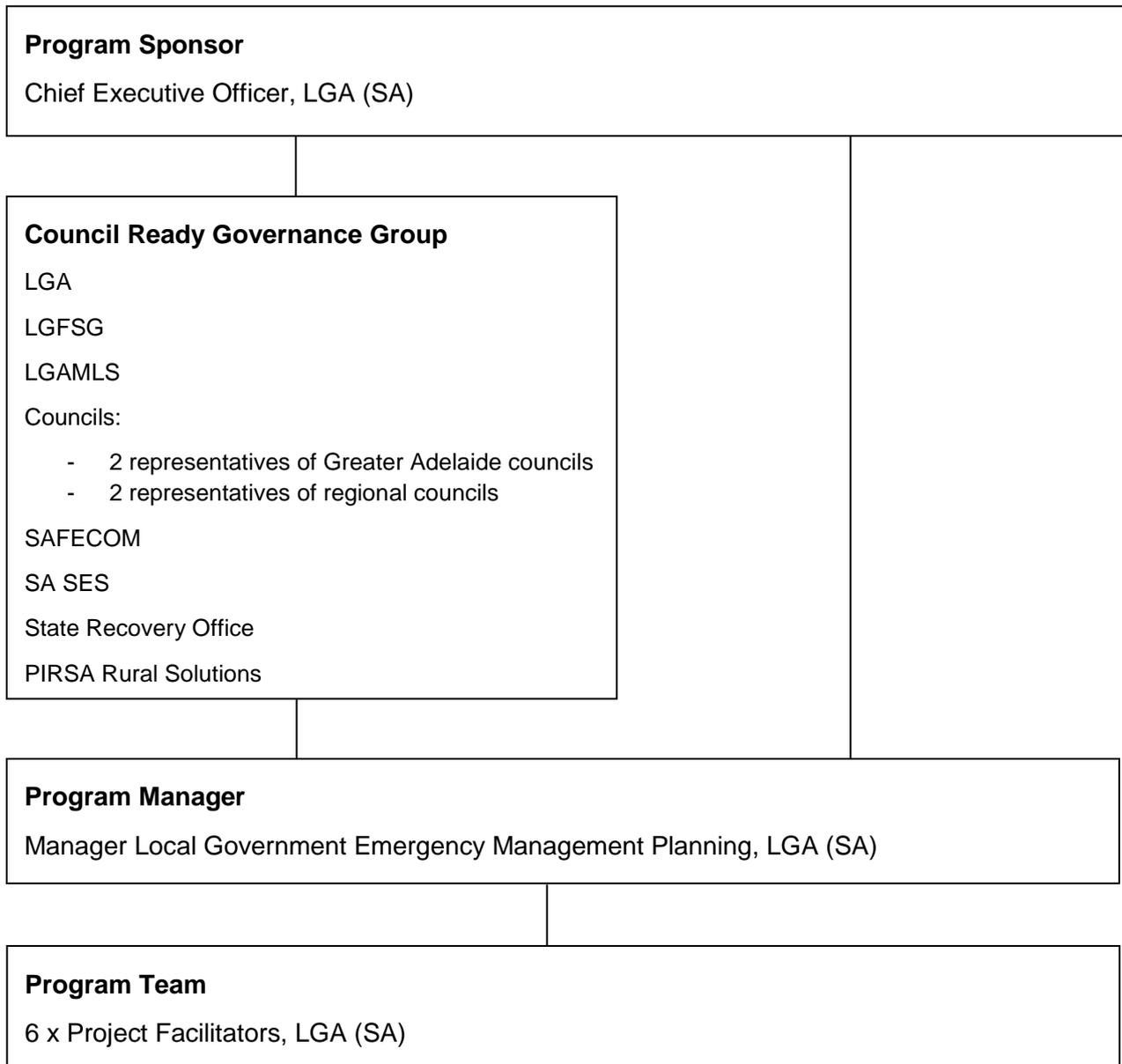
Broader stakeholders include:

- NDRP and LGA MLS as funders
- Council Ready Governance Group
- LGA Board and Secretariat
- LGFSG
- LGA schemes, including Regional Risk Coordinators
- Regional LGAs
- State Emergency Management Committee and advisory groups
- Zone Emergency Management Committees
- Bushfire Management Committees
- Agencies and organisations involved in emergency management
- Communities that councils represent and serve

A separate Program Communications Plan that details communication goals, as well as communications methods and key messages for each stakeholder group, will be developed at the commencement of Stage 2.

7. Program governance

Figure 7.1 summarises the governance arrangements for Council Ready.



Council Ready is overseen by a Governance Group that was formed in April 2018. Under the Terms of Reference, the group’s purpose is to provide governance and strategic leadership to the program. The group is responsible to the program sponsor, the CEO of LGA (SA).

The Executive Officer of the Governance Group is the Program Manager, the LGA’s Manager Local Government Emergency Management Planning. The Program Manager has responsibility for day to day management of the program and delivery of program outcomes. The Program Manager is supported by a team of project facilitators who will be responsible for delivery of day to day program activities, and maintaining working relationships with councils and other stakeholders.

8. Monitoring and Evaluation

A program of monitoring will be important to track progress towards achieving this Implementation Plan, measure the effectiveness of the work being completed and modify program approaches as required. Evaluation of outcomes at the conclusion of Council Ready will be important to assess the extent to which the program achieved the aims and outcomes, and to understand what further work may be required.

Given the financial investment by the program funders, and significant in-kind investment being made by councils, it is proposed that a formal monitoring and evaluation framework be established at the commencement of stage 2.

The monitoring and evaluation framework will be informed by this Project Implementation Plan, especially the aims, outcomes, program logic and guiding principles. The monitoring and evaluation framework will outline the most appropriate way to measure progress towards both outputs, process and overall outcomes, considering:

- how much did we do?
- how well did we do it?
- is anybody better off?

It is proposed that there will be two monitoring reports prepared over the duration of the program, and a final evaluation at the conclusion of Stage 2.

9. Deliverables

The following deliverables are proposed as a means of ensuring the program achieves this Implementation Plan:

Deliverable	Timeframe
Council Ready Governance Group re-established Appointment of project officers Program Communications Plan approved by Governance Group	May 2019
Council Ready Action Plans approved for 15 councils Monitoring and evaluation framework approved by Governance Group	August 2019
Council Ready Action Plans approved for 30 councils Implementation of 10 Council Ready Action Plans to an agreed level Delivery of Monitoring Report 1	December 2019
Council Ready Action Plans approved for 50 councils Implementation of 30 Council Ready Action Plans to an agreed level	April 2020
Council Ready Action Plans approved for all 68 councils Implementation of 40 Council Ready Action Plans to an agreed level Delivery of Monitoring Report 2	August 2020
Engagement of councils in accordance with Council Ready Action Plans Implementation of 50 Council Ready Action Plans to an agreed level	December 2020
Implementation of 68 Council Ready Action Plans to an agreed level Delivery of Final Evaluation Report Final report and acquittal	June 2021

10. Risk management

Project risk	Risk treatment	Adequacy of control
Difficulty in engaging councils due to lack of time or interest	<p>Consultative methodology which includes considerable scope for councils to set the agenda for how the LGA supports them in EM planning.</p> <p>Regular communications and frequent face-to-face contact with councils.</p>	M
Confusion regarding the project given the myriad of emergency management activities currently taking place	<p>Clear communications about this program, and its relationship with other emergency management projects, activities and arrangements. This includes simple diagrams.</p> <p>Develop distinctive program brand and communications messages.</p>	H
Perception that the project will not deliver on outcomes or is all talk	<p>Clear project governance structures which include well defined reporting relationships and oversight by an experienced advisory group.</p> <p>Ensuring program engagements are highly practical and meeting the needs of individual councils.</p>	H
Loss of project staff	<p>Clear project plans and individual staff work plans to enable handover in the event that staff discontinue with the program.</p> <p>A team of project officers ensures knowledge and expertise are shared, reducing reliance on any individual staff member.</p>	M
Budget overrun	Monthly financial reporting	H
Major emergency occurs during the life of the project	<p>Project staff will not be taken offline to fulfil LGFSG functions.</p> <p>Whilst emergency events may create temporary distractions, they may generate new/heightened interest in emergency management planning.</p>	H
Councils have unrealistic expectations about the level of assistance that the program can provide them	<p>Clear communications about roles and responsibilities.</p> <p>Documentation of Council Ready Action Plan for each council that clearly outlines what the project will do, and what councils will do.</p> <p>Strong focus on capacity development so that councils can continue the planning work beyond the life of the program.</p>	M

Appendix A – Council emergency management maturity model

DRAFT Council emergency management maturity model v2

	Descriptor	Planning process	Stakeholders	Documentation	Improvement	Capability	Resource commitment
LEADING	Emergency management is part of our cultural DNA and we are continually learning. We enable community emergency management.	Council provides leadership that enables community, business, other councils and broader stakeholders to play active roles in emergency management.	Community Businesses Other councils External organisations	Clear emergency management links in Council Strategic Plan, and other strategic documents	Assurance through independent review Community and stakeholder feedback Emergency management in annual reports Exercises with external stakeholders	Community capability development Emergency management integrated into organisational development	Staff and elected member time Staff time to support other councils Community, business and other stakeholders contribute time to emergency management planning
ADVANCING	We have a clear strategy to reduce disaster risks, respond effectively and provide leadership in recovery.	Council develops and maintains an Emergency Management Strategy or Framework in partnership with a range of internal and external stakeholders. This responds to council's strategic goals, is informed by an emergency risk assessment and integrates the range of council activities that contribute to emergency management.	Council Executive Staff from all departments Elected members External organisations Businesses Community	Emergency Management Strategy or Framework Emergency risk assessment and associated action plans Recovery plan/guide Community resilience plan	Assurance through peer review Review of strategy Reporting program encompassing all activities Program of exercises Monitoring of emerging risks	Relevant staff are trained in emergency risk assessment, recovery, community resilience, communicating in emergencies and community engagement for emergencies	Executive and staff from all departments set the strategy Staff resources allocated to support the development and maintenance of the strategy and associated documents Staff time and funding to implement risk reduction, preparedness and community resilience activities
MANAGING	We have an emergency management program that encompasses activities that reduce our disaster risks and prepare to respond and recovery when incidents occur.	Council develops and maintains an Emergency Management Plan based upon the PPRR approach in the LGA template. Beyond this, activities that contribute to disaster risk reduction are planned through routine processes that have implicit emergency management objectives.	Council Executive Staff from a number of departments Key external stakeholders	Emergency management plan Risk reduction activities through other plans (e.g. fire prevention, stormwater, public health, development, climate change)	Review of emergency management plan Annual exercise of the plan	Relevant staff are trained in emergency management planning	Preparation and maintenance of Emergency management plan forms part of a staff role. Risk reduction activities are delivered through regular programming
OPERATING	We are operationally ready to provide support when the community is impacted by an emergency.	Council develops and maintains operational arrangements drawing upon staff knowledge and resources, such as templates.	Staff from key departments LGFSG	Operational arrangements Enabling policy Identification of people, vehicle, plant and equipment to support incident operations.	Periodic review of operational arrangements LGFSG Annual Assurance Survey	Staff trained in i-Responda and incident management	Operational staff to support incident operations Staff time to prepare and maintain operational arrangements Maintenance of resources used in incident operations
Foundations		Connection to community Experienced, skilled and dedicated staff Local Government Act i-Responda operating platform Council knowledge and datasets 100% council membership to the LGA and Schemes Council strategic and operational plans State emergency management arrangements					



How councils contribute to emergency management

The everyday business of councils make an important contribution to disaster risk reduction, incident operations, and supporting communities in long term recovery. In this way, emergency management is part of what councils do, rather than something extra for councils to do.



Program governance and funding

Council Ready is overseen by a Governance Group that includes representation from the LGA, Local Government Mutual Liability Scheme, City of Charles Sturt, City of Playford, Copper Coast Council, Wattle Range Council and four State Government agencies.

This program is funded under the Natural Disaster Resilience Program by the South Australian State Government and Commonwealth Department of Home Affairs. There are no costs for councils to participate as the proponent co-contribution is covered by the LGA Mutual Liability Scheme.

Views and findings associated with this program are expressed independently and do not necessarily represent the views of the funding bodies.

More information

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Council Ready

Stage 2

Why Council Ready?

Council Ready is an opportunity to strengthen disaster resilience in SA communities by building the emergency management capacity of all councils. The Council Ready program aims to:

- Clarify the roles and responsibilities of local government in emergency management;
- Facilitate strategic whole-of-council approaches that embed emergency management into regular activities across departments;
- Enable consistent approaches to emergency management; and
- Support councils to increase community awareness of risk and build community resilience.

Here to help

Our project facilitators can assist councils with:

- Emergency management policy and plans;
- Emergency risk assessments;
- Operational arrangements;
- Exercises to test plans;
- Preparing for recovery; and
- Building community resilience.

Project facilitators will work with each council to develop an action plan tailored to their needs, priorities and risk profile.

Why get involved?

All 68 SA councils participated in stage one of Council Ready through Health Check workshops, surveys and document reviews. More than 550 council staff were involved.

During stage two, the program is providing tailored and practical assistance to councils with their emergency management planning. The program aims to build councils' emergency management capacity so that documentation, resources and capability is locally relevant and embedded across the council. Participation is voluntary and at no cost to council as Council Ready is fully funded by NDRP and the LGA Mutual Liability Scheme.

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About the Framework

The Local Government Emergency Management Framework provides strategic direction for emergency management for the local government sector.



About the Planning Guide

Criteria for council emergency management:
• Policy • Plan • Arrangements



Provides formal scope, direction and authority for the council to participate in emergency management.



Establishes council strategic objectives for emergency management. It describes the actions the council will take to reduce disaster risk, maintain incident operational capability and prepare for recovery.



Describes how council will organise and take practical action immediately before, during and immediately after an incident.

When councils participate in incident operations in support of the emergency services and control agencies they do so within the scope of the i-Responda operating platform and as members of the Local Government Functional Support Group.



Describes how council will provide leadership and support to its community in recovery.



Resources to support councils

Guides

- Emergency management planning guide for SA councils
- Local government incident operations guide
- Emergency risk management guide for SA councils
- Disaster recovery guide for SA councils
- Extreme heat guide for local government in South Australia
- Social media in emergencies guide
- Emergency management guide for elected members

Templates

- Council emergency management policy
- Council emergency management plan
- Council incident operations arrangements
- Council recovery arrangements
- Council emergency risk assessment template and risk register tool

These guides, templates and other support resources are available on the LGA's emergency management knowledge hub, available at; www.lga.sa.gov.au/emergencymanagement.

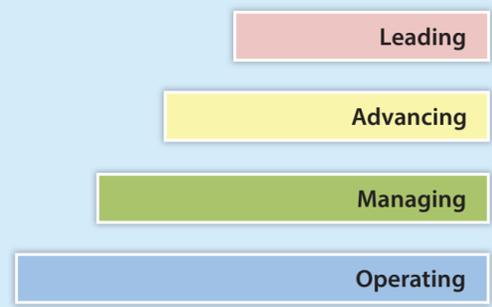


Maturity model

The council emergency management maturity model is a tool to help councils identify where they're at with emergency management and where they would like to be.

Councils can use the model to assist them prioritise their emergency management actions.

Emergency Management Maturity Model



Concise.

Council Ready Monitoring and Evaluation: Report 1

**Local Government Association
of South Australia**

December 2019

;

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Council Ready Monitoring and Evaluation Report 1

19 December 2019

Prepared by Concise and Dr Jane Ford

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Executive Summary

The Council Ready program aims to engage the entire South Australian local government sector in strengthening disaster resilience to reduce the impact of emergencies on communities.

The program seeks to provide unifying, best practice guidance and support to councils, while enabling a level of flexibility for each council to meet its own unique needs.

The program has produced a suite of documents and tools that seek to provide a holistic strategic framework for local government emergency management planning, as well as guidance and templates to support planning on the ground. Between 2019 and 2021 the program is working directly with councils to navigate and integrate these materials, and support capacity building and cultural change to embed emergency management into all aspects of councils' business.

Monitoring and evaluation of the program has been commissioned to assess Council Ready's effort and effectiveness against its aims, with the intent of supporting the program's continual improvement and ongoing implementation in pursuit of the greatest possible positive impact on community disaster resilience.

The monitoring and evaluation methodology deployed used a consultative process to clarify the intended aims and outcomes of the program, and undertook qualitative and quantitative research and analysis to assess to what extent those aims were achieved and "why" or "why not", and to establish evidence to link the program activities to tangible outcomes.

The first evaluation cycle completed in November 2019 involved data requests from project staff, an online survey completed by respondents from 38 councils (56% response rate) and semi-structured interviews with program contacts people from 9 councils, and 2 program staff.

The overall picture painted by this round of data collection is of a program making good early progress and poised for effectiveness, but in too early a stage to demonstrate impact across all its objectives.

The main insights that support this picture are that:

1. Councils are engaging with the program

- 44% of all councils have an agreed Action Plan under the program, with almost all councils in preliminary discussions toward an agreement
- Agreed Action Plans are progressing, with 20 deliverables completed

across councils and agreed timeframes being met.

2. Councils are feeling supported by the program

- 89% of 32 survey respondents feel supported
- Further evidence for this sentiment is found throughout interview data and in optional comments on survey responses.

3. The responsive ethos and delivery of the program is a welcome approach

- Councils value the consistency established by the program, but equally value its flexibility to suit their circumstances
- The affiliative and facilitative approach of program staff along with their expertise are strengths.

