



PortAugusta

CITY COUNCIL



PORT AUGUSTA CITY COUNCIL EMERGENCY MANAGEMENT FRAMEWORK

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Executive Summary

Emergencies can occur at any time with little warning, rapidly spread over designated boundaries and cause diverse and widespread impacts across affected communities. Port Augusta has experienced extreme heat, bushfires, and storm emergencies and anticipates new threats will emerge in response to changing social, environmental and economic conditions of the future.

Council lays out its future directions in the Port Augusta Strategic Directions Plan 2019-2029. The Plan has a strong focus on the district being a regional hub that is able to adapt and reinvent itself. The aspiration of council is to become a model Regional Hub for transport, sustainable industries, mining and defence services, tourism, retail and business, Government and non-Government Services, education, and recreation and culture.

It is possible for emergency events to divert or even derail these strategic drivers, and through this plan Council seeks to reduce the risks posed by emergencies.

Council works in strong partnership with the community, businesses and other government agencies in its daily business and will continue to do so in emergency management, contributing to the safety and wellbeing of their communities.

The State Emergency Management Plan (SEMP) articulates the roles and responsibilities that Local Government may play in the local emergency management planning. As well as the legislative and administrative roles under the SEMP, the Local Government Emergency Management Framework (LGEMF) 2019 sets out roles for councils in the areas of disaster risk reduction, incident operations and recovery.

Council has brought these together in its Emergency Management Policy 2020.

This Emergency Management Framework is an implementation document that exists to translate Council's Emergency Management Policy into priorities across disaster risk reduction, incident operations and recovery.

This document forms part of the Council's commitment to emergency management and ensures that Council has a coordinated and planned approach to managing the consequences of emergencies on communities.

1.Introduction

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

Community expectations, recent emergency events and shifts in policy and legislation are creating new expectations of local government in relation to emergency management. 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.

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

1.1 Purpose

The Emergency Management Framework ("the framework"), reflects Council's Emergency Management Policy (2020) by establishing strategic direction for emergency management and describing how Council can reduce disaster risk, maintain incident operational capability, and prepare for recovery.

This framework identifies responsibility and resources to achieve broad strategies and is not for use in incident or recovery operations.

The framework:

- Describes the context in terms of council and community values, related plans, local emergency management arrangements, and the Council's partners in emergency management.
- Identifies emergency risks in the Council area, and their possible impacts on council and community values.
- Identifies the strategies Council has or will adopt to manage emergency risks across the areas of disaster risk reduction, incident operations and recovery.
- Identifies the monitoring and improvement processes associated with the plan.

1.2 Links to related council plans and strategic drivers

The framework is linked to, and underpinned by a range of council and regional plans and strategies documents including:

- Port Augusta City Council Strategic Directions 2019 – 2029
- Port Augusta City Council Four Year Priority Action Plan
- Flinders Mid North Yorke Bushfire Management Area Plan
- Far North Zone Emergency Management Plan
- Port Augusta Climate Change Adaptation Report
- Far North and Outback SA Climate Change Adaptation Plan 2016
- Port Augusta City Council Development Plan

- Port Augusta City Council Business Continuity Plan
- Port Augusta City Council Asset Management Plans
- Port Augusta City Council Regional Health Plan

Strategic Directions Plan 2019-2029

This Plan identifies Port Augusta as having a long history as a Regional Hub that is able to adapt and reinvent itself. The aspiration of council is to become a model Regional Hub for transport, sustainable industries, mining and defence services, tourism, retail and business, Government and non-Government Services, education, recreation and culture.

Port Augusta is a growing service centre for the outback regions of South Australia. A place where its community and visitors can obtain assistance and access services for everyday needs and during emergencies.

Four Year Priority Action Plan

The Four Year Priority Action Plan provides greater medium term detail in support of the Strategic Directions. A review of the Four Year Priority Action Plan demonstrated that the following actions relate to emergency management:

- Improved communication via two-way radios and engagement with communities
- Undertake climate change mapping to understand vulnerable areas (built environments – manage facilities, natural environments)
- Coastal protection by Educate the community on the impacts of rubbish to our coastline, the value and importance of biodiversity and encourage community involvement in caring for our natural environment.
- Adopt clear definitions of Council roles, determine which role will apply to each activity, service or piece of infrastructure – and adhere to those roles. In determining the Council's roles, investigate the potential for the Council to shift the balance of its roles to Enabler rather than Provider.
- Build relationships internally and with external stakeholders including the Federal and State Government at the political and administrative level?

