



Local Emergency Management Planning Guideline

January 2015

Title: Guideline for the development of Local Emergency Management Plans
Purpose: This document has been prepared as a guide to assist Local Emergency Management Committees in developing Local Emergency Management Plans.
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A version of this document for general use and distribution is available on the
Emergency NSW website at www.emergency.nsw.gov.au

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1. INTRODUCTION

1.1 Aim

This Guideline is prepared under the auspices of the State Emergency Management Plan (EMPLAN). The Guideline aims to support Local Emergency Management Committees (LEMCs) to develop Local Emergency Management Plans. This Guideline does not replace planning arrangements for specific hazards such as floods and bush fires which are contained sub plans and agency specific policies.

1.2 Scope

The New South Wales Government is committed to ensuring the community is well prepared and that the emergency services, functional areas and other participating agencies can provide effective emergency management support for events in NSW and interstate

[*NSW 2021 plan*](#) sets the Government's agenda for change in New South Wales; Goal 28 is to ensure NSW is ready to deal with major emergencies and natural disasters.

2. PLANNING ROLE OF LOCAL EMERGENCY MANAGEMENT COMMITTEES

A key to minimising the cost and effects of emergencies, after all reasonable risk reduction measures have been taken, is effective emergency planning. The emergency planning process is designed to produce a set of arrangements that will provide the basis for managing emergency impacts ([AEM Series Number 43 - Emergency Planning](#)).

LEMCs are responsible for the preparation and review of plans in relation to the prevention of, preparation for, response to and recovery from emergencies in the Local Government Area (LGA) for which it is constituted (Section 29 *SERM Act 1989*).

The *SERM Act 1989* requires Councils to provide 'executive support' to the LEMC and Local Emergency Operations Controller (LEOCON). This role is known as the Local Emergency Management Officer (LEMO). Within this planning process, the LEMO is responsible for facilitating and collating Local EMPLANs for endorsement.

3. DEVELOPING A LOCAL EMERGENCY MANAGEMENT PLAN

3.1 Planning Overview

The [National Strategy for Disaster Resilience](#) recognises that emergency management is a shared responsibility for the whole community. Local emergency management planning needs to incorporate the key role that that community plays in contributing to its own safety and to develop and strengthen the partnership between emergency management agencies and the community.

Decision making in emergency situations often occurs in a high pressure environment and it is important to have well documented arrangements to ensure a coordinated management approach.

Local EMPLANS:

- clearly define roles and responsibilities of responders and community partners;
- demonstrate a level of preparedness by the LEMC;
- inform disaster management responses at region and state levels;
- detail how support will be co-ordinated to a combat agency and affected communities;
- provide a flexible set of arrangements that can be used a cross reference by LEMC; and
- ensure compliance with the *SERM Act 1989*.

Local EMPLANS will usually be developed during regular LEMC meetings. LEMC members and functional areas not normally represented on the LEMC, should be informed of the intention to hold a local emergency plan meeting and of the specific hazards that will be discussed. Planning for different hazards may occur over a number of LEMC meetings.

Where Functional Areas cannot provide a representative at the LEMC, the LEMO may seek the advice of the Regional Functional Area Coordinator prior to the meeting to identify potential issues and agree on responsibilities and actions in relation to the local plan. Regional Functional Area representatives will also have the opportunity to comment on and approve the local plan at the Regional Emergency Management Committee.

Other stakeholders that can contribute an understanding of local resources, vulnerabilities and networks, such as local council representatives in community and environmental services should also be considered in the local emergency management planning process.

3.2 Engaging the Community

Community Engagement in the emergency management context, is the ‘process of stakeholders working together to build resilience through collaborative action, shared capacity building and the development of strong relationships built on mutual trust and respect.’ ([National Strategy for Disaster Resilience Community Engagement Framework](#)).

Community engagement involves:

- identifying existing community strengths, capacity and capabilities;
- sharing information in a way that is relevant and targeted to the demographic needs of the community;
- providing opportunities to promote individual and community disaster preparedness; and
- including the community in the planning and decision making process.