In relation to the five program aims, analysis of the data provides the following key insights:

Aim	Key insights
1. Support councils with emergency management planning	There is evidence of support for councils by the program in a way that is valued by councils. Certain specific measures of support will be more revealing in future evaluation cycles.
2. Clarify roles and responsibilities of local government in emergency management	There is evidence of the program helping clarify roles and responsibilities. Further work is required amongst Elected Members and other levels of government.
3. Embed emergency management into regular activities across departments	Too early for definitive results, but foundations for embedding are in progress.

Aim	Key insights
4. Support consistent approaches to emergency management	<p>Consistency is being well supported through program documentation.</p> <p>Consistent language is valued, as is flexibility to tailor approaches within a consistent framework.</p>
5. Support councils to increase community awareness of risk and build community resilience	<p>Too early for definitive results. Councils have intentions to engage community, but their current focus is internal clarity and capacity.</p>

- Supporting councils to increase their Elected Members' understanding of councils' role in emergency management
- Supporting councils to be empowered and influential Zone Emergency Management Committee members, and encouraging effective communication and reciprocal role clarity amongst emergency management stakeholders at all levels of government.

The aspects of the program most valuable to councils are:

- Support and resources to prioritise and drive emergency management within their organisations
- The consistency, simplicity and rigour provided by the program's templates and guides
- External support and expertise from facilitators
- Program helping to increase the legitimacy of emergency management within councils
- External accountability to drive prioritisation and action on emergency management
- Genuinely collaborative and responsive approach from program staff.

Opportunities for improving the program effectiveness and value to councils lie in:

- Encouraging councils to engage and communicate more amongst themselves in the emergency management space
- Utilising program facilitator skills more broadly amongst councils based on council
- Supporting more councils to exercise their emergency management operational arrangements

1.0 Background

The Council Ready program aims to engage the entire South Australian local government sector in strengthening disaster resilience to reduce the impact of emergencies on communities.

While councils have always contributed to emergency management and disaster resilience, their efforts have not always been recognised, nor the benefits well understood.

For councils, strengthening and strategically improving emergency management functions is more important than ever as communities' service expectations continue to grow, and climate change increases the incidence and severity of disasters that will be experienced.

While councils across the state share many things in common, each has its individual geography, culture, strategic priorities, and exposure to disaster risks.

In this context, the Council Ready program seeks to provide unifying, best practice guidance and support to councils, while enabling a level of flexibility for each council to meet its own unique needs.

The program has produced a suite of documents and tools that seek to provide a holistic strategic framework for local government emergency management planning, as well as guidance and templates to support planning on the ground. Between 2019 and 2021 the program is working directly with councils to navigate and integrate these materials, and support capacity building and cultural change to embed emergency management into all aspects of councils' business.

1.1 Program aims and activities

The Council Ready program commenced with 5 aims, namely to:

1. Support councils with emergency management (EM) planning
2. Clarify roles and responsibilities of local government in emergency management across prevention, preparedness, response and recovery (internal and external)
3. Embed emergency management into regular activities across departments
4. Enable consistent approaches to emergency management, including in the hierarchy of plans and use of consistent terminology across the local government sector
5. Support councils to increase community awareness of risk and build community resilience

The program has included the following activities and outputs:

- Stage One health checks with each council
- Council Emergency Management Maturity model (MM)
- Local Government Emergency Management Framework (updated in 2019)
- Emergency Management Planning Guide
- Templates for:
 - Council EM Policy
 - Council EM Plan
 - Operational arrangements
- Project facilitator support for:
 - Council EM Policy
 - Council EM Plan
 - Operational arrangements
 - Emergency risk assessments
 - Exercising
 - Recovery arrangements
 - Community resilience planning
- LGA advocacy for local government through State emergency management committees and structures
- Council advocacy through Zone Emergency Management Committee (ZEMC) participation

1.2 Evaluation purpose

While positive feedback and high levels of participation in the program to date indicates the quality of the program, a formal monitoring and evaluation process can objectively capture the impact of the program over time.

Assessment of Council Ready's effort and effectiveness against its aims supports the program's continual improvement and ongoing implementation in pursuit of the greatest possible positive impact on community disaster resilience.

2.0 Methodology

A monitoring and evaluation methodology was designed to clarify the intended aims and outcomes of the program, assess to what extent those aims were achieved, and most importantly, understand the “why” and “why not” of the findings and establish evidence to link the program activities to tangible outcomes.

To achieve this, a monitoring framework was developed in collaboration with Council Ready staff, drawing on existing information including the Council Ready program logic and maturity model (refer Appendix A).

2.1 Framework and evaluation questions

The monitoring framework set out in logical relationship:

- Program aims – what Council Ready has intended to do
- Evaluation questions –how much and how well the aims have been delivered on
- Program outcomes – the desired direct outcomes of Council Ready
- Impact outcomes – the desired indirect outcomes of Council Ready
- Performance indicators – measures of success against the outcomes, and
- Available data sources to will inform the program’s performance against the indicators.

The crux of the evaluation is the evaluation questions which test the program aims and desired outcomes:

1. To what extent has Council Ready supported councils to develop or revise emergency management documentation?
2. How effective has Council Ready been in supporting full participation of councils in the state emergency management arrangements?
3. To what extent do council staff have increased confidence and capability in emergency management as a result of Council Ready?
4. How effective has Council Ready been in clarifying the emergency management roles of local governments, and council functions that contribute to EM to the following groups:
 - Council executive teams

- Elected members, and
- Local and regional emergency management stakeholders?

5. To what extent has Council Ready supported councils to integrate emergency management into strategic plans, risk registers, asset management plans and other documents?
6. To what extent have councils initiated new action as a result of emergency management documentation produced through Council Ready?
7. How effective has Council Ready been in supporting a consistent approach to emergency management across the local government sector?
8. How effective has Council been in supporting councils to:
 - Communicate emergency management information, including emergency risk and hazard information, to their communities, and
 - Take practical action to build resilience/preparedness of communities for emergencies?

2.2 Research methods

In the first evaluation cycle completed in November 2019 data was collected using the following methods:

- Relevant information from program management software Smartsheet via questionnaire
- A questionnaire provided via email to Council Ready program facilitators (5) and a separate questionnaire to the program manager (1)
- Responses to an online survey sent to one program contact in each of the 68 South Australian councils
- Face to face interviews with 2 program staff members
- Face to face or phone interviews with program contacts in 9 councils¹

Data collection instruments are attached in Appendix B.

Following completion of the initial monitoring framework, the performance indicators were refined in development of the data collection tools based on

¹ Sample selected qualitatively with consideration of organisational size (FTE), regional/metropolitan,

emergency management maturity, engagement with program, emergency risk profile, and accessibility to the monitoring and evaluation team.

data availability, duplication and relevance. For this reason, while the initial monitoring framework contained 33 performance indicators, 26 are reported on in this report.

2.3 Limitations

The methodology and methods applied for the Council Ready evaluation have limitations.

Primarily, the opt-in nature of the survey and interviews mean the data collected within them is not necessarily representative and should not be extrapolated to all councils. Rather, it represents specific feedback from participants that when analysed thematically can provide insight into the program performance and impact.

Purposive sampling of councils for interviews sought to cover a range of variables including size, geography, risk profile and engagement with the program, notwithstanding the small sample size and voluntary participation.

The nature of the methodology is such that councils who are more engaged in the program are more likely to participate. This is positive in the sense that these councils can provide a richness of relevant feedback and have good knowledge of the program, but also raises the possibility of positive bias. The high response rate (56%) achieved by the survey of councils mitigates this risk to some extent.

The information most valuable to understanding the program effectiveness can only be provided by those actively participating. The evaluation methodology does not focus on investigating the reasons why a small number of councils have not engaged with the program. It is understood the program is exploring this aspect of councils' participation separate from the monitoring and evaluation.

3.0 Findings

3.1 Data sources

Findings are based on the following data collected in November 2019.

Data source	Number of responses
Information from program management software Smartsheet	1
Program facilitator questionnaire	5 – 100 % response rate
Program manager questionnaire	1 - 100 % response rate
Online survey of contacts from each council	38 – 56% response rate
Semi-structured interviews with program staff	2
Semi-structured interviews with council contacts	9

Quantitative and qualitative data collected against relevant performance indicator is included in Appendix C.

3.2 Key insights

The overall picture painted by this round of data collection is of a program making good early progress and poised for effectiveness, but in too early a stage to demonstrate impact across all its objectives.

The main insights that support this picture are that:

1. Councils are engaging with the program

- 44% of all councils have an agreed Action Plan under the program, with almost all councils in preliminary discussions toward an agreement
- Agreed Action Plans are progressing, with 20 deliverables completed across councils and agreed timeframes being met.

2. Councils are feeling supported by the program

- 89% of 32 survey respondents feel supported
- Further evidence for this sentiment is found throughout interview data and in optional comments on survey responses.

3. The responsive ethos and delivery of the program is a welcome approach

- Councils value the consistency established by the program, but equally value its flexibility to suit their circumstances
- The affiliative and facilitative approach of program staff along with their expertise are strengths.

In relation to the program aims, analysis of the data provides the following key insights:

Aim	Key insights
Support councils with emergency management planning	There is evidence support for councils by the program in a way that is valued by councils. Certain specific measures of support will be more revealing in future evaluation cycles.
Clarify roles and responsibilities of local government in emergency management	There is evidence of the program helping clarify roles and responsibilities. Further work is required amongst Elected Members and other levels of government.
Embed emergency management into regular activities across departments	Too early for definitive results, but foundations for embedding are in progress.
Support consistent approaches to emergency management	Consistency is being well supported through program documentation. Consistent language is valued, as is flexibility to tailor approaches within a consistent framework.
Support councils to increase community awareness of risk and build community resilience	Too early for definitive results. Councils have intentions to engage community, but current focus is internal clarity and capacity.

Performance against each of these aims and the relevant evaluation questions is further described in the following sections.

3.2 Supporting councils

The first aim of the Council Ready program is to *support councils with emergency management planning.*

The desired outcome for program performance is that *councils have emergency management documentation*, while the desired outcome for program impact is that *councils are more informed and capable in emergency management.*

To measure progress against these objectives, the evaluation questions are:

To what extent has Council Ready supported councils to develop or revise emergency management documentation?

How effective has Council Ready been in supporting full participation of councils in the state emergency management arrangements? and

To what extent do council staff have increased confidence and capability in emergency management as a result of Council Ready?

Findings

To what extent has Council Ready supported councils to develop or revise emergency management documentation?

Performance indicator	Data Snapshot November 2019
PI-1. % of councils that have emergency management documentation based on Council Ready templates	13%

At commencement of Council Ready, councils possessed a range of emergency management documentation representing effort and investment over many years, and the important role the i-Responda program has played in equipping councils for emergency response. A list of councils' documentation at the commencement of the program is included in Appendix D.

Councils are not required to use Council Ready document templates to participate in the program. For some councils (e.g. the District Council of Wuddina), the program has involved reviewing current documentation through a Council Ready lens to confirm consistency with the Local Government Emergency Management Framework and the Council Ready Emergency Management Planning Guide, and identifying gaps and opportunities to improve the existing plans in place.

Notwithstanding this, the take up of Council Ready templates to develop new documentation or re-present existing information is a useful way to

measure the extent to which the program has directly supported councils' emergency documentation.

In the 6 months the program has been underway almost half of all South Australian councils have commenced a Council Ready Action Plan, and in doing so are developing or revising emergency management documentation.

Many councils like the program's document templates, which along with program facilitator support, have reduced the burden upon council staff tasked with emergency management responsibilities, instigating action and enabling emergency management to be prioritised with a clarity of purpose. Nine councils (13% of the total 68 councils) have in draft or final form an Emergency Management Policy, Plan, Operational Arrangements or Recovery Arrangements developed through the Council Ready Guide and templates.

The fact that they have offered the core templates has helped in creation of the planning documents. Makes it much easier in many ways – consistency across the forms and you can take away the feeling of workload and unfamiliarity. The fact that they are 75% completed already has been a godsend.

- Interviewee, regional council

The documentation of high-level information in the Local Government Emergency Management Framework has had two particular benefits identified through the evaluation research:

- A clarifying function for councils to help understand and communicate their role in emergency management, and
- Enabling council emergency documents to be more focused and practical and less onerous to prepare by removing the need to develop and include background information.

Council Ready is really helping us. We are getting our documentation in place. We had a lot of documentation, but it is really tightening it up and making it really clear – what our role is and what our approach is going to be.

- Interviewee, regional council

How effective has Council Ready been in supporting full participation of councils in the state emergency management arrangements?

Performance indicator	Data Snapshot November 2019
PI-2. % councils' commencement & completion of Council Ready Action Plans	44% (30/68) at 'agreement' stage (plus 6 at preceding 'scope' stage, 31 at preceding 'contact' stage) 0% complete
PI-3. % CR team time spent providing direct support to councils over evaluation period	37% between 13 May and 22 Nov 19 50% in 28 days to 22 Nov
PI-4. % of councils with documentation addressing their participating in LGFSG	25% (17 of 68)
PI-5. % of councils participating in ZEMC	Currently 83% of 36 councils Prior to Council Ready 92% of 36 councils

The performance indicators for this evaluation question have been developed on the assumption that involvement with the program supports councils to effectively participate within their role within the state emergency management arrangements.

At the current stage of the program data collected in relation to this question is best used as a baseline from which to measure impact in subsequent evaluation cycles.

That the program has reached agreement with 44% of councils and successfully made contact with 67 of the 68 in the first 6 months marks significant early progress. This progress is well ahead of the milestones for number of Action Plans set in the Funding Agreement.

In future evaluations the program would be seeking upward movement in the proportion of Action Plans commenced and completed.

The time spent by facilitators directly with councils is best interpreted together with other data. Program facilitators are responsible for councils across significant distances, and quality of time may be more relevant than quantity. It should also be noted that travel time is not attributed to the individual council. Qualitative interview and survey feedback has generally emphasised the high quality of support and service provided by facilitators.

The project facilitator has driven the program, pushed council to meet milestones, [this] has been effective in a busy organisation with limited resources.

- Interviewee, regional council

Councils identified amongst the best qualities of the program:

Council Ready team – passionate supporters in our Project Officer and Michael.

- Interviewee, metropolitan council

Enthusiasm of project officer and program director – injected impetus.

- Interviewee, metropolitan council

Having the project officer as a form of external accountability.

- Interviewee, regional council

While survey data shows a greater participation in ZEMC prior to the commencement of Council Ready, comments provided by respondents as well as interview findings indicate this is not a causal link with the program, but rather issues and challenges within individual ZEMCs, and to some extent the nature of the state arrangements.

[We've] been to ZEMC prior to Council Ready. Experience indicated that State bureaucrats drive emergency management, there is not much regard for what local government is doing. Hopefully program will help change that, local government role is critical.

- Interviewee, regional council

While Council Ready does not influence ZEMC directly, through building the capacity and confidence of councils, councils may find themselves better equipped to address their challenges as ZEMC members.

To what extent do council staff have increased confidence and capability in emergency management as a result of Council Ready?

Performance indicator	Data Snapshot November 2019
PI-6. Councils' opinion whether staff confidence and capability improved	Score of 3+ = 73% of 37 councils Score of 4+ = 35% of 37 councils Range of council interview responses indicated yes, too early to tell, and that confidence and capability was high before Council Ready
PI-8. % of councils who have exercised their arrangements at least annually	8 councils (12%) have exercised their EM arrangements in 2019.
PI-9. Change in # staff participation in CR activities over evaluation period	30 Council Ready workshops have been held with a total of 228 participants. Executive members of staff were present at 22 of the 30 workshops. Participants represented a broad range of council functions, with greatest representation from Emergency Management/Risk Management/Fire Prevention (26%) followed by Field Services (11%) and Community Services/Community Development (11%).
PI-10. % of councils feel supported in EM planning vs baseline	89% of 32 responding councils feel supported by the program.

In the online survey of councils, respondents were asked to score the extent to which staff confidence and capability in carrying out emergency management activities had improved as a result of Council Ready, with "1" being not at all, and "5" being to a great extent. Of 32 respondents, 78% scored 3 or more, and 34% 4 or more. Respondent comments for this question added that the program is in its early stages, and it is too early to definitively comment, though the high scores may indicate positive sentiment and high hopes for the program:

We are at very early stages in the program, but it looks promising.

- Survey respondent, regional council

This is not dissimilar to the findings of the council interviews, in which two councils cited a significant improvement in staff confidence and capability through workshop participation and i-Responda training respectively as a result of the program, and others expressing it was too early to see any definitive impact.

Other councils expressed that their level of staff capability was high prior to Council Ready:

We have workshopped an Emergency Management Plan with a range of staff, there is a significant increase in awareness and engagement across council.

- Interviewee, regional council

We already had confidence and capability, driven by the CEO and experience from recent fires. Council Ready is more of a resource to assist where there are gaps.

- Interviewee, metropolitan council

Councils identified through the Stage 1 Health Checks that exercising emergency management arrangements is a high priority for many councils. When it does occur the benefits for capability and confidence are significant through the ability to test the real world application of plans and procedures, and benefit from "lessons learned".

Data obtained from program facilitators indicates only 12% of councils exercised arrangements in 2019. With the progression of the program, an upward turn in this measure would be desirable in the next evaluation cycle, and the program may wish to review which councils are planning on exercising over the next 6 to 12 months as part of their Action Plans.

Council staff's awareness and participation is necessary for their increased confidence and capability. For this reason, the program has recorded information about participants in all Council Ready workshops. A total of 228 council staff have participated in 30 workshops, and 22 of those workshops have involved at least one member of the council's executive team (noting, in some councils, executive staff or chief executives may be responsible for emergency management).

