



**Ministry for Police &  
Emergency Services**

---

**Implementing Emergency Risk  
Management Through The Integrated  
Planning and Reporting Framework**

---

**A Guideline for Local Government  
& Emergency Managers**

This page is intentionally left blank

## 1. What is this Guideline?

This Guideline aims to assist councils in integrating Emergency Risk Management (ERM) into planning and strategies when developing Community Strategic Plans and the supporting Delivery Program, Operational Plan, Resource Strategy and other documents required as part of the Integrated Planning and Reporting framework (the IP&R framework). It provides information to assist councils in integrating ERM in their planning and strategies for the future.

### **NSW EMERGENCY RISK MANAGEMENT**

**Emergency Risk Management is a systematic process of identifying, analysing, assessing, treating and mitigating risk to people, property and the environment. The process begins with an understanding of the hazards and produces a range of treatment options to minimise the impact or, if possible, eliminate the resulting risk. In New South Wales, ERM is the process approved by the State Emergency Management Committee for assessing all hazards and is also a key component of the NSW Emergency Management Plan (EMPlan).**

## 2. Who should use this Guideline?

The key audiences for this Guideline are:

- council officers responsible for the coordination and implementation of the integrated planning and reporting suite of documents
- council officers responsible for emergency risk management planning and delivery
- emergency management agencies who wish to engage local councils as partners for the delivery of local emergency management activities.

In council this may include:

- councillors
- general managers
- business unit managers
- risk management and business continuity officers
- urban and regional planners
- social and community planners
- senior engineers
- personnel involved in emergency response.

Emergency managers and other State government agencies will gain information on how they may be able to contribute to the local government IP&R process. These include:

- Local Emergency Management Committees (LEMC)
- Council's Local Emergency Manager Officer (LEMO)

- NSW Rural Fire Service (NSW RFS)
- Bush Fire Management Committees (BFMC)
- NSW State Emergency Service (NSW SES)
- Office of Environment and Heritage
- Department of Planning and Infrastructure.

### **3. Purpose of Guideline**

The purpose of the Guideline is to integrate ERM with local government planning through the IP&R framework.

It provides information for council and emergency management agencies on how the objectives of ERM can be integrated into corporate planning and how planning undertaken by council business units can influence emergency risks. This is particularly important in risk management decisions that may directly affect and set acceptable levels of risk in the community.

ERM related considerations are inherently already part of councils' planning responsibilities, and this Guideline aims to better link ERM considerations with the priorities and requirements of emergency management agencies. Councils already make a significant contribution to ERM through hazard management programs, such as bushfire, landslide, floodplain, coastal and sea level rise risk management studies, as well as through constraints mapping as part of strategic land use planning processes. This Guideline aims to promote opportunities to enhance and integrate the outcomes from these separate processes into broader council planning processes.

The Guideline can inform a range of ongoing council planning, however its key purpose is to inform the development and implementation of the IP&R process when council:

- amends or reviews components of the IP&R framework, particularly the Delivery Program, Operational Plan and Resource Strategy; and
- prepares financial statements, annual reports and end of term reports.

For emergency management agencies the Guideline provides information on how ERM and emergency response planning can inform the strategic planning decisions of council.

The ERM work undertaken by LEMCs and BFMCs, and emergency response planning undertaken by emergency management agencies such as NSW RFS and NSW SES, are important considerations for the IP&R process. It is particularly important in the development of outcomes and strategies, and in the identification of key partners in the Community Strategic Plan.

There are a range of strategic and long term issues in reducing disaster risk which require strong collaboration between communities, emergency management agencies and council. The IP&R process provides an opportunity to collaborate on the management of these disaster related risks and identify the responsibilities of each relevant agency.

#### 4. Guiding Principles

The following principles have been applied in the development of this Guideline:

- Identify opportunities presented by the IP&R legislation to improve collaboration within council and with external agencies involved in emergency management
- Identify how councils IP&R requirements and the requirements of emergency management may be effectively integrated across the PPRR spectrum and enhanced in the short and long term
- Promote better community understanding of how council and agencies are managing the risks from hazards through the community engagement component of IP&R, particularly for bush fire, flood and coastal hazards
- Promote the role of community as a key partner in reducing the impacts of hazards through their own contributions to the IP&R process
- Build resilience in council, its assets and the community using the long term vision of the IP&R process to drive steady progress in risk management
- Ensure that the level of effort and consideration of emergency risk management should be suited to the level of risk, local capability and constraints.