As part of the local planning process LEMCs should consider local resources and seek advice from local agencies and community groups:

- What resources can be immediately provided locally to support emergency operations within the community?
- What resources are not available locally and may require regional/state assistance?

4. ENDORSEMENT & QUALITY ASSURANCE

4.1 Endorsement

Local EMPLAN must be disseminated by the LEMO and considered by all members of the committee prior to endorsement at the next LEMC meeting. The LEMC Chair and LEOCON/appropriate Combat Agency representative will act as co-signatories on behalf of the committee.

Once endorsement has been received from the LEMC, the LEMO is to forward signed plans to the REMO. The REMO will arrange for signed plans to be disseminated to members of the REMC for review and comment. In particular, this allows for Functional Areas not usually represented on LEMCs to verify proposed arrangements.

Feedback/comments will be collated by the REMO and discussed with the LEMO. Where necessary, the LEMC will be asked to revise any arrangements/identified issues prior to resubmission.

Once confirmed, final plans will be circulated to REMC members for consideration and endorsement at the next REMC meeting. Once approved, the REMO will return approved plans to the LEMO.

This process is depicted over page.

4.2 Quality Assurance

A Local EMPLAN must be reviewed and submitted to the REMC at least every three (3) years to ensure that the plan complies with this guideline.

This process is intended to encourage high quality plans that are consistent with this Guideline and whether or there are opportunities to improve the proposed arrangements.

The REMO will maintain a register of plans which will be submitted to the SEMC annually to ensure they remain contemporary and compliant.

4.3 Dissemination

The LEMO will ensure appropriate distribution of plans to LEMC members and other key stakeholders. Part 1 & 2 of the template may be made publicly available however Part 3 is restricted. This is further explained in *Section 6 – Local Emergency Management Plan Template*.

4.4 Exercising

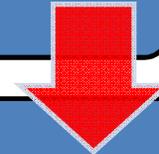
A Local EMPLAN must be exercised no less than every (2) years to ensure it complies with this guideline.

The REMO will maintain a register of exercises conducted which will be submitted to the SEMC annually to ensure arrangements are well versed.

5. OVERVIEW OF LOCAL EMERGENCY MANAGEMENT PLANNING PROCESS

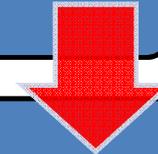
Development

- Administrative & Community Risk sections completed by LEMO.
- Consequence Management Guides completed by Combat Agency with input from LEMC and other stakeholders.
- Completed Consequence Management Guides submitted to LEMO.



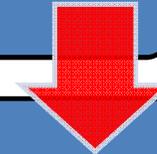
Endorsement

- Completed plans considered & endorsed by LEMC.
- Signed by LEMC Chair and LEOCON.
- Endorsed and signed plans submitted to REMO.



Review

- Local EMPLANs circulated to REMC for review and comment.
- Supporting arrangements verified by Functional Areas.
- Comments/feedback collated by REMO and discussed with LEMO.



Approval

- Local EMPLAN (final) considered and endorsed by REMC.
- Approved Local EMPLANs returned to LEMC.

6. LOCAL EMERGENCY MANAGEMENT PLAN TEMPLATE

The Local EMPLAN template provides a document framework for planning that can be used by LEMC members and Emergency Operation Centre personnel to inform decision making during an emergency event.

The plan is broken down in three sections:

- Part 1 - Administration
- Part 2 - Community Context
- Part 3 – Restricted Operational Information.

6.1 Part 1 - Administration

The Administration section addresses traditional elements of an emergency management plan. This section is easily completed through identified formatting.

The Local Emergency Management Officer (LEMO) or delegate has responsibility for completing this section.

This part of the plan may be released to the general public.

6.2 Part 2 - Community Context

The community profile assists the LEMC to understand the diverse needs, values and priorities of local community and its characteristics within the broader environment. This information is critical to inform planning and emergency operations.