Overall, survey and interview feedback from councils indicated the program is supporting councils in emergency management, with 89% of survey respondents and all but one interviewed council feeling supported (this interviewee felt it was "too early to tell". Interviewees described the types of support they experienced to include clarification of documentation and of roles and responsibilities, and facilitation of the process and providing accountability for progress.

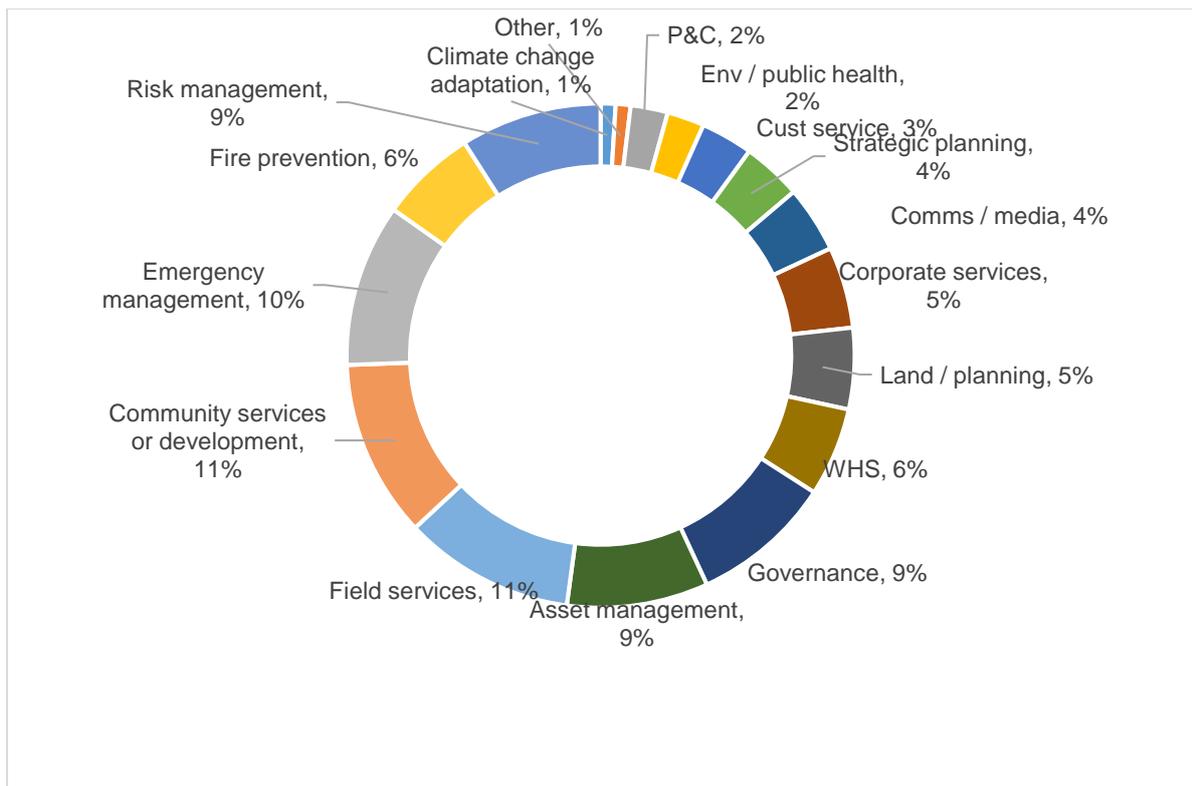


Figure 3.1: Participation in Council Ready Workshops 2019 by organisational function

Council Ready and Wudinna District Council

For a small rural council, emergency management is not just an abstract concept. Fire is an ever-present threat. Most people wear multiple hats in an emergency – even the mayor has a hands-on role at the front line as a volunteer. Yet there was opportunity for roles and responsibilities to be more robustly documented, and in a digital age, a raft of new potential emergencies to be considered:

We have a higher level of community thinking around issues such as bushfires but there's also some other ones which we probably need to consider. There are risks emerging such as cyber attacks and some things which when you live this far afield, would be outside probably what we normally would have considered. There were things loosely on our radar that we are now doing assessments on. For example recently with the railway closures, we have another 30,000 trucks on the road and what happens if as happened in Streaky Bay, if a truck broke the mains water pipe. Could we do without water for several days?

The program has been very valuable to have a shared understanding between emergency management stakeholders and the council about the local government role. In rural and regional towns where many staff are involved in front-line volunteer organisations, it's easy to overestimate the responsibility of local government for emergency management. Yet Council Ready has helped to provide a more realistic lens. Not only has it helped to clarify the role among council staff, it has also helped to ensure the community and elected members are on the same page.

[The best thing about Council Ready has been] that it is evidence of a detailed review of our documents. There's a pretty solid audit trail and we have considered risks that we would not have probably [considered] before.

3.3 Clarifying roles and responsibilities

The Council Ready program aims to *clarify roles and responsibilities of local government in emergency management across prevention, preparedness, response and recovery*

The desired outcomes for program performance are that:

- Roles in emergency management are documented via a council Emergency Management Policy
- Councils are engaged in training and communications around roles and responsibilities in emergency management
- Elected Members understand the emergency management roles of councils
- Local/regional emergency management stakeholders are aware of councils' role
- State emergency management agencies better understand the role of local government.

The desired outcome for program impact is that *greater awareness of local government's role and responsibilities in emergency management.*

To measure progress against these objectives, the evaluation questions is:

How effective has Council Ready been in clarifying the emergency management roles of local governments, and council functions that contribute to emergency management to the following groups:

- Council executive teams
- Elected members
- Local/regional emergency management stakeholders?

Findings

Performance indicator	Data Snapshot November 2019
PI-1. % of councils that have emergency management documentation based on Council Ready templates	13% (9 of 68)
PI-8. % of councils who have exercised their arrangements in 2019	12% (8 of 68)

PI-13. % councils can define their role in emergency management	<p>Survey respondents from 37 councils rated confidence in describing their council's role in emergency management on scale of 1-not at all confident to 5 -completely confident.</p> <table border="1"> <thead> <tr> <th>Confidence score</th> <th>Today</th> <th>Before Council Ready</th> <th>+/-</th> </tr> </thead> <tbody> <tr> <td>3/5 or higher</td> <td>92%</td> <td>76%</td> <td>+16%</td> </tr> <tr> <td>4/5 or higher</td> <td>68%</td> <td>49%</td> <td>+19%</td> </tr> </tbody> </table>	Confidence score	Today	Before Council Ready	+/-	3/5 or higher	92%	76%	+16%	4/5 or higher	68%	49%	+19%
Confidence score	Today	Before Council Ready	+/-										
3/5 or higher	92%	76%	+16%										
4/5 or higher	68%	49%	+19%										
PI-14. Number of council personnel completed i-Responda training module in 2019	339												
PI-15. Number of council personnel completed Incident Management 3 training module and Local Government Liaison Officer Workshop in 2019	IM3 = 5 LGLO = 8												
PI-17. Council staff views about the level of understanding amongst council executive about emergency management roles	<p>Survey respondents from 37 councils asked how well the role of local government in emergency management is understood by executive staff on scale of 1-not understood at all confident to 5 -very well understood.</p> <p>Score 3/5 or higher = 92%</p> <p>Score 4/5 or higher = 57%</p> <p>Interview responses generally described good understanding amongst executive staff.</p>												
PI-17a. Council staff views about the level of understanding amongst council Elected Members about emergency management roles	<p>Survey respondents from 37 councils asked how well the role of local government in emergency management is understood by Elected Members on scale of 1-not understood at all describing council to 5 -very well understood.</p> <p>Score 3/5 or higher = 54%</p> <p>Score 4/5 or higher = 14%</p> <p>Score 2/5 or lower = 46%</p> <p>Interview responses generally described low levels of understanding amongst Elected Members, and an intention to better inform them.</p>												
PI-18. Council staff views about the level of understanding by local/regional EM stakeholders of the local govt in role emergency management	A range of experiences, influenced to some extent by the council's experience with ZEMC												

To understand the impact on role clarity, the monitoring and evaluation has chosen indicators that consider documentation of role, performance of role through exercising, participation in role-specific training, and program contacts perceptions of their own understanding and that of others within their council.

This round of data collection is most useful as a baseline for the indicators relating to documentation, exercising of arrangements, and training.

Survey responses showed an overall positive impact of the program on survey respondents' confidence in describing councils' role in emergency management.

Respondents' and interviewees' perceptions of understanding amongst council executive staff reflected generally good understanding.

It has been good to get some clarity and consistency to know that we are not providing too little or too much – to try to get some parity with other councils has been good to understand.

- Interviewee, regional council

Just like the rest of the staff, executive were surprised at how much we do with emergency management, [such as] welfare checks on hot days etc. ... [it was a] good reminder.

- Interviewee, metropolitan council

SEMP is not a legislated document so it is a guideline for what local government should do ... Doesn't mean we won't assist but we don't want to overcommit ourselves in the documentation. We are a council of 70 staff and we can't overcommit because we just won't be able to deliver.

- Interviewee, regional council

Management understand i-Responda very well, however as yet we have no clear direction in any other emergency. This is the reason we are undertaking the program.

- Survey respondent, regional council

Perceptions of understanding amongst Elected Members of councils' role reflected consistently poor understanding – something to consider in the program's priorities for 2020. A number of councils indicated they are in the process of addressing or planning to address the low level of understanding.

It's important that they are brought on board. It's true that some Elected Members are not really across the roles and responsibilities of councils in an emergency.

- Interviewee, regional council

We have CFS captains on council who may consider themselves authorities due to the nature of their role as prepare and respond agents. The evolving role and responsibilities of council is not understood.

- Survey respondent, regional council

We are just working with them on that, it is not apparent that it has been on their radar previously.

- Survey respondent, regional council

Interviewees described varying experiences amongst councils in terms of local and regional emergency management stakeholders' understanding of councils' role.

One metropolitan council interviewee described developing clarity with stakeholders as "an ongoing process", noting the assumption remains for example that local government will "foot the bill for recovery". They further noted that involvement with Council Ready had provided them with the confidence and capacity to express their concerns to State Emergency bodies through seminars and zone meetings.

Interviewees often referred to their particular experience of their Zone Emergency Management Committee (ZEMC) in describing stakeholder understanding.

For one regional council the high level of clarity amongst stakeholders preceded Council Ready, and the interviewee attributed it to a "really good", inclusive ZEMC, with high local government representation.

Another council in the metropolitan area similarly described having a strong ZEMC and strong sectoral links as driving a better understanding of roles and responsibilities, as well as well-established feedback loops from stakeholder organisations to the council.

3.4 Embedding emergency management

An aim of Council Ready is *embedded emergency management into regular activities across departments.*

The desired outcomes for program performance are that *emergency management is considered where relevant in non-emergency management council documents, that council strategic plans address emergency management, and that elected members and executive are more actively engaged in emergency management.*

The desired outcomes for program impact are *organisational awareness that a range of council functions contribute to emergency management and vice versa, and systemic integration and mainstreaming of emergency management within councils.*

To measure progress against these objectives, the evaluation questions are:

- To what extent has Council Ready supported councils to integrate emergency management into strategic plans, risk registers, asset management plans and other documents? To what extent have councils initiated new action as a result of emergency management documentation produced through Council Ready?

PI-26. % of councils with explicit reference to emergencies or emergency management in the council's strategic plan	35% (24/68) Some references minor/limited
PI-27. % of councils with explicit reference to emergencies or emergency management in asset management, climate change or Public Health Plans	87% (59 of 68) Mostly Public Health Plans which require it
PI-28. # EM Reports/briefings to Elected Members/council meetings (change over evaluation period)	208 mentions in 2019 to 28 November Most referring to staff delegations and workplace emergency management
PI-17. Council staff views about the level of understanding amongst council executive about the local government role in emergency management	Survey respondents from 37 councils asked how well the role of local government in emergency management is understood by executive staff on scale of 1-not understood at all confident to 5 - very well understood. Score 3/5 or higher = 92% Score 4/5 or higher = 57% Interview responses generally described good understanding amongst executive staff.

Findings

Performance indicator	Data Snapshot November 2019
PI-20. # Action Plan deliverables implemented since baseline	20
PI-21. Number of councils reviewing routine council processes to integrate EM	None. Most responses referred to integration of documents with Strategic Plan rather than processes.
PI-22. % of Councils responding to voluntary emergency management questions in LGRS Audit	33% (10/33) councils chose emergency management as elective
PI-24. Councils' perceptions of engagement with EM across organisation	Survey respondents from 37 councils asked to what extent the council as a whole including all departments in engaged in emergency management on scale of 1-not engaged at all to 5 -very engaged. Score 3/5 or higher = 92% Score 4/5 or higher = 57%

To capture progress toward integration of emergency management across council organisations, several quantitative indicators have been established, specifically relating to Action Plan deliverables, mentions in strategic and other council plans, and mentions in council meeting minutes. Each of these measures are intended to reflect emergency management action at a whole of council level, and the 2019 data will serve as a useful baseline for subsequent reviews.

Survey responses indicate that almost all respondents (92%) consider their council as a whole to be at least moderately engaged with emergency management, with more than half reporting high levels of engagement. Additional respondent comments recorded for this question were:

Council are active in i-Responda and provide services when required for emergency services.

- Survey respondent, regional council

There is a perception with elected members that emergency management is limited to preparation and response.

- Survey respondent, regional council

Council and staff are engaged, however processes are currently not documented.

- Survey respondent, regional council

Varies across the organisation. Exec team are fully on board as is some departments. There are other areas that are blissfully unaware.

- Survey respondent, regional council

Interviewees' descriptions of councils' engagement with emergency management ranged from low to very high, and were influenced by factors including exposure to risk, experience of emergencies, and competing priorities within councils.

Even where councils were already engaged in emergency management, interviewees identified value gained from involvement in Council Ready, for example addressing gaps in emergency risk assessment, or recovery planning, or consistent documentation.

The program aims for embedding and integration were well captured by one interviewee:

Sometimes in the past, emergency management has been left to the one person. This is about making sure that there is an understanding throughout council that emergency management is everyone's responsibility. It's a bit like the introduction of WHS legislation which has achieved a cultural shift, ensuring that work health and safety is everyone's responsibility.

- Interviewee, regional council

Council Ready and Port Pirie Regional Council

With extensive experience in dealing with emergencies, from floods to fires, one regional city has been 'champing at the bit' to revise its emergency management documents in line with State Government guidelines.

The council has strong links to the ZEMC, which takes an inclusive approach to council staff and has broad engagement across the region. There's strong engagement in emergency management planning at the executive and operations level but more work to be done to engage broadly across the organisation.

We were well organized and not documented - that's probably part of the problem - and sharing that across the organization. So that's I guess the beauty of the Council Ready is it's enabled me to involve more people in that.

The officer responsible for emergency management was keen to progress emergency planning revision and documentation and has been a bit impatient with the pace, and grateful to have project facilitator support.

The council has taken advantage of project officer support to help inform elected members about the role of local government in emergencies and will use the documents to help inform the community.

[The best thing about Council Ready has been] that it's enabled us to raise awareness within our organization and having that a consistent approach; that and I guess having the tools or the templates provided for us.

3.5 Enabling consistent approaches

The Council Ready program aims to *support consistent approaches to emergency management, including in the hierarchy of plans and use of consistent terminology across the local government sector.*

The desired outcomes for program performance are that *councils take a consistent approach to emergency management planning, which is structurally aligned to the State Emergency Management Plan (SEMP), and that councils have adopted Council Ready templates as a means of adopting consistent language for emergency management.*

The desired outcomes for program impact are that *councils are more effective in emergency management, and councils are better able to collaborate with stakeholders and other councils in emergency management.*

To measure progress against these objectives, the evaluation question is *how effective has CR been in supporting a consistent approach to emergency management across the local government sector?*

Findings

Performance indicator	Data Snapshot November 2019
PI-29. Councils' opinion of CR's effectiveness supporting consistency	<p>Survey respondents from 36 councils asked how effective Council Ready has been in supporting a consistent approach to emergency management on a scale of 1-not at all effective to 5 -very effective.</p> <p>Score 3/5 or higher = 89%</p> <p>Score 4/5 or higher = 75%</p> <p>Interview responses indicated program is successfully supporting consistency, some comments from survey respondents indicated too early to judge.</p>

Overall councils are finding the program effective in supporting consistency, through there is also an awareness that it is early in the program implementation to make this assessment.

Specific aspects of the program supporting consistency that councils are finding valuable are common terminology and language, a consistent approach to documentation through the templates, and a clear and shared understanding of roles and responsibilities:

The process is driving clarity around expectations of the role of local government in emergency management – there are some inaccurate assumptions. [It is] interesting to work through how we fit into state arrangements and where the terminology differs.

- Interviewee, metropolitan council

One metropolitan council interviewee described it as an ongoing process to develop a common understanding of emergency management roles and responsibilities and considered that Council Ready is “part of this process but is not driving it”.

A regional council interviewee described the benefits to consistency between councils in language and terminology:

[Consistency] means less work for smaller councils, we can share information and work together more easily if we have a common language.

- Interviewee, regional council

Program staff identified in interviews that being part of a common, consistent approach has given some councils confidence that they’re “doing the right thing” in emergency management, and that councils benefit from sharing challenges, experiences, solutions with other councils via the linkage of the program facilitator.

In the experience of a program staff member consistency across the sector is not a major driver for councils – “they want something that works for them, [supports] how they will organise themselves”.

Looked at differently, from a regional rather than sector-wide consistency perspective, a survey respondent commented that:

Most councils within our region are facing the same risks largely, so a consistent approach to emergency management is very important.

- Survey respondent, regional council

Further revealing the need to balance consistency with sufficient flexibility around the different circumstances of each council, several survey respondents noted consistency to be the best thing about the program, while another commented:

Remaining flexible to meet the differing needs of Councils is extremely important.