Far North and Outback SA Climate Change Adaptation Plan 2016

This Plan identifies risks associated with a changing climate, and the opportunities to respond to these. The priorities identified in the plan for Port Augusta and the surrounding region include:

- Develop and implement policies for assets in areas at high risk of flooding and erosion, especially from storm surge events
- Implement guidelines for coastal management design to ensure that new assets and facilities are built in locations that minimise the risk of future impact from sea level rise
- Utilise modelling and mapping to identify assets at risk from sea level rise and storm surge related erosion and flooding
- Maintain living shorelines, such as vegetated areas, to provide for natural defence barriers that reduce wave energy and erosion
- Ensure that future development does not prevent the migration of coastal ecosystems.

Regional Health Plan

The plan recognises heatwaves and climate change as being a potential catalyst to its community's health and wellbeing, identifying the need for town greening and renewable resources as strategies to climate change.

1.3 Scope and exclusions

The Emergency Management Framework is limited to community emergency risks that are within council's sphere of influence and responsibility.

The framework does not address the management of internal emergency risk to council operations or services as these are addressed in the Port Augusta City Council Business Continuity Plan and other internal procedures.

2. Context

2.1 Council vision and values

Port Augusta City Council's Strategic Directions Plan identifies there is a shared vision and values for the future of the city and the importance in influencing Council's planning, policy making and allocation of resources. Council's strategic planning framework has three levels:

- Long term Strategic Directions (2019 - 2029)
- Medium term (Four Year Priority Action Plan)
- Annual (Annual Budget and Business Plan)

2.2 Community Profile

Our people

The demographic profile for Port Augusta is based on the 2016 Census, which shows that 13,808 people live in the City of whom, 2,523 are of Aboriginal and Torres Strait Islanders (indigenous people). It is acknowledged that the Census figures do not reflect accurately the number of indigenous people in Port Augusta as they do not include the significant number of non-permanent residents living in the city, that are transient for family or to access local services.

Port Augusta has always had a culturally diverse population. The representation currently includes people of European, Asian, and Afghan heritage. The two predominant groups are people of Anglo Celtic and indigenous people. Within the Aboriginal population there is cultural diversity with people coming from many clans and families, from families indigenous to the region, and families from all parts of South Australia and other states and territories of Australia¹.

Our economy

There were 5,872 people over the age of 15, reported as being in the labour force in 2016. Of these 55.0% were employed full time, 29.1% were employed part-time and 9.7% were unemployed.

The most common occupations in Port Augusta included Community and Personal Service Workers 17.1%, Professionals 14.7%, Technicians and Trades Workers 13.6%, Clerical and Administrative Workers 12.3%, and Labourers 11.9%. Of the employed people in Port Augusta, 4.6% worked in Correctional and Detention Services. Other major industries of employment included Hospitals 4.1%, Primary Education 4.0%, Supermarket and Grocery Stores 3.6% and Takeaway Food Services 3.0%².

Port Augusta Renewable Energy Park (PAREP) is a combined wind and solar photovoltaic hybrid project. It is one of the new breed of renewable projects designed to provide predictable power more uniformly across the day and when complete will be one of the southern hemisphere's largest hybrid renewable power stations. On completion, the Park will comprise of 50 wind turbines and 250,000 solar modules together with associated infrastructure, to produce a total installed capacity of almost 320 megawatts of clean renewable energy. A new 275kV substation and export cable will connect the project into the South Australian transmission network via Davenport substation³. Once in commercial operation, PAREP will generate clean electricity for around 25 years, providing 20 ongoing full-time local jobs.

¹ https://www.portaugusta.sa.gov.au/__data/assets/pdf_file/0013/224014/PtASocialVisionVol1.pdf

² https://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/SSC41175

³ <https://parep.com.au/>

Our environment

Port Augusta is often referred to as 'the crossroads of Australia'. It's where the desert meets the sea, and transport is accessed across the Nullarbor to Western Australia, or through to the Stuart Highway to Alice Springs. Port Augusta offers a spectacular coastal environment, national parks and conservation areas.

Raising sea levels is a risk to this local coastal area as the climate changes. Impacts of coastal flooding, storm surges, erosion and sand drift, increase the risk of liability, management and resources to deal with potential flooding of 280 shacks sprawled along the Spencer Gulf⁴.

Tourism

The Port Augusta landscape comprises of gently undulating land arising from the coastal area to high lands on either side of the Spencer Gulf. The area extends in an easterly direction to the foothills of the Flinders Ranges and in the west, Whyalla and Lincoln Gap.