Emergency Risk Management is based on Australian/New Zealand Standard *AS/NZ ISO 31000:2009 – Risk Management – Principles & Guidelines*. This standard provides the basis for the emergency risk management process detailed in the National Emergency Risk Assessment Guidelines.

Local Emergency Management Committees utilise Emergency Risk Management studies as the basis for planning and the creation of emergency management arrangement at the local level.

The hazards and risks that have been identified through the existing emergency risk management process are rated and listed. These are the types of emergencies that LEMC members are required to plan for support response operations to or undertake recovery activities in.

The LEMO (or delegate) has primary responsibility for completing this section.

This part of the plan may be released to the general public.

6.3 Part 3 - Restricted Operational Information

This part of the plan is where information about key community assets and vulnerabilities is to be documented. It contains information about key resources and their locations, as well as information that can assist in operational planning and awareness. The a key component of this part are the Consequence Management Guides.

A Consequence Management Guide (CMG) is a hazard specific document which provides agreed emergency management arrangements in a 'checklist' concept. This is particularly useful during the initial stages of an emergency and provides for easy reference.

A CMG should be developed for each hazard identified in the emergency risk management process. Generally a CMG should be drafted for any risks categorised as Medium and above.

The Combat Agency is responsible for leading discussion and preparing CMGs relevant to their hazard.

A CMG is not required where there is an endorsed local sub plan for a specific hazard. However, a CMG may also be developed where the sub plan does not fully address consequence management aspects. A CMG may be developed for both individual townships/sites or entire LGAs and to inform activities that require significant co-ordination eg. evacuation.

Where an agency is responsible for the planning for a particular hazard, it should ensure comprehensive consultation with members of the LEMC and other stakeholders identified as requiring actions under the sub or supporting plan.

Local Emergency Management planning is a collaborative process undertaken with the LEMC. Whilst led by the Combat Agency, the development of individual CMG requires input from LEMC members and other identified stakeholders. Discussion (or desk top) exercises are an excellent way to facilitate this planning process.

This part of the plan is restricted and not to be released to the general public.

Box 1. General Description

Provide a short description of the hazard including recent/historic events and possible effects on the community. Select the relevant risk and risk rating using the drop down box.

Box 2. Control

Specify the Combat Agency identified under EMPLAN for the hazard or the LEOCON where there is no Combat Agency. Identify where the Combat Agency Operations Centre is located.

Box 3. Command/Co-ordination

Identify the LEOCON and where the Local Emergency Operations Centre (EOC) is located.

Box 4. Triggers

Specify what occurrences or measures will be used to identify when these arrangements will be enacted.

Box 5. Strategies

Up to five (5) key strategies may be detailed to inform outcomes required to be achieved by the EOC. These should be high level in nature and align with the actions listed in Box 6.

Box 6. Actions

The table for actions should outline all the areas of impact on the community that requires a response, management decision or coordination to achieve.

The primary elements that should be considered are already populated within most of the major hazard templates. There is room for the LEMC to identify other community elements within the local area for inclusion.

Box 7. Recovery

Address only the key considerations that need to occur to initiate the recovery process and inform the requirement for the LEMC to meet and determine recovery committee requirements (including Impact Assessment process).

Box 8. Supporting Documents

List the documents directly related to the hazard that may require referencing as part of the operational planning or response. This may include local documents as well as Regional and State level documents.

Box 9. Evacuation Centres

The LEMC is required to maintain an Evacuation Centre Register, including summary and audit reports. Utilise the register to identify which evacuation centres are suitable for use with consideration to those that are outside of the hazard threat area.

Box 10. Vulnerable Facilities & Infrastructure

Identify and list the vulnerable facilities (eg. schools, nursing homes) and infrastructure (eg. electricity sub stations, water treatment plants) that interface with the hazard area (ie. flood/bush fire prone areas) and may be impacted.

Box 11. Notes

This section provides the ability for information, general considerations etc to be documented.

Box 12. Endorsement

The LEMC Chair and LEOCON/Combat Agency representative endorse individual CMGs on behalf of LEMC members.