- Survey respondent, regional council

Council Ready and the City of West Torrens

You might think emergency management would be low on the list of priorities for an inner-city council with a comparatively low risk of exposure to natural disaster, yet one urban council has been quick off the mark.

The council had already engaged a consultant to produce a neat suite of emergency planning documents with links to the Strategic Plan in 2018. "We wanted to get our own house in order before we took it to the community", the officer explained.

When Council Ready began, the council intended to use the program resource for Recovery Planning, but delayed it when their Council Ready facilitator told them that a neighbouring council had begun this process.

It made sense to wait for that process to finish, debrief with them and share knowledge – essentially we would be looking to tweak what they have done.

While Council Ready was helpful in clarifying the roles and responsibilities of councils in emergency management, there remains some ambiguity for metropolitan councils, simply because they don't know what they may be up against.

Frankly, we don't have bush fires and the closest flooding we've experienced is a 2016 storm which created a little bit of localised damage... We have a structure in place but no-one is really sure what [an emergency] will look like, unlike country councils which have regular experience of emergencies.

Engaging with Council Ready has been useful in highlighting to executives the breadth of council work in emergency management – from welfare checks on vulnerable citizens on hot days to protecting infrastructure. "It's about understanding that emergency management can be your ordinary business in extraordinary situations."

While there has been some information sharing across councils about their emergency management, it would be good to see more of this – perhaps with a project list available to other councils, the officer said. It would also be useful for all councils to have an understanding of the individual strengths of the Council Ready project facilitators to better use their skills across the program's geographical boundaries.

This council plans to engage the community around emergency management to help build resilience, but this will be done slowly and sensitively so as not to alarm people. The officer felt that it is inevitable that the community will continue to have somewhat inflated expectations of the role of local government in an emergency:

There is a lot of assumed knowledge that council will do more than it is able to in an emergency situation. People just assume things will be fixed and they don't care how or who does it. I don't think Council Ready can solve that.

3.6 Supporting local resilience

The Council Ready program aims to *support councils to increase community awareness of risk and build community resilience.*

The desired outcome for program performance is that *councils include community awareness of emergencies risk and community resilience building activities in their EM documentation, and the desired outcomes for program impact is that communities understand local emergency risks and are supported to take action to build their resilience.*

To measure progress against these objectives, the evaluation question is *how effective has Council Ready been in supporting councils to:*

- Communicate EM information, including emergency risk and hazard information, to their communities, and
- Take practical action to build resilience/preparedness of communities for emergencies?

Findings

Performance indicator	Data Snapshot November 2019
PI-30. % of councils with public facing council EM documents e.g. Community EM plan, hazard mapping	72% (49/68)
PI-31. % of councils who have funded or delivered emergency management community engagement/resilience building activities in 2019	6% (4/68)
PI-32. Council staff views about whether CR Phase 2 has clarified the role of local government in emergency management for local communities	<p>Survey respondents from 37 councils asked to what extent Council Ready has supported the council to clarify the role of local government in emergency management for local communities on a scale of 1-not at all to 5 – to a great extent.</p> <p>Score 3/5 or higher = 89%</p> <p>Score 4/5 or higher = 75%</p> <p>Interview responses generally indicated not yet, but were planning to engage community once internal work is complete.</p>

Most comments provided by surveyed and interviewed councils indicated it was too early to note any positive impact of the program on clarifying council's role to local communities. It was evident that councils prefer to achieve understanding internally amongst staff and Elected Members before engaging more broadly.

Still to be actively rolled out to all staff and elected members. Program just commencing. Too early to answer this question.

Survey respondent, regional council

Separate body of work after council has internally worked through.

Interviewee, metropolitan council

Council is in the early stages of undertaking the program - currently undertaking the Action Plan. This will be clarified as the program unfolds.

Survey respondent, regional council

Program staff echoed this sentiment, noting in interviews that the appetite is growing within councils to explain emergency management roles to the community, and that they are “feeling more comfortable to do so as they get their own house in order”. The effectiveness of the program in clarifying councils’ role to councils can be seen to “set them up to talk to communities about it”.

Program staff interviews elicited that most councils want something they can share with their community about emergency management. Some councils are currently working on community information and resilience building activities as part of their involvement with Council Ready.

Staff also identified the importance of emergency management Policies prepared with Emergency Management Planning Guide and Template Policy. These policies are public documents, approved through councils’ processes (including public consultation), that define the council’s emergency management role. As of the end of November 2019 4 councils had formally adopted an Emergency Management Policy, and many more were under review or consultation.

3.7 Program strengths

Survey respondents and interviewees were asked what the best thing is about being involved with Council Ready. A number of consistent themes emerged, as described below.

SUPPORT

Councils value the help, support and resources to prioritise and drive emergency management and address an unmet need.

Being provided with external support to undertake activities to strengthen Council's emergency management arrangements, using a consistent approach across the sector.

- Survey respondent

It's really injecting motivation and enthusiasm into our emergency management planning, having that project officer and the Council Ready team.

- Interviewee, metropolitan council

DOCUMENTATION

The emergency management Guide and Templates and the program's support councils to produce documents is valued for their consistency, simplicity and rigour.

Having the documentation – developing a pretty solid audit trail that demonstrates that we have undertaken a detailed review of our risks and responsibilities.

- Interviewee, regional council

The templates are very useful – the whole program has been very user friendly.

- Interviewee, regional council

The best thing has been the support in regard to the documentation and what's expected of us in its population and completion and the information provided to date. This has been very helpful and doesn't feel like a burden. Often there is new procedure and you have to go and do all the work. I haven't felt it to be a burden or cumbersome – has been quite straight forward.

- Interviewee, regional council

VALIDATION AND ACCOUNTABILITY

Councils value having access to external support and expertise from facilitators to validate and legitimise emergency management within councils, and external accountability to drive prioritisation and action where resources are scarce and competing issues plentiful.

Someone with credibility is being involved 'in house'.

- Survey respondent

Provides a level of legitimacy to the evolving task of council in EM.

- Survey respondent

The engagement from the project officers and reassurance that emergency management is important & relative [sic] to local government.

- Survey respondent

He is able to push things along that I wouldn't get done because I've always got other things - I need to be reminded.

- Interviewee, regional council

RESPONSIVENESS

Councils value that the program is genuinely collaborative and that facilitators listen and respond to local needs within the broader framework of consistency. The flexibility of the program was frequently identified as a strength, and councils strongly value the program's understanding that no one size fits all.

The collaborative and flexible approach – having a resource to support the council where it is needed.

- Interviewee, metropolitan council

The program is genuinely tailored to the individual needs of the councils and about listening to their needs.

- Interviewee, metropolitan council

The willingness of the staff to provide training and attend to councils in regional locations.

- Survey respondent

As we haven't got too far into the program yet, the support from the Council Ready team has been excellent. I believe we will get an easy to understand, user friendly document at the end of the program to assist us in emergency management.

- Survey respondent

OTHER STRENGTHS

Other "best things" identified by councils included:

- Awareness raising across councils and a platform for community awareness of role
- Indirect connection to other councils to support knowledge sharing and a shared focus

- Clarifying responsibilities for the councils, and
- Enabling councils to provide emergency management support to communities.

3.8 Challenges and opportunities

The majority of councils surveyed and interviewed did not identify specific problems with the program, but most noted it is very early in their involvement with the program, likely too early to tell what the challenges and areas for improvement are.

Other council and program staff identified that there is opportunity to share information more effectively between councils and encourage councils to engage and communicate more amongst themselves in the emergency management space.

Program staff also noted opportunity for greater awareness and utilisation of program facilitator skills outside based on council need beyond the councils each facilitator is responsible for.

Data collected in the evaluation across various indicators is another source of insight into where opportunities to improve the program may lie:

- Data obtained from program facilitators indicates 12% of councils exercised arrangements in 2019. With the progression of the program an upward turn in this measure would be desirable in the next evaluation cycle, and the program may wish to review which councils are planning on exercising over the next 6 to 12 months as part of their Action Plans.
- 46% of survey respondents rated Elected Members' understanding of council role 1 or 2 out of 5 where 1 is

not understood at all. While most councils have intentions to engage with and inform their Elected Members in the future once initial work has been done, a greater focus of the program on supporting this work could be required.

- A range of comments collected indicated that ZEMCs can be a challenging space for councils. While in some regions the committees are highly effective and enjoy positive engagement and culture, other councils have had negative experiences and harbour mistrust and cynicism as a result. The program could add significant value by focussing efforts on supporting councils to be empowered and influential ZEMC members, and encouraging effective communication and reciprocal role clarity amongst emergency management stakeholders at all levels of government.



SOUTH AUSTRALIAN LOCAL GOVERNMENT FUNCTIONAL SUPPORT GROUP PLAN

Lead: Local Government Association of SA

Version 1.0



**Government
of South Australia**



State Emergency Management Plan Structure

The State Emergency Management Plan (SEMP) is a four-part plan containing a range of documents that further details strategies for dealing with emergencies in South Australia. The parts of the plan are described in more detail below.

STATE EMERGENCY MANAGEMENT PLAN

PART 1: OVERVIEW

Provides a strategic overview of the state's arrangements for senior executive and community information.

PART 2: ARRANGEMENTS

Provides the overarching details of the arrangements and structures in place to prevent, prepare for, respond to and recover from emergencies.

PART 3: GUIDELINES AND FRAMEWORKS

Consists of the various guidelines and frameworks that have been developed to document known best practice for key aspects of emergency management. These guidelines and frameworks provide guidance regarding the development of arrangements, administrative functions and plans.

PART 4: PLANS

Consists of the standards required of the various levels of detailed plans for implementing the arrangements, including naming conventions, review guidance and templates. It also includes the suite of supporting plans for implementing the arrangements.

Figure 1: The SEMP is a series of documents split over 4 Parts with several accompanying annexes.

The Local Government Functional Support Group Plan (this document) is an Annexe to the SEMP.



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1. Authority

Under Australia's constitutional arrangements, state and territory governments have responsibility for emergency management within their jurisdictions. Therefore, they are responsible for acting to prevent and reduce the impact of emergencies, prepare for and respond to emergencies when they occur (response includes relief activities), and lead the recovery efforts that arise as a consequence of emergencies.

Australia's state and territory governments have recognised that emergency events do not respect arbitrary boundaries, and that many agencies from all levels of government may become involved in the response to emergencies. Consequently, they have enacted legislation and established plans, to guide agencies in this work.

All emergency management arrangements in South Australia are governed by the Emergency Management Act 2004 (the Act). The Act establishes the State Emergency Management Committee (SEMC) and lists its functions and powers.

The State Emergency Management Plan (SEMP) is prepared under section 9(1)(b) of the Act to manage all emergencies. It is a function of the SEMC to prepare and keep a comprehensive plan under review, and to ensure arrangements reflect best practice.

The Local Government Functional Support Group Plan (this document) is prepared under Part 4 of the SEMP.



2. Authorisation

The Manager for the Local Government Functional Support Group (LGFSG) is the Local Government Association of SA (LGA-SA) Chief Executive Officer (CEO).

By authorising this Plan, the Manager of the LGFSG is delegating his authority to approve and publish subordinate documents (ie: the LGFSG Operations Manual) to the LGFSG Coordinator.

Matt Pinnegar
LGA-SA Chief Executive Officer
Manager Local Government Functional Support Group

Signature:  _____

Date: 15 January 2018

3. Review

Part 4 of the SEMP requires Functional Support Group Plans to be reviewed and updated at least once every 2 years (even years), or after a major emergency incident occurs.

This plan was approved on: **15 January 2018**

This plan must be reviewed and updated prior to: **15 January 2020**



4. Introduction

4.1. Purpose

The State Emergency Management Plan (SEMP) designates a range of Control Agencies, Support Agencies and Functional Support Groups. As part of the revised SEM (January 2017), a new functional support group has been formed; namely the Local Government Functional Support Group (LGFSG).

The SEM uses the term '*Participating Agencies*' to describe a collective of organisations that operate as members of a functional support group. In the case of the newly formed LGFSG, the term participating agencies refers to the Local Government Association of South Australia (LGA-SA), the sixty-eight (68) Councils across South Australia and the six (6) Regional Local Government Associations (RLGA/s) - in this document, known as '*Local Government Organisations*' (LGO/s). Therefore, for the purposes of this document, the terms Participating Agencies and Local Government Organisations means the same thing and are identical.

The LGFSG Plan (this document) provides a statement of intent to deliver effective mobilisation and coordination of LGO/s and their resources during an emergency. The intent is to ensure that appropriate support is provided to the community of South Australia by the control agencies, support agencies and functional support groups during an emergency anywhere in South Australia.

The formation of the LGFSG, which includes the LGA-SA, the 68 Councils and the 6 RLGA/s, does not create a hierarchical or supervisory relationship between any of the organisations participating in the LGFSG. The relationship between the LGFSG, the LGA-SA, the 68 Councils and the 6 RLGA/s is primarily about high-quality communication, coordination and information flow. The LGFSG is intended to operate within and to use the existing cooperative relationships between the LGA-SA, Councils and RLGA/s. It is not intended that any of the organisations participating in the LGFSG (ie: Councils) are subordinate to or are obliged to provide resources to the LGFSG or any other organisation involved in an emergency. While an LGO may agree to provide resources in support of an emergency (either directly or via the LGFSG), this action does not detract from the fact that the respective LGO retains Command of their resources at all times.

The term '*Local Government*' refers to the Sector of Local Government, including the 68 Councils. The term council and/or local council refers to the individual organisations that make up the 68 Councils. The term Council is not to be confused with the Elected Member body.

4.2. Aim

This plan outlines how the LGFSG will fulfil its role under the SEM by describing the responsibilities, authorities, and mechanisms used by the LGFSG to coordinate the involvement in, and the response of, Local Government during emergencies.

This plan provides assurance to the State Emergency Management Committee (SEMC) that the LGFSG has addressed all its responsibilities as required by the SEM. This plan relies on strong cooperative, coordinated and consultative relationships between control agencies, support agencies, other functional support groups and the LGFSG.



4.3. Scope

The SEMP specifies that the LGFSG is responsible for “*Coordinating the Response from Local Government during an emergency*”. Therefore, the scope of this plan is as follows:

- coordinating the response of local government in support of the control agency, support agencies and other functional support groups during an emergency;
- on-site support at operational centres - generally at Incident Control Centres and State Command Centres and/or the State Emergency Centre (SEC);
- providing trained personnel that can meet the requirements of the function, and;
- operating within the governance, policy, emergency management frameworks, operational doctrine and guidelines as utilised by the control agencies.

This plan does not assume a particular incident or event as it is based on the principles of a comprehensive and all hazards approach to emergency management. The Local Government Association of South Australia (LGA-SA) and the LGO/s shall give due weight to this plan in addition to their relevant organisational policies, plans and procedures.



5. Role and Responsibilities

Section 2.2 of Part 2 [Arrangements] of the SEMP sets out the role of local government in emergency management as follows:

Local government has a fundamental enabling role in emergency management because of their strong relationships with local community networks and knowledge of locally available resources. Local governments have responsibilities, in partnership with state government, to contribute to the safety and wellbeing of their communities by participating in local emergency management response and recovery.

In general, the roles and responsibilities of local government may include:

- a) promoting and building disaster resilience;
- b) undertaking cost-effective measures to mitigate the effects of emergencies on local communities, including routinely conducting emergency risk assessments;
- c) systematically taking proper account of risk assessments in land-use planning to reduce hazard risk;
- d) representing community interests in emergency management to other spheres of government and contributing to decision-making processes;
- e) ensuring all requisite local emergency planning and preparedness measures are undertaken;
- f) ensuring an adequate local council emergency response capability is in place, including resources for the local volunteers;
- g) undertaking public education and awareness to support community-preparedness measures;
- h) participation in recovery operations as per SEMP – Part 2 – Arrangements – local government role in recovery;
- i) ensuring appropriate local resources and arrangements are in place to provide and support emergency relief and recovery services to communities, and;
- j) participating in post-emergency assessment and analysis.

In addition, and in line with the provisions of Section 8(d) of the Local Government Act 1999, local government must give due weight to the SEMP, and align their plans and activities to the objectives and strategies described therein.



5.1. Role of the Local Government Functional Support Group

Section 3.23 of Part 2 [Arrangements] of the SEMP establishes the LGFSG. This Section of the SEMP states that the LGA-SA will “lead” the LGFSG. This Section of the SEMP also sets out the role of a functional support group as follows:

- a) review hazard, capability, control agency, recovery plans and other functional support group plans to determine the needs of agencies that are within the scope of the LGFSG;
- b) prepare a Functional Support Group Plan that describes how it will achieve the identified needs and support that the group may need, or conditions that will apply to the provision of that support in line with SEMP – Part 4 – Plans – Functional Support Group Template;
- c) establish and maintain partnerships with LGO/s in the supply of its scope of support as appropriate;
- d) ensure that any LGO that operates as a part of the LGFSG can provide their services in support of the control agency and recovery operations;
- e) ensure that the role of LGO/s are clearly defined and supported by appropriate plans and procedures (either within the LGFSG Plan or as part of separate plans or memoranda of understanding);
- f) clearly describe the roles undertaken by LGO/s in the supply of the scope of support;
- g) plan for and implement procedures within the LGFSG, to be able to deliver the required support in times of an emergency;
- h) submit and review the LGFSG Plan on a bi-annual basis in line with the SEMP;
- i) prepare, train and maintain the required on-call members to be able to staff the State Emergency Centre (SEC), a State Command Centre/s (if required) and a Zone Emergency Support Team (if appropriate) on a 24-hour basis over an extended period and/or upon activation of the State Emergency Centre;
- j) reviewing all plans submitted for assurance to ensure that the LGFSG Plan is consistent with the other relevant plans and any gaps are addressed, and;
- k) establish and maintain *fit-for-purpose* State Command Centre (SCC) capability.