#### The comprehensive approach to emergency management – PPRR:

- **Prevention:** to eliminate or reduce the level of the risk or severity of emergencies
- **Preparation:** to enhance capacity of agencies and communities to cope with the consequences of emergencies
- **Response:** to ensure the immediate consequences of emergencies to communities are minimised
- **Recovery:** measures which support individuals and communities affected by emergencies in the reconstruction of physical infrastructure and restoration of physical, emotional and environmental and economic well being.

**Integration of ERM in the IP&R process is relevant across all elements of PPRR.**

## 5. Implementing Emergency Risk Management Through IP&R

This Guideline builds on a process of ERM which LEMCs across the state have contributed to since 2001. The objective of this work was to produce a register of risks through an ERM Study for councils that provide information on the range of hazards that affect local communities. The ERM Study provides a ready resource on what risks and hazards are priorities in local communities and councils are encouraged to consult their LEMC to consider how the ERM Study can inform the IP&R process.

### Local government roles in ERM include:

- Convening Local Emergency Management Committees, Recovery Committees or other committees of amalgamated local governments (eg BFMCS)
- Working with State agencies to identify and prioritise risk mitigation options
- Undertaking an all-hazards approach to emergency risk management
- Working with insurers to minimise disaster risk exposure
- Integrating outcomes of risk management studies and plans into strategic land use planning and operational planning documents and policies
- Undertaking public asset vulnerability studies and preparing risk mitigation plans
- Providing resources and support to disaster response and recovery operations.

It is important to collaborate and leverage the resources of communities and State-level agencies and organisations through the IP&R process. Some risks may impact large areas (e.g. bushfire, flood) spanning multiple councils and communities. Risk assessment, mitigation, response and recovery activities will benefit from coordination and collaboration across these communities. Collaboration through strategic local government alliances, for example Regional Organisations of Councils is also an important avenue for developing inter-council capability and may offer efficiencies in investigating and managing risk.

### 5.1. *ERM Quick Checklist for Local Government*

Questions that will be relevant for council to consider when developing documents required by the IP&R legislation are:

#### **Community Strategic Plan**

- Which of the identified community outcomes might be better achieved by integrating ERM?
- What key partners (including emergency services) play a role in helping to deliver on those outcomes?
- What are the risks that the local government area and its community may be exposed to?

#### **Delivery Program**

- What particular risk management activities are councils likely to undertake during a typical year and how do these align with the outcomes of emergency risk studies and the emergency services?
- Are there any specific projects or activities that council will undertake during the Delivery Program timeframe that are relevant to ERM?

#### **Community Engagement Strategy**

- How does the community find out about the ERM objectives and outcomes for its local area?

#### **Resource Strategy**

- How are the financial implications of ERM strategies reflected in the Long-Term Financial Plan?
- What assets may require enhancement or renewal to undertake the ERM activities identified in the Delivery Program?
- What risks are there to individual assets and have these been considered?
- Does council have the right staff with the right skills, or the capacity to source these skills elsewhere, to undertake the required ERM activities?

*5.2. First Steps to address these questions include:*



*5.3. All Hazards Emergency Risk Management for Local Government*

An indicative range of strategic themes and priorities that may be covered by the IP&R process are presented in **Table 1** (page 9). These also align with a range of roles councils provide<sup>1</sup> in emergency management. Considerations in the IP&R process relevant to emergency risk management applicable across a range of hazards are presented against these themes. The themes may span responsibilities across multiple internal business units and also across different community priorities or strategies addressed in the IP&R process.

The list is not exhaustive and aims to be a guide to themes which may assist in identifying areas for further capability development and strategic management through the IP&R process.