The Pichi Richi Railway is a major attraction in the area, connecting Port Augusta to Quorn via the Pichi Richi Pass. The Wadlata Outback Centre offers tourists an interpretive display and accredited visitor information centre. North of town, are the Australian Arid Lands Botanic Garden, a unique and award-winning garden, which showcases a diverse collection of arid zone habitats⁵.

2.3 Local emergency risks

The Zone Emergency Management Plan risk register for Far North Zone Emergency Management Plan was developed using the National Emergency Risk Assessment Guidelines (NERAG). NERAG provides a contextualised emergency risk assessment methodology consistent with the AS/NZS 13000:2009. Council through the Zone Emergency Management Committee was a contributor to this work. The Plan contains detailed information about specific major hazards in the Zone and the main risks associated with each hazard.

Major hazards identified to the Zone:

1. Bushfire
2. Extreme Weather – Heat
3. Flood
4. Escape of Hazardous Materials

The Zone Emergency Management Plan risk register identified specific risks to Port Augusta:

- Coastal flooding of low-lying areas of Port Augusta
- Port Augusta Bridge
- Extreme heat- identified that by 2070, days over 35°C will increase from 43 to 61 per/year⁶

Across all the hazards, when emergencies occur, they may impact the things that are important to the communities:

- They may impact people's health and lead to severe injuries, illnesses and even deaths
- They may disrupt the economy leading to employment losses, business downturn and financial losses or financial unsustainability of Council
- They may disrupt the community sense of connection, well-being, relationships, or community events

⁴ file:///C:/Users/clorenzini/Downloads/far-north-outback-regional-adaptation-plan%20(2).pdf

⁵ <https://southaustralia.com/products/flinders-ranges/information-services/port-augusta-visitor-information-centre>

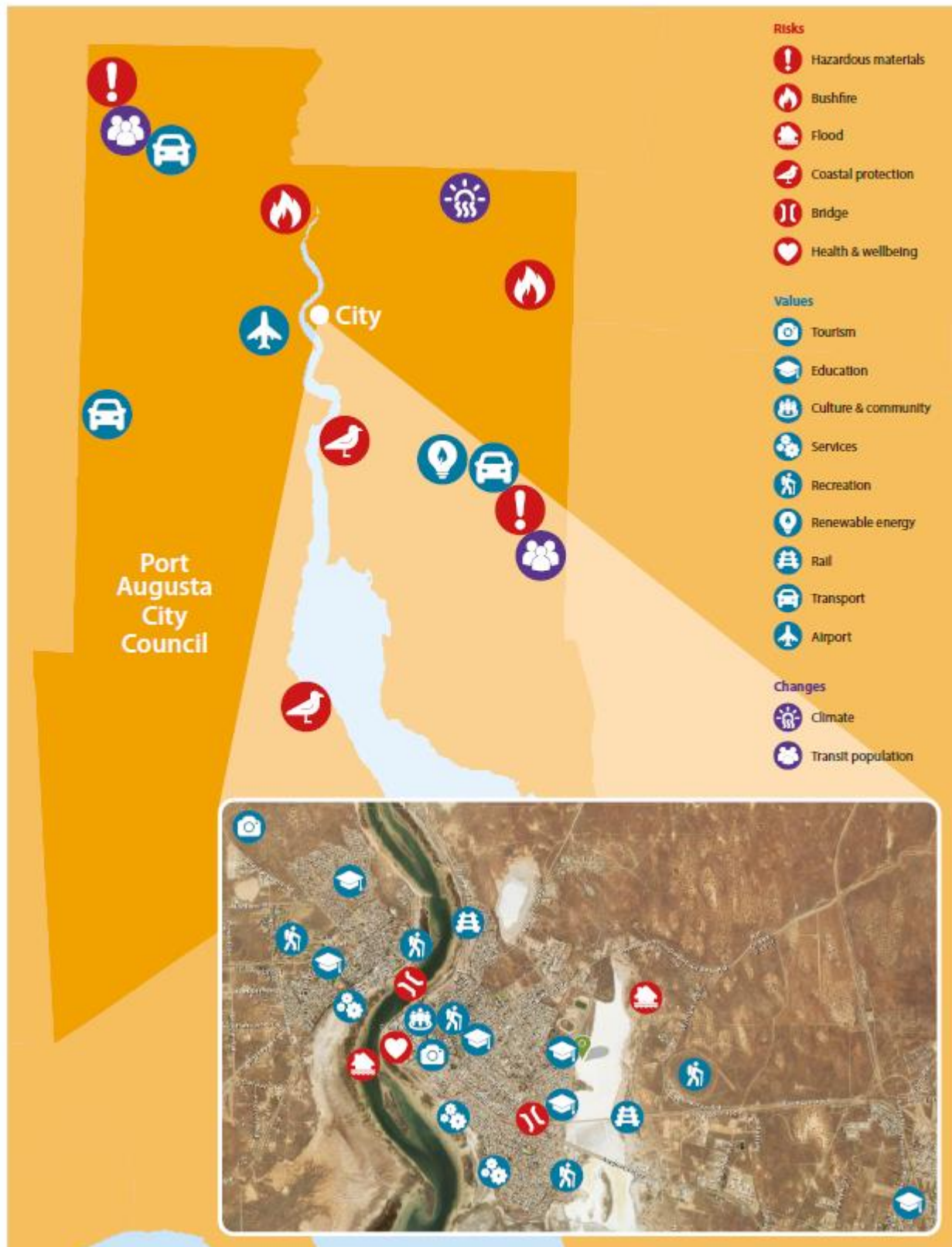
⁶ https://safecom-files-v8.s3.amazonaws.com/current/docs/far_north_zone_emergency_management_plan.pdf