Furthermore, Section 3.23 of Part 2 [Arrangements] of the SEMP sets out the responsibilities of each functional support group. This Section of the SEMP states the LGFSG is responsible for coordinating the response from local government during an emergency.

5.2. Capabilities of the Function

The specific capabilities of local councils are set out in more detail in Section 5.4 of this document however, in general terms councils may at their discretion provide heavy plant and equipment with trained operators in support of the relevant control agency. In addition, support may include the construction of fire control lines, clearing of roads, the provision of non-potable water, the provision of local knowledge and advice as well as input and support to local community recovery processes.



5.3. Responsibilities of Participants

For the purposes of this document, the LGFSG consists of the following organisations:

- the Local Government Association of SA (LGA-SA) (Lead);
- 68 x Councils; and;
- 6 x Regional Local Government Association's (RLGAs).

5.3.1. Local Government Association – South Australia (LGA-SA)

The LGA-SA responsibilities are to:

- a) provide leadership and guidance to all LGO/s in the execution of their roles and responsibilities described in this plan;
- b) manage the LGFSG including the preparation of plans, policies and procedures to implement the LGFSG function across all LGO/s;
- c) implement an education and development program and framework (including training and exercises) to achieve the required levels of readiness;
- d) implement a continuous improvement program including debriefing and lessons learnt processes to ensure the LGFSG achieves the required levels of readiness and to ensure that the SEMP assurance requirements are met;
- e) report to the State Emergency Management Committee (SEMC) on the preparedness of the LGFSG to achieve its roles and functions;
- f) participate in appropriate committees and structures to achieve the outcomes for the LGFSG;
- g) coordinate deployments of LGFSG staff to other Command Centres and control agency Incident Management Team/s (IMT) as required;
- h) encourage resources sharing principles between LGO/s;
- i) utilising existing processes and systems, maintain a database of contact details, capacity and resources (including people) available to the LGFSG;
- j) ensure that the key risks to the LGFSG are regularly reviewed and mitigated strategies put in place in support the operations of the LGFSG;
- k) establish and maintain *fit-for-purpose* State Command Centre (SCC) capability;
- l) maintain the i-Responda program, and;
- m) maintain appropriate staffing to support the requirements of this LGFSG Plan including the roles of:
 - LGFSG Manager (LGFSG-M)
 - LGFSG Coordinator (LGFSG-C)
 - State Duty Officer LGFSG-SDO)
 - State Emergency Centre Liaison Officer (SEC-LO)
 - Local Government Support Officer/s (LG-SO)



5.3.2. Councils

Council's responsibilities are to:

- a) at their discretion, provide staff and equipment (as requested by the control agency in support of an emergency) and in line with the capabilities of the LGFSG and the respective LGO - when safe and able to do so;
- b) at their discretion, provide logistics support (as requested by the control agency in support of an emergency) and in line with the capabilities of the LGFSG and the respective LGO;
- c) at their discretion, provide training to their staff that aligns with the capabilities of the LGFSG including participation in the LGFSG education and development program;
- d) adhere to Joint Operating Guidelines (JOGs) created between the LGFSG and control agencies, support agencies and/or other functional support groups where appropriate;
- e) adopt the principles of the i-Responda program and at their discretion, participate in the program to ensure a consistent approach when providing operational support to control agencies, support agencies and functional support groups.
- f) encourage resource sharing principles between LGO/s; and;
- g) participate in joint training and exercise activities as required and agreed.

5.3.3. Regional Local Government Associations (RLGA/s)

Within their respective capacities, a RLGA responsibilities are to:

- a) support and assist Councils (in their region) to meet their responsibilities as listed above, and;
- b) support and assist the LGFSG to meet their responsibilities where able to do so.



5.4. Capabilities of Participating Agencies

As stated in Section 4.1, for the purposes of this document the term Participating Agency means the Local Government Association of South Australia (LGA-SA), the 68 Councils across South Australia and the 6 Regional Local Government Associations (RLGA/s) - in this document, known as Local Government Organisations (LGO/s).

The capabilities of a council may vary significantly across the state, however generally the capabilities of a council may include but is not limited to the following:

- a) creating/strengthening '*Fire Control Lines*' (Fuel/Fire Breaks);
- b) clearing roads to facilitate access for the emergency services;
- c) clearing roads to restore access for the public;
- d) provision of assistance with traffic management;
- e) provision of local knowledge;
- f) provision of non-potable water supplies (bulk water carriers);
- g) provision of advice regarding tree and vegetation management;
- h) provision of heavy plant and equipment (within the capability of the respective council/s);
- i) provision of flood mitigation technical information;
- j) mitigating immediate stormwater overflow damage;
- k) provision of raw materials for sandbags;
- l) provision of input and support to the community recovery processes;
- m) provision of environmental health advice;
- n) closing roads to prevent access.

5.5. Capacities of Participating Agencies

For the purposes of this document, the term Capacity is described as the number of each capability able to be provided by LGO/s operating within the LGFSG.

Councils across the state have a wide range of personnel and equipment which may be made available to support the relevant control agency and the community during and following an emergency. It is however, impractical to list the capacity of each council (or indeed the collective capacity of local government) in this plan, as the number and nature of the personnel and equipment available, is constantly changing. Therefore, the LGFSG maintain a database of the capacity of each council in accordance with the capabilities listed under Section 5.4.

Control agencies, support agencies and other functional support groups may seek advice on the capacity of an individual council or a number of councils in relation to an emergency, via the LGFSG State Duty Officer (LGFSG-SDO) or the individual council/s concerned.



6. Risk Assessments

6.1 Risk Assessment and Mitigation Summary

The LGFSG has identified a number of key risks to the LGFSG, which may impact upon the LGFSG being able to achieve its roles, functions and responsibilities as described in this plan.

LGFSG has identified, assessed and is applying treatment strategies to 9 key risks as outlined in Section 6.2.

6.2 Key Risks and Mitigation Strategies

Key risks to the LGFSG are listed in the table below.

#	Key Risk	Treatments Mitigation Strategies
1	The LGFSG fails to review hazard, capability, control agency and recovery plans in a timely manner.	<ul style="list-style-type: none"> Establish a dedicated resource/team to manage/coordinate the responsibilities of the LGFSG. Establish a process, schedule and resources to review these plans as required. Monitor hazard, capability, control agency and recovery plans as they are reviewed to ensure that the input from LGFSG is taken into account.
2	The LGFSG Plan fails to support the LGFSG to meet the requirements of the SEMP.	<ul style="list-style-type: none"> Establish a dedicated resource/team to manage/coordinate the responsibilities of the LGFSG. Establish and implement a comprehensive consultation process prior to publishing the Plan. Establish and consult with a Local Government Emergency Management Advisory Group. Liaise with the State Response Advisory Group (SRAG) throughout the drafting process.
3	The LGFSG Plan fails to identify the needs of the LGFSG.	<ul style="list-style-type: none"> Establish a dedicated resource/team to manage/coordinate the responsibilities of the LGFSG. Establish and implement a comprehensive consultation process prior to publishing the Plan. Establish and consult with a Local Government Emergency Management Advisory Group. Liaise with the State Response Advisory Group (SRAG) throughout the drafting process.



4	The LGFSG fails to foster a productive ongoing working relationship with LGO/s.	<ul style="list-style-type: none"> • Establish a dedicated resource/team to manage/coordinate the responsibilities of the LGFSG. • Establish and consult with a Local Government Emergency Management Advisory Group. • Establish and maintain a Local Government Emergency Management Network. • Establish and implement a comprehensive communications and engagement strategy with LGO/s. • Establish and maintain regular communications with LGO/s.
5	The LGFSG is not able to support the FSG Functions.	<ul style="list-style-type: none"> • Establish a dedicated resource/team to manage/coordinate the responsibilities of the LGFSG. • Maintain LGFSG Resource Database. • Establish and consult with a Local Government Emergency Management Advisory Group. • Maintain implementation and support of the i-Responda Program.
6	LGO/s fail to understand and/or accept their role in the LGFSG.	<ul style="list-style-type: none"> • Establish a dedicated resource/team to manage/coordinate the responsibilities of the LGFSG. • Establish and consult with a Local Government Emergency Management Advisory Group. • Establish and maintain a Local Government Emergency Management Network. • Establish and implement a comprehensive communications and engagement strategy with LGO/s. • Establish and maintain regular communications with LGO/s.
7	The LGFSG fails to plan for support in times of emergency.	<ul style="list-style-type: none"> • Establish a dedicated resource/team to manage/coordinate the responsibilities of the LGFSG. • Establish and consult with a Local Government Emergency Management Advisory Group. • Prepare and regularly review the LGFSG Plan and Operational Manual. • Establish and maintain a comprehensive education and development program – including an exercise program.



<p>8</p>	<p>The LGFSG Plan is not maintained and submitted for review.</p>	<ul style="list-style-type: none"> • Establish a dedicated resource/team to manage/coordinate the responsibilities of the LGFSG. • Establish and consult with a Local Government Emergency Management Advisory Group. • Document and implement a plan to review and maintain the LGFSG Plan. • Establish and implement a Lessons Learned process and guide. • Review relevant emergencies and/or planned events to ensure operational improvements are incorporated into the LGFSG Plan.
<p>9</p>	<p>The LGFSG is unable to resource the operational functional roles of the Group on a rolling 24-hour basis.</p>	<ul style="list-style-type: none"> • Establish a dedicated resource/team to manage/coordinate the responsibilities of the LGFSG. • Establish and consult with a Local Government Emergency Management Advisory Group. • Establish and maintain a comprehensive education and development program – including an exercise program. • Establish and implement a comprehensive communications and engagement strategy with LGO/s. • Establish and maintain regular communications with LGO/s. • Prepare and regularly review the LGFSG Plan and Operational Manual.



7. Support Required by the Functional Support Group

The LGFSG may require the following support from other agencies in the case of an emergency. Agencies will be approached directly to provide this support during the incident.

Support	Description
Common Operating Picture	<p>The LGFSG and LGO/s will require access to relevant operational information – the Common Operational Picture (COP). This includes but not limited to:</p> <ol style="list-style-type: none"> 1. Who will hire various equipment and what element of work will each party attend, and; 2. Communications to mitigate parties attending to the same hazard and better ensuring appropriate prioritisation of work.
Public Information and Media	<p>The LGFSG and LGO/s will require access to and input into (as appropriate) the relevant Information, Alerts and Warnings issued by the control agency.</p>
Quarantine Management and Information Flows	<p>SA Health and Primary Industries and Regions SA to supply policy and descriptions of how LGFSG support will be provided within a '<i>Quarantine Zone</i>'.</p>
Hazmat Information & Advice	<p>MFS and CFS to supply policy and descriptions of how LGFSG support will be provided within a '<i>Hot Zone</i>' – including advice on the most appropriate personal protective equipment (PPE).</p>
Sandbags	<p>The LGFSG and LGO/s may require access to the state cache of sandbags and access to the raw materials as necessary – ie: once the capacity of a council or councils have been exhausted.</p>
Mapping / Intelligence	<p>The LGFSG and LGO/s will require access to relevant operational information in the form of mapping (GIS) and intelligence information.</p>



8. Requirements of LGFSG from other SEMP Plans

The following table describes the requirements of the LGFSG from other plans.

Plan	Requirement	Method of achieving
Urban Search & Rescue Capability Plan	TBA	
Terrorism Hazard Plan	TBA	
Flood Hazard Plan	TBA	
Mass Casualty Capability Plan	TBA	
Rural Fire Hazard Plan	TBA	
Urban Fire Hazard Plan	TBA	
CBRNE Capability Plan	TBA	
Animal & Agriculture Hazard Plan	TBA	



9. Activation of LG Functional Support Group

The LGFSG is activated and is active in at least Standby Mode at all times (refer to Section 10). The LGFSG will however change its Mode of Operation (ie: level of operational activity) to reflect whether there is an emergency happening at that time or whether there are no emergencies requiring the support of the LGFSG at that time.

Advice of an incident may be received from many sources, however primary advice regarding an activation will come from the emergency services and may also be triggered by:

- an impending event (e.g. extreme weather predicted by the BOM);
- control agency, support agency or other functional support group;
- activation of the SEC or ZEST, or;
- a request is received from a representative of an LGO to activate this plan.

9.1. Requesting Support from Local Government Functional Support Group

The LGFSG State Duty Officer (SDO) is the first point of reference for any agency or LGO to establish contact with the LGFSG. The SDO is available **(24/7) by phoning 8120 1720**



The SDO will respond to agency and LGO requests and act as the conduit for information about actual or impending situations relevant to the LGFSG. Other LGA-SA staff and/or organisations will be notified as appropriate.

Response arrangements and key functional support group contact details are contained in the LGFSG Operations Manual and LGFSG Database which is updated twice a year.

The SDO will initiate any change to the LGFSG Mode of Operation and disseminate information about relevant aspects relating to the incident or situations that may develop into an incident, to the LGFSG Manager and other relevant personnel involved with the LGFSG.

Once notified of a SEC/ZEST activation, the SDO will follow pre-planned activation processes and will ensure suitable liaison and support staff attend these locations as required. A list of personnel is maintained to ensure suitably trained and experienced staff are available for this purpose.

The SDO will maintain oversight of the incident to determine if activation of the State Command Centre – Local Government (SCC-LG) is required to provide coordination of local government response activities. Activation of the SCC-LG may occur when the SEC/ZEST is not operating or may coincide with the activation of the SEC/ZEST.

- Primary location of the SCC-LG - Ground Floor, 148 Frome Street Adelaide.
- Alternate A location of the SCC-LG: **a Metro Council**
- Alternate B location of the SCC-LG: **a Country Council**

Note: Alternate SCC A will be in the metropolitan area, alternate B will be in a regional area.



10. Operation of the LG Functional Support Group

The LGFSG uses four (4) Modes of Operation as follows:



The LGFSG-SDO will determine which Mode of Operation is appropriate at the time.



Standby Mode is the normal *'day-to-day'* or *'business-as-usual'* mode of operation for the LGFSG. This mode of operation is for when there are no active emergencies requiring the support of the LGFSG. The LGFSG is active and is operating on an ongoing basis (ie: daily and via an on-call / after-hours roster) as well as a planning and maintenance capacity, in support of LGO/s meeting the objectives of the SEMP.

Activities considered appropriate in this mode are:

- preparing and reviewing plans;
- training and educating personnel;
- exercising and testing processes and procedures, and;
- maintaining situational awareness.



The LGFSG will move to the **Alert Mode** of Operation on receipt of any warnings, or information relating to any emergency that is about to impact on one or more local government areas. It is important that information be relayed to all relevant key personnel and organisations that may become involved in the incident.

Activities considered appropriate in this mode are:

- alerting key personnel and confirming their availability to be rostered;
- determining communication arrangements, and;
- establishing the flow of information between the LGFSG and control agencies, support agencies, other functional support groups and LGO/s.



The LGFSG will move to the **Response Mode** of Operation when an emergency is impacting on one or more local government areas and the support of the LGFSG is requested/required to support the control agency via the relevant LGO/s. Such requests may come from the control agency or an LGO. All control agencies, support agencies and functional support groups are committed to containing and then controlling all emergencies as soon as possible.

Activities considered appropriate in this mode are:

- mobilise personnel/equipment as requested/required;
- produce Situation Reports (SITREPs) on regular basis for the control agency Incident Management Team (IMT) or Controller;
- manage relevant organisational resources as necessary;
- deploy additional resources as required; and;
- raise strategic issues/problems for discussion and resolution at a higher level.



The LGFSG will move to the **Recover Mode** of Operation when an emergency is brought under control and the control agency has commenced the transition to recovery process.

Activities considered appropriate in this mode are:

- supporting the State/Local Recovery processes as appropriate;
- relieving and resting personnel not essential to recovery processes;
- resupplying and reinstating equipment (ie: return to normal operations);
- capturing of costs, damages and supporting documentation;
- waste management in and around the area/s impacted, and;
- planning and conducting debriefing and lessons learned processes.

Notes:

- Some emergencies may require the LGFSG to move directly to the Response Mode of Operation without moving through the Alert Mode.
- Once the incident is complete the LGFSG will return to the Standby Mode of Operation and will continue to be active in a planning and maintenance capacity, in support of Local Government Organisations meeting the objectives of the SEMP.
- The LGFSG State Duty Officer (LGFSG-SDO) will determine which Mode of Operation is appropriate to the circumstances at the time.