---

<sup>1</sup>National Local Government Emergency Management Survey, Final Report., Karl Anthony-Harvey-Beavis, Gerald Elsworth, March, 2007. Australian Local Government Association. Accessed <http://alga.asn.au/?ID=67>  
Version 1.0, Current as of: 10 December 2012

*Table 1 – IP&R Strategic Themes and Emergency Risk Management Considerations*

Integrated Planning and Reporting Strategic Theme	Suggested Considerations
<p><b>Planning and development</b></p> <p>Land use planning to reduce hazard risk</p> <p>Undertake cost-effective measures to mitigate the effects of natural disasters</p>	<ul style="list-style-type: none"> <li>• Locating and designing built environments to avoid intolerable risk</li> <li>• Increasing societal resilience to hazards through appropriate spatial planning, development controls and design, as well as engineered mitigation options</li> <li>• Consider the limitations and requirements of emergency response in managing residual risk ( refer section 5.5)</li> <li>• Work with emergency services, other State agencies and insurers to promote resilient and sustainable built environments and structures</li> <li>• Work with emergency services, other State agencies and insurers to minimise areas of intolerable risk</li> <li>• Consider cumulative impact of multiple developments on losses and evacuation in large events</li> <li>• Work with emergency services, other State agencies and the LEMC and BFMC to include ERM considerations into future council policies, development control plans and the Local Environmental Plan</li> </ul>
<p><b>People and Places</b></p> <p>Safe and active places that are used by people</p>	<ul style="list-style-type: none"> <li>• Renewal of city centres and commercial and urban centres needs to take into account areas of hazard exposure e.g. flood, hazardous sites</li> <li>• Consider hazards when identifying appropriate sites for future community facilities and sporting grounds.</li> </ul>
<p><b>Environment</b></p> <p>Environment and climate change risk understood and managed</p>	<ul style="list-style-type: none"> <li>• Floodplain and coastal risk management work informs part of the objectives and actions under this strategic objective</li> <li>• Incorporating space for flood waters in land use planning considerations</li> <li>• Considering the location of communities and infrastructure to minimise concentration of risk due to changes in climate extremes</li> <li>• Implications of changes in frequency and severity of natural disasters</li> </ul>

Integrated Planning and Reporting Strategic Theme	Suggested Considerations
<p><b>Infrastructure</b></p> <p>Drainage works in forward works program</p> <p>Works programs to upgrade and renew infrastructure</p>	<ul style="list-style-type: none"> <li>• Take recommendations and proposed treatment measures from bush fire and floodplain risk management studies into account</li> <li>• Ensure mitigation infrastructure (such as flood levees) is identified as such in the asset management planning process, and related enhancements, maintenance and renewals are included in the Delivery Program and relevant Operational Plan</li> <li>• Opportunities for council to reduce risks without significant additional expenditure increasing resilience and recovery</li> <li>• Consider the installation and maintenance programs of warning infrastructure to ensure timely advice to the community</li> <li>• Protect critical infrastructure - Consider the vulnerability of critical infrastructure to hazards by collating available hazard information into an asset vulnerability plan within council's Asset Management Strategy. The LEMC, BFMCs and agencies represented on these committees can provide information of key infrastructure to protect during emergencies</li> <li>• Consider adaptation options and foreseeable upgrade requirements in infrastructure design to accommodate future changes in exposure to hazards or increased reliance on particular assets</li> <li>• Consider adaptation options in infrastructure design to enable more resilient and cost effective rebuilding of infrastructure following disasters in order to limit the cost of rebuilding repeatedly damaged infrastructure</li> <li>• When rebuilding damaged infrastructure ensure appropriate land use review and planning takes into account risks from natural disasters for future development</li> <li>• Promote disaster resilient building design and materials in new developments and when rebuilding during recovery from disasters</li> <li>• Ensure that implications of creek or bush regeneration and rehabilitation projects are clearly understood and mitigated (such as changed flow patterns and the impact on flood behaviour or increased bushfire fuel loads and the impact on bushfire hazards)</li> </ul>

<b>Integrated Planning and Reporting Strategic Theme</b>	<b>Suggested Considerations</b>
<p><b>Transport</b></p> <p>Effective and Integrated Public Transport</p> <p>A transport network which encourages energy and resource efficiency</p> <p>Enhance transport links</p>	<ul style="list-style-type: none"> <li>• Potential for bush fire and floods to disrupt public transport should be taken into consideration in planning public transport</li> <li>• Park and ride locations should consider the risks which bush fire and flooding pose to vehicles left at these locations</li> <li>• Concentration of commuters at points of potential high hazard should be avoided</li> <li>• Consider the potential for people to want to rescue vehicles from these locations</li> </ul>
<p><b>An Engaged, Informed and Prepared Community</b></p> <p>Foster and build community resilience to disasters</p>	<ul style="list-style-type: none"> <li>• Promote community engagement and create opportunities for communities to contribute to discussion, assist in the development and implementation of solutions and to strengthen local ownership of decisions and actions</li> <li>• Partner with emergency services to assist in community engagement about disaster risk reduction and educate communities about preparedness across all hazards</li> <li>• Develop council knowledge of local community groups and networks and foster sharing this knowledge with emergency services. This information is fundamental for engagement, education and learning outcomes as well as effective recovery from disasters.</li> <li>• Promote business continuity planning in the business community</li> <li>• Through community education, promote community understanding of risk exposure and support informed decisions on what are ‘acceptable risks’</li> </ul>