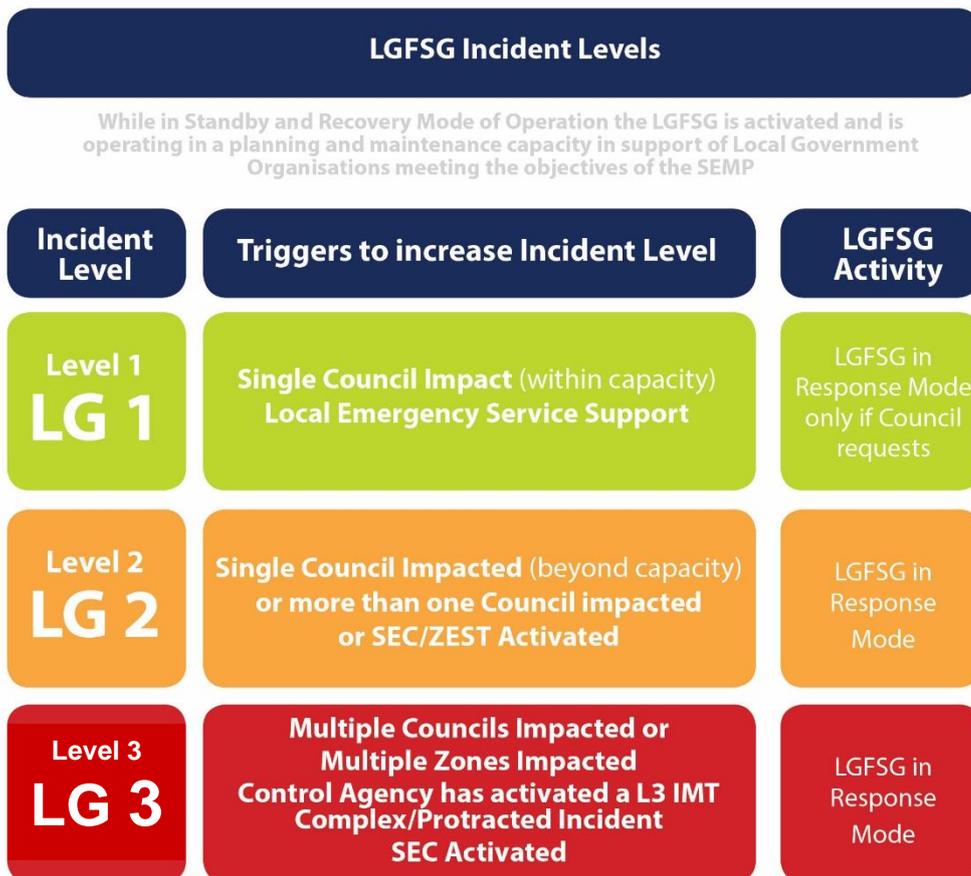
10.1. Response Activities

While in Response and/or Recovery Modes of Operation, all response activities of the LGFSG will be performed under the base foundation of the i-Responda Program and will receive the continued coverage of the LGA Schemes.

At all times, all operations of the LGFSG will be conducted in accordance with best practice incident management principles – in particular:

- Flexibility;
- Management by Objectives;
- Functional Management;
- Unity of Command, and;
- Span of Control.

In a similar manner to the incident management system as used by the majority of control agencies – the Australasian Interservice Incident Management System (AIIMS), the LGFSG has three (3) Incident Levels:





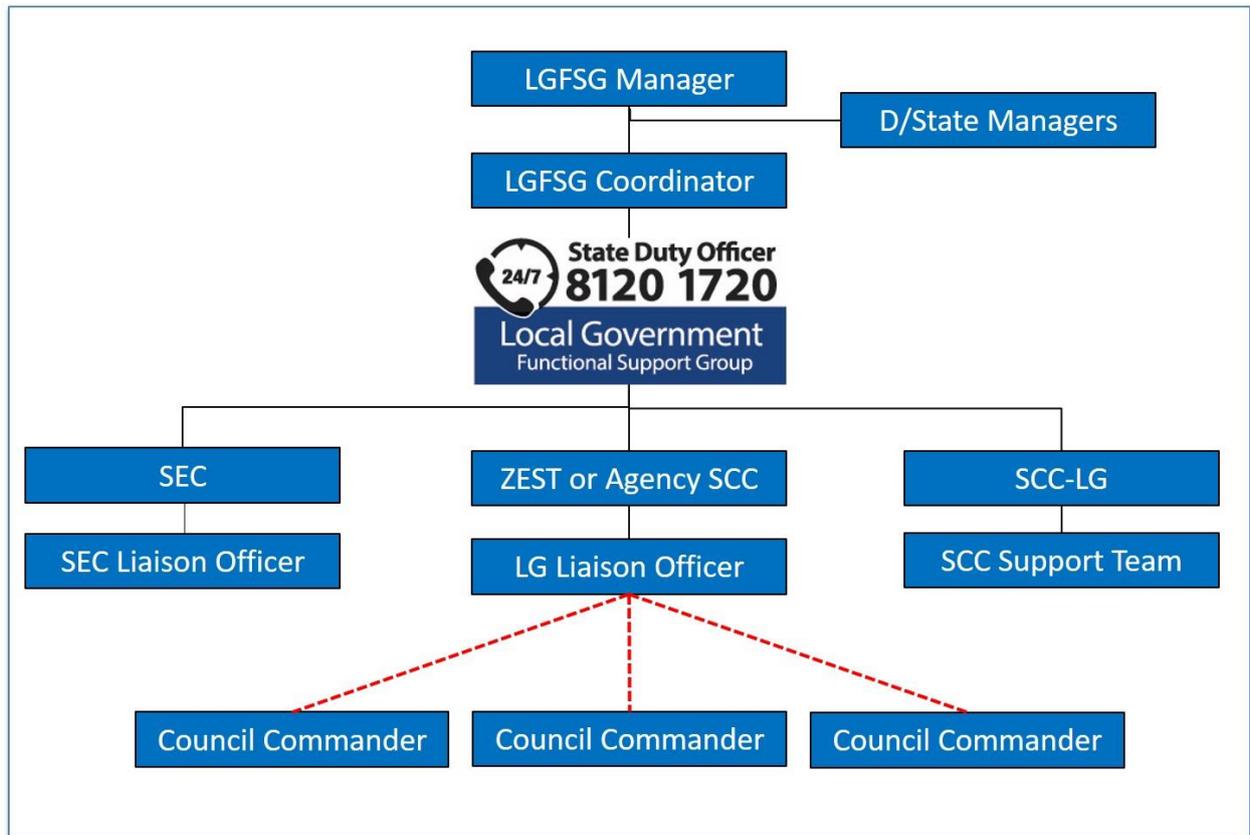
10.2. Command and Control

Activities during significant incidents will require local government resources on the scene of an emergency to be under the Control of the Incident Controller (IC) as determined and appointed by the control agency.

The LGFSG functions will be carried out in accordance with the structure as shown below and will be supported by incident management procedures. While LGO/s may support and participate in the LGFSG, they retain Command of their own staff and resources at all times.

10.3. Functional Structure – Key Functional Roles

The Functional Structure of the LGFSG is shown below.





10.4. Roles and Responsibilities of Key Functional Roles

A detailed list of the roles and responsibilities for the following positions is available in the LGFSG Operations Manual however a brief summary of the roles of the key functional roles have been provided below:

- **LGFSG Manger (LGFSG-M)**
Appointed as a function of Part 2 (Arrangements) of the State Emergency Management Plan (SEMP), the LGFSG Manager is responsible for authorising the LGFSG Plan and is accountable to the SEMC for the overall preparedness and performance of the LGFSG.
- **LGFSG Deputy Manager/s (LGFSG-DM)**
As per the LGFSG Manager – only filled when Manager not available.
- **LGFSG Coordinator (LGFSG-C)**
Appointed by the LGFSG Manager, the LGFSG Coordinator operates under the delegated authority of the LGFSG Manager and is responsible for the ‘*day-to-day*’ management of the LGFSG when the LGFSG is not operating in Response or Recovery Mode (ie: when there are no emergencies happening). The LGFSG Coordinator is responsible for preparing and authorising the LGFSG Operations Manual. The LGFSG Coordinators key operational role is to support the State Duty Officer (SDO) and LGFSG Manager during an incident.
- **LGFSG State Duty Officer (LGFSG-SDO)**
Appointed by the LGFSG Manager, LGFSG State Duty Officers operate under the delegated authority of the LGFSG Manager. LGFSG State Duty Officers are the primary point of contact for the LGFSG during an emergency and are responsible for the coordinating the functions of the LGFSG while operating in either the Response or Recovery Mode.
- **LG Liaison Officer (LG-LO)**
Responsible for liaison and coordination of Local Government at a ZEST, control agency IMT and/or a control agency State Command Centre (SCC).
- **Council Commander (CC)**
Responsible for the Command of their respective council resources and will be the primary decision maker for their council’s involvement in all incidents.
- **State Emergency Centre Liaison Officer (SEC-LO)**
Responsible to support SEC operations by facilitating two-way communications between the SEC and the LGFSG State Duty Officer or, if activated, the State Command Centre – Local Government (SCC-LG).
- **Local Government Support Officer (LG-SO)**
Responsible to support the operations of an LGO and/or the LGFSG.

Note: These roles represent the functions to be carried out in support of the objectives of the SEMP, it does **NOT** represent a hierarchy or a Chain of Command.



11. Recovery Activities

11.1 LGFSG Debrief

At the completion of the incident, the LGFSG-SDO is responsible to ensure that '*Hot Debriefs*' are conducted with the relevant persons involved.

The LGFSG Coordinator is responsible for the conduct of a LGFSG debrief

The LGFSG debrief will be completed and a report prepared for the LGFSG Manager for inclusion in the multi-agency incident debrief.

Actions required from these debriefs will be coordinated and followed up by the LGFSG Coordinator.

11.2 Multiagency Incident Debrief

Within three (3) weeks of the completion of the response phase, a formal multi-agency debrief will be convened to ensure lessons experienced are shared. The LGFSG will participate in the multiagency debrief. Details of multi-agency debriefs are provided to the SEMC.

11.3 Local Recovery Committee's (LRC)

The LRC's are instigated on an '*as-needed*' basis, with membership coming from state government agencies, local councils (affected by the event), local community groups and non-government organisations (NGOs). The LGFSG does not hold a formal role on these committees, however a Local Government Liaison Officer (LG-LO) may attend where a coordinating role is anticipated to be required, and this decision will be made in consultation with affected councils after appropriate notification to the Council Commander by the LGA-SA.



12 Appendices

12.2 Appendix A – Complete list of Local Government Organisations (LGO's)

Local Govern Organisation	Type	Local Govern Organisation	Type
City of Adelaide	Council	District Council of Mallala	Council
Adelaide Hills Council	Council	District Council of Mount Barker	Council
Alexandrina Council	Council	District Council of Mount Remarkable	Council
Barossa Council	Council	District Council of Orroroo Carrieton	Council
Berri Barmera Council	Council	District Council of Peterborough	Council
Campbelltown City Council	Council	District Council of Robe	Council
City of Burnside	Council	District Council of Streaky Bay	Council
City of Charles Sturt	Council	District Council of Tumby Bay	Council
City of Holdfast Bay	Council	District Council of Yankalilla	Council
City of Marion	Council	District Council of Yorke Peninsula	Council
City of Mitcham	Council	Flinders Ranges Council	Council
City of Mount Gambier	Council	Kangaroo Island Council	Council
City of Norwood, Payneham and St Peters	Council	Kingston District Council	Council
City of Onkaparinga	Council	Light Regional Council	Council
City of Playford	Council	Mid Murray Council	Council
City of Port Adelaide Enfield	Council	Municipal Council of Roxby Downs Council	Council
City of Port Lincoln	Council	Naracoorte Lucindale Council	Council
City of Prospect	Council	Northern Areas Council	Council
City of Salisbury	Council	Port Augusta City Council	Council
City of Tea Tree Gully	Council	Port Pirie Regional Council	Council
City of Unley	Council	Regional Council of Goyder	Council
City of Victor Harbor	Council	Renmark Paringa Council	Council
City of West Torrens	Council	Rural City of Murray Bridge	Council
Clare and Gilbert Valleys Council	Council	Southern Mallee District Council	Council
Coorong District Council	Council	Tatiara District Council	Council
Corporation of the City of Whyalla	Council	Town of Gawler	Council
Corporation of the Town of Walkerville	Council	Wakefield Regional Council	Council
District Council of Barunga West	Council	Wattle Range Council	Council
District Council of Ceduna	Council	Wudinna District Council	Council
District Council of Cleve	Council	Central Local Government Region	RLGA
District Council of Coober Pedy	Council	Local Government Association of SA	LGA-SA
District Council of Copper Coast	Council	Eyre Peninsula LGA	RLGA
District Council of Elliston	Council	Limestone Coast LGA	RLGA
District Council of Franklin Harbour	Council	Murraylands and Riverland LGA	RLGA
District Council of Grant	Council	LGA Mutual Liability Scheme	LGA
District Council of Karoonda East Murray	Council	LGA Asset Mutual Fund	LGA
District Council of Kimba	Council	LGA Workers Compensation Scheme	LGA
District Council of Lower Eyre Peninsula	Council	Southern and Hills LGA	RLGA
District Council of Loxton Waikerie	Council	Spencer Gulf Cities Association	RLGA



13 Glossary and Acronyms

13.2 Glossary

This glossary provides definitions for terms used within this plan. It is essential that terms are understood and used in their correct context.

Term	Definition
Command	The direction of members and resources of an organisation in the performance of the organisations roles and responsibilities.
Control	The overall direction of emergency management activities in an emergency. Authority for control carries with it the responsibility for tasking and coordinating other organisations in accordance with the situation.
Control Agency	The agency who, for the time being, is responsible for overall Control of an emergency. The control agency for emergencies will be determined by legislation and/or as identified in the SEMP (see section 20(1)(a) of the Act).
Coordination	The bringing together of organisations and elements to ensure an effective response, primarily concerned with the systematic acquisition of resources in accordance with the requirements imposed by the threat or impact of an emergency.
Council or Local Council	The individual organisations that make up the 68 Councils. The term Council is <u>not</u> to be confused with the Elected Member body.
Fire Control Line	A natural or constructed barrier, or treated fire edge, used in fire suppression and prescribed burning to limit the spread of fire.
Hot Debriefs	A lesson learned process carried out as soon as possible after a shift or after the incident or exercise has ended, when all the key people are still present and any lessons learned can immediately influence future events. Minor details aren't lost because of time delay, or a later emphasis on the bigger issues.
Hot Zone	Hot zone, also written as hot-zone or hotzone, refers to an area that is considered to be dangerous. It generally entails special equipment to protect occupants, because there is a high risk of danger to the public and ESOs.



Term	Definition
Participating Agencies	For the purposes of this plan, the participating agencies are Local Government Organisations – specifically the LGA-SA, Councils and RLGA/s.
LGFSG Coordinator	The person employed by the LGA-SA to coordinate the LGFSG – this is a non-emergency based role.
Local Government	The collective (or Sector) of Local Government, including the 68 Councils.
Local Government Organisations	Refers to the LGA-SA, Councils (x68) and Regional LGA/s (x6)
Quarantine Zone	A zone established to isolate an area - imposed to prevent the spread of an undesirable substance or effect.
Capability	The power or ability to deliver a function or activity.
Capacity	The number of each capability able to be provided by the LGO/s in the LGFSG



13.3 Acronyms

The Acronyms provided are in addition to those included in Part 2 of the SEMP and would primarily be used by functional support group agencies, but may also apply to other plans.

Acronym	Meaning
24/7/365	24 hours a day, 7 days a week, 365 days per year
AGD	Attorney-General's Department
AIIMS	Australasian Inter-Service Incident Management System
BOM	Bureau of Meteorology
CFS	Country Fire Service
CIMT	Council Incident Management Team
CRIMSON	Critical Resource Incident Information Management System
DCSI	Department of Communities and Social Inclusion
DEWNR	Department of Environment, Water and Natural Resources
DPC	Department of the Premier and Cabinet
DPTI	Department of Planning Transport and Infrastructure
DSD	Department of State Development
EM	Emergency Management
ESO	Emergency Service Organisations (generally control agencies)
FSG	Functional Support Group
GRN	Government Radio Network
IAP	Incident Action Plan
IC	Incident Controller
ICCS Plus	Incident Command and Control System Plus
ICT	Information and Communication Technology
IMT	Incident Management Team
IMI	Identified Major Incident – <i>State Emergency Management Act</i>
LG	Local Government
LGA-SA	Local Government Association of South Australia
LG1	LGFSG – Level 1 Incident



Acronym	Meaning
LG2	LGFSG – Level 2 Incident
LG3	LGFSG – Level 3 Incident
LGFSG	Local Government Functional Support Group
LGO/s	Local Government Organisation/s – LGA-SA, Councils, RLGA/s
LRC	Local Recovery Committee
ME	Major Emergency – <i>State Emergency Management Act</i>
MFS	Metropolitan Fire Service
OCA	Outback Communities Authority
PIRSA	Primary Industries and Regions South Australia
RCC	Regional Command Centre
RLGA	Regional Local Government Association
SACAD	South Australian Computer Aided Dispatch
SAFECOM	South Australian Fire and Emergency Services Commission
SAPOL	South Australian Police
SCC	State Command Centre / State Control Centre
SCC-LG	State Command Centre – Local Government
SEC	State Emergency Centre
SDO	State Duty Officer
SEC CIMS	State Emergency Centre Critical Incident Management System
SEMP	State Emergency Management Plan
SES	State Emergency Service
SESIIMS	State Emergency Service Incident Information Management System
SITREP	Situation Report
ZEST	Zone Emergency Support Team
ZEMC	Zone Emergency Management Committee

The above acronyms also apply to the other plans that make up the SEMP.



14 Document Control

Version	1.0 – DRAFT for State Assurance
Classification/DLM	<p>For Official Use Only (I3 A4)</p> <p>Information must only be shared on a need-to-know basis</p> <p>Integrity 3</p> <p>HIGH requirement meaning that a loss of integrity would cause significant embarrassment and disruption and might be difficult to detect.</p> <p>Availability 4</p> <p>ABSOLUTE requirement meaning that recovery must be virtually instantaneous (no longer than a few minutes).</p>
Authority	State Emergency Management Committee pursuant to Section 9(1)(b) of the <i>Emergency Management Act 2004</i>
Managed & Maintained by	LGFSG Coordinator – Scott Loechel
Issued	
Review Date	



Emergency Management

Local Government Association
of South Australia

i-Responda

Field Guide 2019 **V1**



**A quick reference for
Local Government Workers
supporting emergencies**

lga.sa.gov.au/emergencymanagement

Ordinary Operations in Extraordinary Situations

Introduction

The i-Responda Field Guide has been developed by local government in cooperation with control agencies as a quick reference guide to be used in the field by all local government workers. This should be used to reinforce and prompt appropriate actions and processes during the support of control agencies and emergency services during emergencies.