<b>Integrated Planning and Reporting Strategic Theme</b>	<b>Suggested Considerations</b>
<p><b>Represent community interests in EM</b></p> <p>Advocacy for communities through community development</p>	<ul style="list-style-type: none"> <li>• Represent the interests of the community with emergency management agencies</li> <li>• Include the community in discussions and decisions about risk through targeted community engagement activities undertaken during the development of the Community Strategic Plan</li> <li>• Place community safety and a focus on resiliency at the core of decision making processes</li> </ul>
<p><b>Enterprise Risk Management</b></p> <p>Business continuity planning</p>	<ul style="list-style-type: none"> <li>• Detect and analyse emerging threats</li> <li>• Workforce continuity during response and recovery such as pandemic influenza, infrastructure disruptions and a wide array of other events that may prevent employees from reaching their primary work sites</li> <li>• Infrastructure Hazards, IT Infrastructure, social networks, continuity of essential services, community wellbeing and quality of life</li> <li>• Integration with industry &amp; business emergency arrangements</li> <li>• Consider the location of critical business and industry and their operational requirements during emergencies such as flood</li> <li>• Coordination from across the EM sector with these stakeholders and improving the resilience of these facilities can significantly improve the recovery of the community.</li> </ul>

Integrated Planning and Reporting Strategic Theme	Suggested Considerations
<p><b>Planned, Resourced and Capable Emergency Management</b></p>	<ul style="list-style-type: none"> <li>• Provide support and expertise from across specialist areas of council to liaise and support the LEMO, LEMC and emergency services in their development of :               <ul style="list-style-type: none"> <li>○ Emergency Risk Management Study</li> <li>○ Emergency Plans</li> <li>○ Implementation of Emergency Plans</li> </ul> <p>Relevant expertise could be sourced from the following council units:</p> <ul style="list-style-type: none"> <li>○ Community services and engagement</li> <li>○ Strategic land use planning</li> <li>○ Infrastructure and asset management</li> <li>○ Information management</li> <li>○ Enterprise risk management and insurance</li> </ul> </li> <li>• Use the Workforce Management Planning process to consider dedicating a full-time position to emergency risk management</li> <li>• Provide sufficient staff and administrative resources to allow post-event data collection and analysis</li> <li>• Strategic Land Use Planners should undertake Risk Management Courses e.g. University of Technology Sydney – Floodplain Risk Management Short Course, or University of Western Sydney Graduate Certificate/Diploma in Bush Fire Protection</li> </ul>

#### **5.4. Bushfire and Floodplain Risk Management**

Bush fire, flood and coastal hazards are the focus of comprehensive risk management frameworks in NSW. Council provides significant effort in partnership with a range of government stakeholders to manage these risks.

This Guideline is not intended to replace or duplicate the established policy, guidance and decision making processes for these hazards. It aims to highlight how emergency risk management for these hazards can be integrated into strategic planning carried out under the IP&R legislation. For example, floodplain risk management plans identify risk management options, further studies and works in certain areas. This can be incorporated as specific tasks in the Delivery Program, as a way of achieving a broader strategy around maintaining a safe flood environment.

The Resource Strategy is required to identify any key risks facing council assets. Bushfire and floodplain risk management plans consider these risks and mitigation strategies. This information can be incorporated into the Resource Strategy.

### *5.5. Risk Transfer & the Limitations of Emergency Response*

Emergency management agencies are the indirect recipients of risk created by the exposure of communities to hazards. The actual or apparent transfer to emergency services of intolerable community risk can result from incorrect assumptions about the nature of risk and unrealistic expectations about the ability of emergency services to mitigate all risks.

In this context a core focus of emergency management agencies is managing risk to life and it is important to recognise that this function is performed under highly constrained timeframes and in complex social and physical environments. Property protection is also an important responsibility of emergency management agencies although it is secondary to protection of life.

Land use planning and community and infrastructure planning play a leading role in managing this risk to life and property. This Guideline aims to promote a two way discussion between council and emergency managers about the management requirements for emergency risk and the avoidance of intolerable risk to the community. Existing management frameworks particularly for bush fire and flood and the response planning of emergency services can effectively combine through strong collaboration to create sustainable and safe communities.

## **6. Grant Funding**

The Natural Disaster Resilience Program (NDRP) is a joint Commonwealth/State program funded under the two year National Partnership Agreement on Natural Disaster Resilience (NPA).

A key aim of the NPA is to enhance community resilience to natural disasters through mitigation works, measures and related activities that contribute to safer, sustainable communities that are better able to withstand the effects of natural disasters.

NDRP and other State funding programs support a range of programs available to local government including:

### *6.1. Bush Fire Risk Management Grants Scheme (BFRMGS)*

Funding from the NDRP to address bush fire risks is allocated through existing programs managed by the NSW Rural Fire Service. These programs are for local governments and eligible public land managers to maintain and improve fire trail networks and undertake hazard reduction and other bush fire community resilience projects.

For more information on the Bush Fire Risk Management Grants Scheme (BFRMGS) please email [bushfiregrantprogrammes@rfs.nsw.gov.au](mailto:bushfiregrantprogrammes@rfs.nsw.gov.au)

### **6.2. Floodplain Risk Management Grants Scheme (FRMGS)**

Funding to address flood activities is allocated through the existing Floodplain Management Program managed by the Office of Environment and Heritage. This program provides financial support to councils and eligible public land managers to:

- make informed decisions on managing flood risk by preparing floodplain risk management plans (and associated background studies) under the floodplain risk management process
- implement floodplain risk management plans to reduce flood risk to both existing and future development, and reduce losses through a range of property, flood and response modification measures as outlined in the manual
- provide essential information to the State Emergency Service to enable the effective preparation and implementation of local flood plans to deal with flood emergency response.

[Further information can be found on the Office for Environment & Heritage website](#)

### **6.3. Community Resilience Innovation Program (CRIP)**

The Community Resilience Innovation Program (CRIP) is designed to build disaster resilience within communities through projects that identify community needs, mobilise partners, and create innovative and effective solutions that can be grown, sustained and replicated. The CRIP supports grass roots initiatives designed to encourage community sector cooperation, collaboration and education by bringing together local community organisations with agencies that have emergency services responsibilities to enhance local community capacity and resilience.

[More information on the Community Resilience Innovation Program \(CRIP\)](#)

Further information on the NSW NDRP funding can be found at the Ministry for Police and Emergency Services [website](#).

Grant funding applications for some of these programs link to the outcomes of risk assessments and management plans which identify treatment options and works programs. Examples of these include bushfire, floodplain or coastal zone risk management plans as well as an ERM Study.

Funding aims to address priorities identified in risk assessments and management plans as well as in documents prepared under the IP&R legislation.

Linking these aspects demonstrates to the funding source, Council's commitment in planning for, resourcing and delivering against its priorities.

## **7. State Emergency Management Plan (EMPlan)**

The New South Wales EMPLAN is issued under the authority of the Minister for Police and Emergency Services pursuant to the State Emergency and Rescue Management Act 1989. The plan is maintained by the Ministry for Police and Emergency Services on behalf of the SEMC.

The EMPLAN describes the New South Wales approach to emergency management, the governance and co-ordination arrangements and roles and responsibilities of agencies. The Plan is supported by hazard specific sub plans and functional area supporting plans, related policy instruments and Guidelines.

A register of plans and policies is available on the Ministry for Police and Emergency Services website at [www.mpes.nsw.gov.au](http://www.mpes.nsw.gov.au).

## **8. Acknowledgements**

The Ministry for Police and Emergency Services would like to acknowledge the following contributions to the preparation of this Guideline:

- NSW Division of Local Government
- NSW Floodplain Management Association
- NSW Local Government and Shires Associations
- Greater Taree City Council
- NSW Office of Environment and Heritage
- Penrith City Council
- NSW Police Force, Emergency Management Unit & North Coast Region Emergency Management Committee
- NSW Rural Fire Service
- NSW State Emergency Service
- UTS Centre for Local Government