This operations field guide covers such topics as; i-Responda action plans, hazard identification, situational assessment and survival reminders.

This i-Responda Field Guide is intended to be used by local government workers who have undergone i-Responda training.

It is important that all local government workers keep within the i-Responda principle of ***ordinary operations in extraordinary situations***.

It is recommended that the local government workers regularly refresh their knowledge contained in the i-Responda Field Guide to be better prepared to work effectively and safely in the event of attending an emergency. Particularly, the emergency actions and survival reminders.

This field guide has been designed so that printed copies can be stored in operational vehicles, viewed online including as part of the i-Responda app and will be given to all participants in i-Responda development activities.

We value feedback and encourage all councils to provide the opportunity for their workers to contribute their comments to the LGA Emergency Management Support Unit via emergencymanagement@lga.sa.gov.au

Scott Loechel

Manager

LG Emergency Management Operations

**The i-Responda Operating Platform
is supported by:**



Mutual Services

**Local Government Association
of South Australia**



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Caught in a bushfire

Distance

No Fuel

Seek Barriers

Caught in fast moving water

Distance

Feet Up & Swim 45°

Windows, Seat belts, Roof & others

Caught in severe storm

Look out & up

Avoid trees

Seek Shelter

Find hazardous material (hazmat)

Distance

Go Up Wind

Go Up Slope

Caught in an earthquake

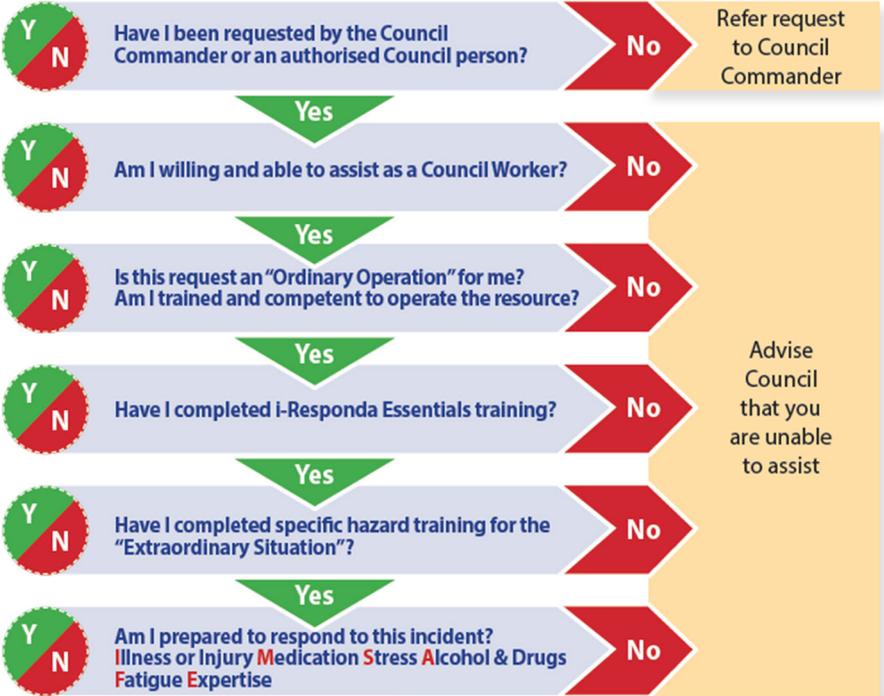
Drop

Cover

Hold

Worker Action Plan

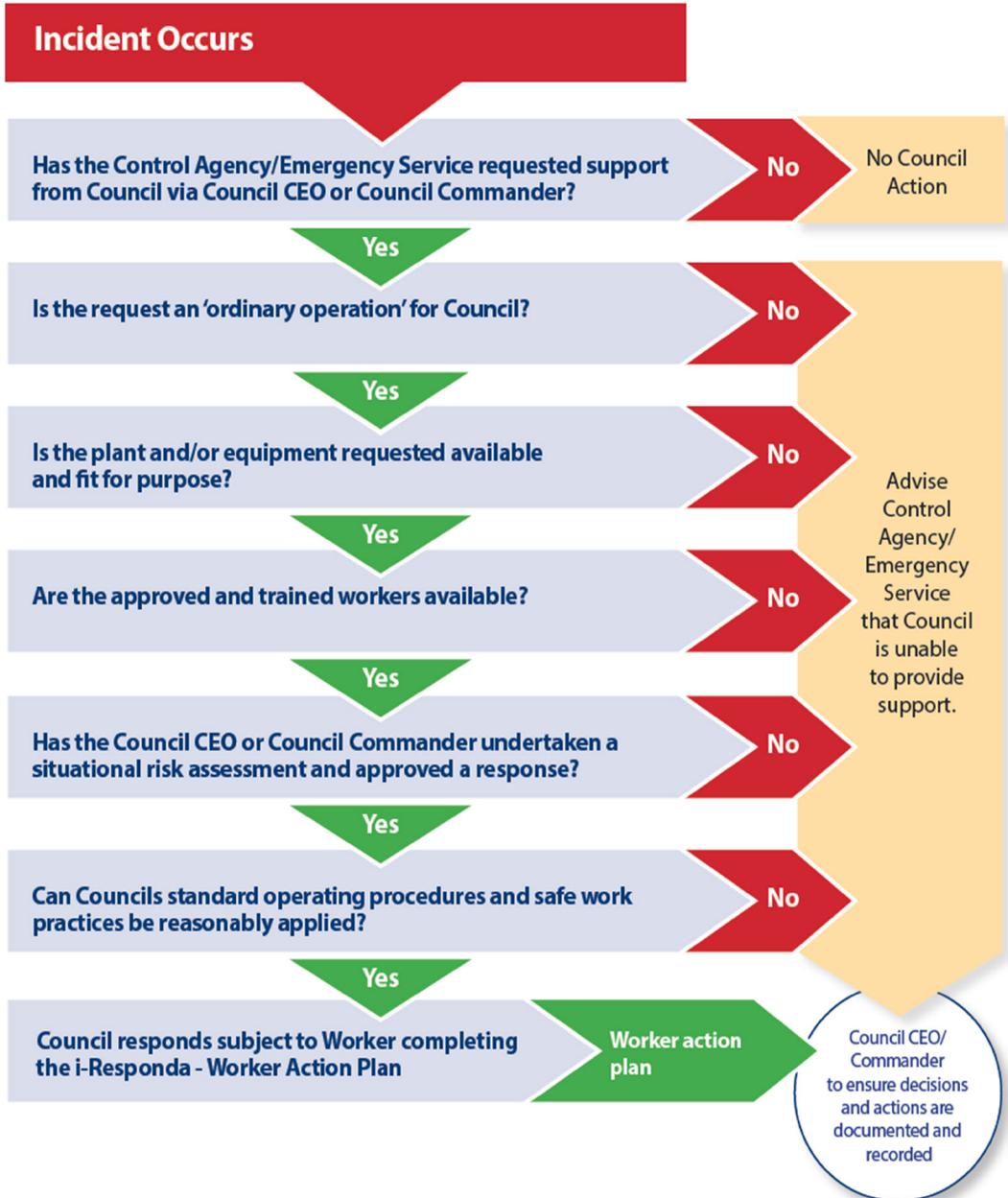
i
questions
 ask yourself these things



Start responding and consider these points ← **Yes**

- R** **React & Report** React and report to the commander get a briefing (SMEACS-Q)
- e** **Exact Details** Confirm details – Who, What, Where, When, How
- S** **Safety Always** Follow your SOP's and stay in touch (Phone/Radio)
- p** **Protect & Plan** Protect yourself, your mates, & your equipment, wear PPE & Plan your exit
- o** **Observe** Maintain Situational Awareness and keep your RADAR up
- n** **Never & NO** Never do anything you are not sure about & it's OK to say NO!
- d** **Debrief & Depot** Hot debrief before leaving the incident & return to the depot
- a** **Arrive Home** Arrive home safe & sound

Commander Action Plan



Critical Control Checklists

Ensure all of the following points are checked off in the affirmative.

Before leaving the depot



- Are you wearing appropriate personal protective clothing?
- Personal Protective Equipment (head, eye, respiratory, hand & footwear)
- If working at a bushfire, do you have a workers bushfire kit?
- Have you established an appropriate communications plan with your supervisor or nominated local government officer?
- Is your equipment (i.e. plant or vehicle) appropriate for task?
- Is your equipment in good operational order?

Before entering the emergency (i.e. fire-ground or flooded area)

- Have you received a detailed briefing of your task?
- Have you planned your emergency actions?
- Have you established an appropriate communications plan with your nominated agency officer (i.e. CFS or SES crew commander)?

While in the emergency zone

- Are you remaining situationally aware, alert and vigilant by using RADAR?
- Are you working as a team member?
- Are you staying in close communications with your supervisor and agency officer?
- Are you monitoring the weather (i.e. wind strength and direction and/or thunderstorms etc)?
- Do you have the time and space to complete your task?
- Are you monitoring fatigue and ensuring regular rest, meal and hydration?

RADAR Dynamic Assessment

When you become involved in an emergency situation you must always pay attention to what is happening around you. **Keep your Situational Awareness RADAR up!** And before rushing into any action, it is important to initially **STOP** and make use of the dynamic assessment tool, RADAR:



React	React to observations / communications Identify hazards & risks as they are observed
Assess	Assess observations / communications Evaluate the hazards & risks by understanding the information
Decide	Decide Make a plan of how best to mitigate or tackle the hazards & risks
Action	Action your plan Put the plan into action based up upon your decisions
Review	Review Your situation, decisions & actions continuously



When something appears on your RADAR, initially **STOP** and make use of the dynamic assessment tool

SMEACS-Q Briefings & Handovers

Situation	Precise overview of the current situation. What is happening? Where is it now? Where is it going? What is it impacting? What resources are committed and available?
Mission	A concise single purpose statement of the overall objective. This statement may have three components: Purpose; Method; Outcome i.e. who, what, where, when and why.
Execution	What objectives, strategies, tactics and tasks will be implemented and how.
Administration & Logistics	Sufficient details to enable the provision of administration, logistics and welfare to be clearly identified i.e. Food, Water, Fuel etc
Command & Communication	What is the Command Structure (i.e. who is the Incident Controller, who is the Council Commander and local Government liaison, etc.) and Communications Procedures? i.e. Chain-of-Command, Communications Plan (i.e. radio frequencies, telephone numbers) & Call Signs; Reporting requirements.
Safety Issues that may impact on safety	Personnel safety and welfare must be considered at all times, including i-Responda action plan. The safety messages conveyed must include: predicted weather changes; known and anticipated hazards; anchor points/safe zones and escape routes; location of first aid/medical facilities; public safety issues.
Questions	Ensure that key points are known and understood by asking for clarification.

SITREPS Situation Reports

Situation	What is happening? Confirm exact location of the incident.? Condition/Status of the incident? Prediction for outcome (Incident Objective)? Contact details for further information?
Impacts	What are the possible consequences of the emergency? What is it going to impact on? Life / assets at risk? Direction of travel?
Tactics	What are you doing? Current Activity. Planned Activity.
Resources	What resources does your organisation have on scene? What/who else is required? Access and egress for other resources? Location of Assembly / Staging Areas?
External agencies	Who else is involved? CFS? SES? SAPOL? Other councils? Specifically, identify them and summarise their activities.
Problems:	What problems exist or may arise?
Safety Issues that may impact on safety	Safety issues or hazards personnel need to be aware of.

Hot Debriefs

A **hot debrief** is a simple short discussion carried out as soon as practicable at a shift change or completion of a task or after the incident at an appropriate time. A hot debrief will involve those in the field operations, supervisors and/or commanders. The intent is to discuss the main issues while the key people are still present and any incident observations can be recorded.

Wellbeing	Check on everyone's wellbeing. Look for hints or distress reaction(s) in individuals
Safety	Ensure any health and safety issues are debriefed
Plans & Procedures	Did our plans and procedures work under operational conditions?
Improvements	What must be changed or improved?
Retain	What must be changed or improved?
Record	Record observations In line with lessons management

Bushfire

On high fire danger days

A definition of a High Fire Danger Day is: *A day that is predicted or is actually rated as High or above* (i.e. Very High, Severe, Extreme, Catastrophic). It is recommended that you:

- Monitor conditions (particularly if a fire starts)
- Refresh your knowledge of the warning alerts
- Review your personal survival plans (for if caught in a bushfire)

Be aware of the hazards

- **Radiant heat & flames** (Distance, barrier and no fuel or less fuel)
- **Heat illness** (Drink water and rest periodically)
- **Bombers** (Stay clear of the fire edge; or in a vehicle or building)
- **Downed live power lines** (Stay clear)
- **Falling trees** (Try and stay clear of burning or burnt trees)
- **Low visibility** (Extra care taken when on roads for traffic)

Red Flag Warnings

Is a message issued when there is a significant change to any critical information that may adversely affect the safety of personnel at an incident.

- Must be passed to all personnel, at all levels, at the incident.
- Transmission, receipts and acknowledgement to be lodged (ie; written down) at each level within the chain of command.

Rule of thumb: when threatened by Radiant Heat:

Seek one or two or all of the following:

- **Distance** from the fire;
- **Barrier** between you and the fire
- **No fuel or less fuel** around and/or between you and the fire.



Hazardous Materials

Hazardous Material is any material that without adequate safeguards may contaminate the environment and/or threaten life or property.

Recognizing Danger

Hazard Indicators that may indicate hazardous materials include:

- A Rainbow sheen on water surfaces
- Visible vapours, peculiar smells
- Containers deformed or damaged
- Operation of pressure relief valves
- Smoking or self-igniting substances
- Peeling or discolouration of a container
- Spattering or boiling of unheated substances.
- Rapid or increased fire behaviour or development

Taking Action

- If suspicious of the presence of a hazardous material, **retreat to a safe distance**, (at least 25 metres), take into consideration the gradient and wind direction, ensuring you are **up slope, and, up wind**.
- From that safe distance **call 000 and** note relevant information for the emergency services.
- **Do not re-enter the scene** and do not leave the area until cleared by the Hazmat authority.

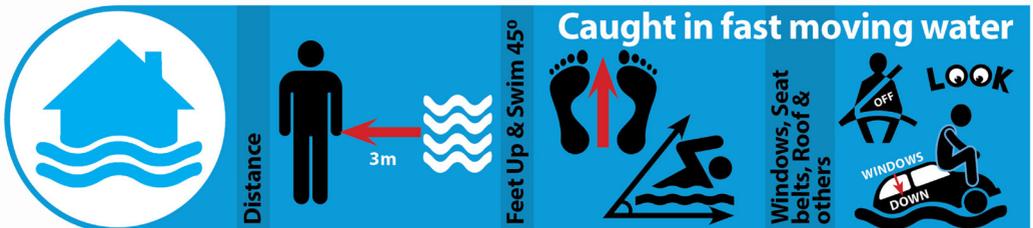


Water

In the context of this subject we are referring to those emergencies that involve floodwater or swiftwater or both. Life threatening situations in these circumstances can develop quickly and require immediate action. Firefighters, police officers and members of the supporting agencies (i.e. council workers) can all become victims during these events. Therefore, worker safety ultimately depends on education and training.

General safety: working near floodwater and swiftwater

- Maintain your situational awareness.
- Don't shortcut your personal safety.
- Wear floatation devices if work is undertaken within 3 metres of floodwater/swiftwater.
- Wear suitable personal protection equipment – windproof and waterproof clothing/ wetsuits, eye protection, face masks, head gear, slip-proof footwear.
- Work with a partner or preferably a team when working in or around water.
- Avoid entering the water either on foot or in a vehicle.
- Keep informed about weather patterns and weather forecasts and act quickly on any advice.
- Team to be briefed on tasks to be conducted on or around water.
- Plan tasks to be undertaken around water to identify hazards and eliminate injury; include a medivac plan.
- Communication devices to be waterproof where possible, suitable to area of operation and tested before departure.
- Work in areas where the footing is stable.
- Do not attempt to stand in or cross swift moving water.
- Monitor/rotate personnel and ensure regular rest, meal and hydration breaks.



Storm

Lightning Safety Tips

- If thunderstorms are imminent, postpone outdoor activities.
- Move to a sturdy shelter or vehicle.
- Stay away from tall objects such as trees or towers or poles in case of lightning strike.
- 30/30 rule – if the time between lighting and thunder is 30 seconds or less, go to a safe shelter. Stay there until 30 minutes after the last rumble of thunder.
- Avoid all unnecessary travel.

Severe Thunderstorm Winds

- Don't underestimate the power of strong thunderstorm winds they can reach speeds of 100 to 200 kph.
- If a severe thunderstorm warning is announced seek shelter.
- Stay away from windows and go to the basement or interior room/hallway. Do not use electrical appliances.
- Be aware that tall trees can be uprooted, objects can be propelled through the air i.e. sheets of corrugated iron.
- Powerful winds can overturn vehicle(s) or even make a person airborne when they get up over 150 kph.



Look out & up



Avoid trees



Caught in severe storm

Seek Shelter



Earthquake

An earthquake is the shaking and vibration of the Earth caused by underground movement along a fault plane or by volcanic activity. Earthquakes happen without warning. Most earthquake-related injuries and deaths result from falling debris when shocks damage or demolish buildings and other structures. Earthquakes can also cause:

- Fires - from ruptured gas lines
- Landslides and rock falls
- Damage to containers holding hazardous materials
- Tsunamis
- Soil liquefaction.

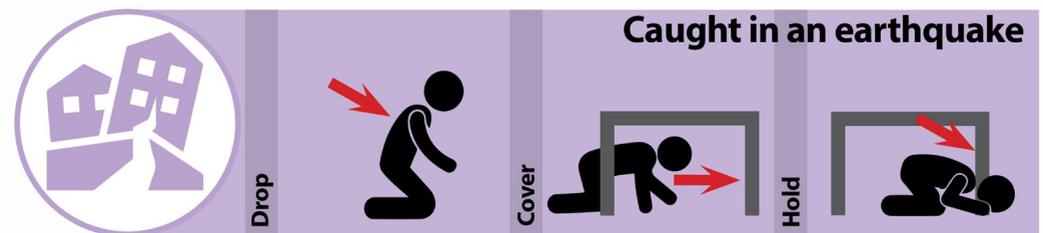
In a severe earthquake, it is absolutely vital that people respond immediately. Confusion about what to do can result in people being seriously injured or killed. In the event of an earthquake:

- **Drop**
- **Cover**
- **Hold**

If you are inside a building, move no more than a few steps, then Drop, Cover and Hold. Stay indoors till the shaking stops and you are sure it is safe to exit.

If you are outdoors, find a clear spot away from buildings, trees, and power lines. Drop to the ground, Cover and Hold. Stay there until the shaking stops.

If you are driving, pull over to a clear location, stop and stay there with your seatbelt fastened until the shaking stops. Once the shaking stops, proceed with caution and avoid bridges or ramps that might have been damaged.



DRSABCD action plan



In an emergency call **triple zero (000)** for an ambulance

D

DANGER

Ensure the area is safe for yourself, others and the patient.

R

RESPONSE

Check for response—ask name—squeeze shoulders

No response

- Send for help.

Response

- make comfortable
- check for injuries
- monitor response.



S

SEND for help

Call Triple Zero (000) for an ambulance or ask another person to make the call.

A

AIRWAY

Open mouth—if foreign material is present:

- place in the recovery position
- clear airway with fingers.

Open airway by tilting head with chin lift.



B

BREATHING

Check for breathing—look, listen and feel.

Not normal breathing

- Start CPR.

Normal breathing

- place in recovery position
- monitor breathing
- manage injuries
- treat for shock.



C

CPR

Start CPR—30 chest compressions : 2 breaths

Continue CPR until help arrives or patient recovers.



D

DEFIBRILLATION

Apply defibrillator if available and follow voice prompts.

© St John Ambulance Australia. St John encourages first aid training as this information is not a substitute for first aid training.

Contacts & Links

<p>Life threatening situations Police, Fire, Ambulance</p>	
<p>Police Attendance 131 444</p> 	<p>Flood & Storm response 132 500</p> 
<p>Bushfire Information 1800 362 361 www.cfs.sa.gov.au</p> 	<p>Weather (BOM) http://www.bom.gov.au/sa/</p> 
<p>Recovery Information 1800 302 787 www.sa.gov.au/recovery</p> 	<p>LGFSG State Duty Officer 8120 1720 24/7</p> 
<p>Crisis Support 131 114</p> 	<p>Traffic Management Centre 1800 018 313</p> 



Emergency Management

Local Government Association
of South Australia

lga.sa.gov.au/emergencymanagement



i-Responda Essentials

Activity Information

Key information

Council Contribution	\$0
Duration	3 hours
Maturity Level	
Delivery method	Face to Face

Introduction

i-Responda Essentials is a foundational activity that explains the principle of 'Ordinary Operations in Extraordinary Situations' and provides the basis upon which Local Government workers can work in a safe, consistent and supported way during incident operations.

Who should attend?

Any council worker, especially those with roles in incident operations including field/operational roles that may be asked to provide support to emergency services or control agencies during incidents.

Cost?

This activity is funded by LGASA Mutual so there is no cost to SA Councils

Prerequisite

There is none

Delivery

- Min of 5 Max 50 participants
- Council to provide a suitable venue
- i-Responda accredited trainer will facilitate this activity

What is covered?

- Roles and responsibilities of Local Government in incident operations
- i-Responda principle and action plans
- Working with emergency services
- Communicating during incident operations
- Incident management awareness
- Briefing, situation reports & debriefing
- Situational Awareness
- Personal Survival

Assessment & Certification

Short answer assessment and a certificate of completion is issued

Recertification of this course is recommended every 3 years, with updates annually.

This activity is funded by



Mutual Services
Local Government Association
 of South Australia

For more information

LGA - Emergency Management Support Unit
 8224 2069 emergencymanagement@lga.sa.gov.au

lga.sa.gov.au/emergencymanagement



i-Responda Bushfire

Activity Information

Key information

Council Contribution	\$1200
Duration	3 hours
Maturity Level	
Delivery method	Face to Face

Introduction

i-Responda - Bushfire course has been co designed by Local Government and the SA Country Fire Service to provide Local Government workers supporting the CFS on the fireground a basic level of bushfire safety and fire behaviour awareness, allowing Local Government workers to work in a safe, consistent and supported way during bushfire incident operations.

Who should attend?

Any council worker that is likely to provide support to the CFS during a bushfire incident and will be entering fireground.

Cost?

A cost recovery fee of \$1,200 (Excluding GST) per activity. We encourage councils to partner with each other to maximise the number of participants.

Prerequisite

A current i-Responda – Essentials certificate is a prerequisite for all participants.

Delivery

- Min of 1 Max 50 participants
- Council to provide a suitable venue
- i-Responda & CFS accredited trainer will facilitate this activity

What is covered?

- Situational Awareness
- Bushfire behaviour
- Fireground hazards
- Bushfire personal safety
- Working on the fireground
- Understanding CFS operations
- Personal survival actions

Assessment & Certification

Short answer assessment and a certificate of completion is issued

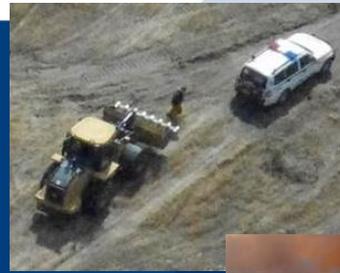
Recertification of this course is recommended every 3 years, with updates annually.



For more information

LGA - Emergency Management Support Unit
 8224 2069 emergencymanagement@lga.sa.gov.au

lga.sa.gov.au/emergencymanagement



i-Responda Bushfire Plant

Activity Information

Key information

Council Contribution	\$550
Duration	1.5 hours
Maturity Level	
Delivery method	Face to Face

Introduction

i-Responda Bushfire Plant module has been co designed by Local Government and the SA Country Fire Service. This activity provides Local Government Plant Operators, supporting the CFS on the fireground, with specific safety and bushfire awareness with the creation of Control Lines and other plant operations. This activity is an addition to the i-Responda Bushfire course.

Who should attend?

Any council plant operator who is likely to provide support to the CFS during a bushfire incident and will be working on the fireground with heavy plant and equipment.

Cost?

A cost recovery fee of \$550 (Excluding GST) per activity. We encourage councils to partner with each other to maximise the number of participants.

Prerequisite

A current i-Responda Bushfire certificate is a prerequisite for all participants.

Delivery

- Min of 1 Max 50 participants
- Council to provide a suitable venue
- i-Responda & CFS accredited trainer will facilitate this activity

What is covered?

- Situational awareness
- Plant fireground safety
- Safety around trees
- Bushfire tactics with plant
- Control line construction
- Survival actions in plant

Assessment & Certification

Short answer assessment and a certificate of completion is issued

Recertification of this module is recommended every 3 years, with updates annually.



For more information

LGA - Emergency Management Support Unit
 8224 2069 emergencymanagement@lga.sa.gov.au

lga.sa.gov.au/emergencymanagement



i-Responda Water

Activity Information



Key information

Council Contribution	\$250
Duration	2.0 hours
Maturity Level	
Delivery method	Face to Face

Introduction

i-Responda Water course has been co designed by Local Government and the SA State Emergency Service. This course provides Local Government Workers with awareness on the risks, operations and personal survival actions when working around flood and fast-moving water, allowing Local Government workers to work in a safe, consistent and supported way during water related incident operations.

Who should attend?

Any council worker, that is likely to work near flood or fast-moving water, whether in support of the SES or during council operations.

Cost?

A cost recovery fee of \$250 (Excluding GST) per activity. This activity is supported by the SES.

Prerequisite

A current i-Responda – Essentials certificate is a prerequisite for all participants.

Delivery

- Min of 10 Max 50 participants
- Council to provide a suitable venue
- i-Responda & SES accredited trainer will facilitate this activity

What is covered?

- Situational Awareness
- Safety around flood and fast-moving water
- SES incident operations overview
- Personal Survival
- Road closures

Assessment & Certification

Short answer assessment and a certificate of completion is issued

Recertification of this course is recommended every 3 years, with updates annually.



For more information

LGA - Emergency Management Support Unit
8224 2069 emergencymanagement@lga.sa.gov.au

lga.sa.gov.au/emergencymanagement



i-Responda Hazmat

Activity Information

Key information

Council Contribution	\$800
Duration	2 hours
Maturity Level	
Delivery method	Face to Face

Introduction

i-Responda HAZMAT (Hazardous Materials) course has been codeveloped by Local Government and the SA Country Fire Service. This course is designed to support Local Government workers who come across hazardous materials in their normal work in understanding what is a hazardous material and the actions they can take to protect themselves and others.

Who should attend?

Any council worker who may be exposed to hazardous materials during their ordinary operations.

Cost?

A cost recovery fee of \$800 (Excluding GST) per activity. We encourage councils to partner with each other to maximise the number of participants.

Prerequisite

There is none



Delivery

- Min of 1 Max 50 participants
- Council to provide a suitable venue
- i-Responda accredited trainer will facilitate this activity

What is covered?

- Situational Awareness
- Hazardous Material identification
- Personal Survival

Assessment & Certification

Short answer assessment and a certificate of completion is issued

Recertification of this course is recommended every 3 years, with updates annually.



For more information

LGA - Emergency Management Support Unit
8224 2069 emergencymanagement@lga.sa.gov.au

lga.sa.gov.au/emergencymanagement



i-Responda Essentials Update

Activity Information

Key information

Council Contribution	\$0
Duration	1.5 hours
Maturity Level	
Delivery method	Face to Face

Introduction

i-Responda Essentials Update is an information session designed to refresh participants in the principle of 'Ordinary Operations in Extraordinary Situations' and provides relevant annual updates to incident operations.

Who should attend?

Any council worker, especially those with roles in incident operations including field/operational roles that may be asked to provide support to emergency services or control agencies during incidents.

Cost?

This activity is funded by LGASA Mutual so there is no cost to SA Councils

Prerequisite

A current i-Responda – Essentials certificate is a prerequisite for all participants.

Delivery

- Min of 5 Max 50 participants
- Council to provide a suitable venue
- i-Responda accredited trainer will facilitate this activity

What is covered?

- i-Responda principle and action plans
- Briefing, debriefing & situation reports
- Incident management awareness
- Personal Survival
- Situational Awareness
- Incident operations updates

Assessment & Certification

There is no assessment for this activity, a certificate of attendance is issued, however attending this activity does not extend the i-Responda Essentials certification.

This activity is funded by



Mutual Services
Local Government Association
 of South Australia

For more information

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Personal Bushfire Safety

Information Session

Activity Information



Key information

Council Contribution	\$500
Duration	1 hour
Maturity Level	
Delivery method	Face to Face

Introduction

The Personal Bushfire Safety Information session has been co designed by Local Government & the SA Country Fire Service. This information session is designed to give a basic level of bushfire personal safety awareness including survival actions to Local Government workers that live in, travel through or visit bushfire prone areas. This session does not discuss council specific workplace or household safety planning.

Who should attend?

Any council worker who lives in, travels through or visits bushfire prone areas, including office-based workers.

Cost?

A cost recovery fee of \$500 (Excluding GST) per activity. We encourage councils to partner with each other to maximise the number of participants.

Prerequisite

There are no prerequisites for this session

Delivery

- Min of 1 Max 50 participants
- Council to provide a suitable venue
- LG & CFS accredited trainer will facilitate this activity

What is covered?

- Situational Awareness
- Fire Danger Ratings
- Planning your day
- Understanding Bushfire Behaviour
- Bushfire warnings
- Bushfire safer places
- Personal Survival

Assessment & Certification

There is no assessment for this session and a certificate of attendance is issued.



For more information

LGA - Emergency Management Support Unit
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Workplace Bushfire Safety

Information Session

Activity Information

Key information

Council Contribution	\$500
Duration	1 hour
Maturity Level	
Delivery method	Face to Face

Introduction

The Workplace Bushfire Safety Information session has been co designed by Local Government & the SA Country Fire Service. This information session is designed to give a basic level of bushfire safety awareness that is integrated with the council's workplace procedures for bushfire, including survival actions for Local Government workers. This session does not discuss household safety planning.

Who should attend?

Any council worker that works in a council with high bushfire risk and where the council has specific bushfire action plans and procedures.

Cost?

A cost recovery fee of \$500 (Excluding GST) per activity. We encourage councils to partner with each other to maximise the number of participants.

Prerequisite

There are no prerequisites for this session

Delivery

- Min of 1 Max 50 participants
- Council to provide a suitable venue
- LG & CFS accredited trainer will facilitate this activity

What is covered?

These topics are discussed in conjunction with council's workplace bushfire procedures & plans.

- Situational Awareness
- Fire Danger Ratings
- Planning your day
- Understanding Bushfire Behaviour
- Bushfire warnings
- Bushfire safer places
- Personal Survival

Assessment & Certification

There is no assessment for this session and a certificate of attendance is issued



For more information

LGA - Emergency Management Support Unit
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lga.sa.gov.au/emergencymanagement



i-Responda Bushfire Update

Activity Information

Key information

Council Contribution	\$700
Duration	1.5 hours
Maturity Level	
Delivery method	Face to Face

Introduction

i-Responda Bushfire Update is an information session designed to refresh participants in the principles of supporting the CFS on the fireground with a basic level of bushfire safety and fire behaviour awareness (includes basic plant operations as required). This supports Local Government workers to work in a safe, consistent and supported way during bushfire incident operations. This session is designed for those that have undertaken the i-Responda Bushfire course.

Who should attend?

Any council worker that is likely to provide support to the CFS during a bushfire incident who will be entering the fireground and have undertaken the i-Responda Bushfire course in previously.

Cost?

A cost recovery fee of \$700 (Excluding GST) per activity. We encourage councils to partner with each other to maximise the number of participants.

Prerequisite

A current i-Responda Bushfire certificate.

ordinary operations in extraordinary situations

Delivery

- Min of 1 Max 50 participants
- Council to provide a suitable venue
- i-Responda & CFS accredited trainer will facilitate this activity

What is covered?

- Situational Awareness
- Bushfire behaviour
- Fireground hazards
- Bushfire personal safety
- Working on the fireground
- Understanding CFS operations
- Personal survival actions
- Basic Plant Operation

Assessment & Certification

There is no assessment for this activity, a certificate of attendance is issued, however attending this activity does not extend the i-Responda Bushfire certification.



For more information

LGA - Emergency Management Support Unit
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i Incident Management 3 (IM3)

Activity Information

Key information

Council Contribution	\$200 per participant
Duration	1 Day
Maturity Level	
Delivery method	Face to Face

Introduction

The Incident Management range of courses have been developed by the LGFSG to provide a level of development to Local Government Workers related to Incident Management. The IM3 course is tailored to meet the needs of Councils Commanders and LG Liaison Officers working in incident operation situations.

Who should attend?

Local Government workers that have a senior leadership role in incident operations and specifically those wanting to undertake the functional role of Council Commander or LG Liaison Officer.

Cost?

A cost recovery fee of \$200 (Excluding GST) per participant.

Prerequisite

An understanding of the i-Responda Operating Platform.

Delivery

- Venue and catering supplied
- LGFSG accredited trainer

What is covered?

- LGFSG roles & responsibilities
- The Council Commander role
- Record Keeping
- Incident Management structures
- Situational Awareness
- Briefings, handover & debriefs
- Wellbeing - you and your workers

Assessment & Certification

Short answer assessment and a certificate of completion is issued

There is no recertification of this course however specific functional roles may require annual skills development.

For more information

LGA - Emergency Management Support Unit
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LG Liasion Officer Workshop

Activity Information

Key information

Council Contribution	\$200 per participant
Duration	1 Day
Maturity Level	
Delivery method	Face to Face

Introduction

The Local Government Liaison Officer Workshop has been developed by the LGFSG. This workshop is an addition to the IM3 course and is specifically designed for Local Government Workers that are seeking endorsement to undertake the role of Local Government Liaison Officer within the LGFSG. This workshop focuses on the application of the skills required and includes an exercise component.

Who should attend?

Specifically, those seeking endorsement as Local Government Liaison Officer within the LGFSG.

Cost?

A cost recovery fee of \$200 (Excluding GST) per participant.

Prerequisite

Have completed Incident Management 3 (IM3) within the past 12 months.

Delivery

- Venue and catering supplied
- LGFSG accredited trainer

What is covered?

- LGLO role
- LGLO resources
- Exercise with application of LGLO skills
- Conducting briefings, sitreps & hot debriefs
- External support tools
- Lessons Management basics

Assessment & Certification

Observation based assessments and a certificate of completion is issued

There is no recertification of this course however the LGLO functional role does require annual skills development.

Completion of this training does not endorse the participant to operate as a LG Liaison Officer. This is completed by the LGFSG Coordinator.

For more information

LGA - Emergency Management Support Unit
8224 2069 emergencymanagement@lga.sa.gov.au

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The voice of local government.

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