- They may damage the environment
- They may disrupt the delivery of essential local government or other services such as power, water, and waste.

Table 1- Summary of local values and risks

| Values |
|---|
| <ul style="list-style-type: none"> • Recreation • Transport • Culture and community • Government and non-for-profit services • Renewable energy • Tourism • Education • National rail infrastructure • Correctional services • Airport |
| Emergency risks |
| <ul style="list-style-type: none"> • Extreme weather – heat • Bushfire • Flood • Escape of hazardous materials • Bridge • Community health and wellbeing • Climate change • Coastal protection • Infrastructure failure; power & water supply. • Mining Hazardous materials; bulk loading |

Port Augusta – Risks, Values and Changes



3.SA Emergency Management arrangements

The roles of local government in emergency management are informed by the State Emergency Management Plan (SEMP) and the Local Government Emergency Management Framework (LGEMF). They are enabled by the Local Government Act 1999, which outlines the requirement for councils to consider risks (including emergency risks) as follows:

- 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).

In addition, the Local Government Act requires Council's to "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).

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."

As well as the legislative and administrative roles under the SEMP, the Local Government Emergency Management Framework 2019 sets out roles for councils in three key areas: disaster risk reduction, incident operations, and recovery.

Councils are represented on the eleven Zone Emergency Management Committees (ZEMCs). Port Augusta City Council is in the Far North Zone. ZEMCs are responsible for strategic zone level emergency management planning, including maintenance of the zone emergency risk assessments and zone emergency management plans. 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
- 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 Zone⁷.

Council acknowledges that emergency management is a shared responsibility, and that council has roles in the emergency management plans of its partners. During incidents, Council is a participating organisation of the Local Government Functional Support Group (LGFSG) and as a

⁷ Zone Emergency Management Committee Induction Manual, Version 2.0, prepared by Zone Emergency Risk Management Team, South Australian State Emergency Services, p 21

Support Agencies, who have prescribed roles in the State Emergency Management Plan.
Illustration of Emergency Management Arrangements see Appendix E

4. Emergency Management Framework

4.1 Disaster Risk Reduction

Definition

Strengthening community resilience and reducing disaster risks are the key priorities for council before an emergency. This involves taking action to avoid the creation of new disaster risks, reducing existing disaster risks, and managing any residual risk by being prepared. Proactive management of disaster risks reduces the need to respond to and recover from emergencies.

Disaster risk reduction includes both eliminating and reducing exposure to hazards (prevention) and accepting that some emergencies will happen (mitigation). Accepting that emergencies will happen means that we need to reduce their impact or increasing the resilience of the community exposed to the impact.

While councils undertake specific actions to build community resilience for emergencies and reduce disaster risks, most of the activity happens through everyday business activities.

Council activities that contribute to disaster risk reduction

Port Augusta City Council currently undertakes the following activities to reduce the disaster risk to its community:

- Development assessment
- Land-use planning
- Public health measures
- Stormwater infrastructure (maintenance, renewal and upgrade)
- Flood barriers/ mitigation works
- Libraries
- Building / pool safety
- Community development
- Tree management
- Waste management
- Environmental health
- Community centres
- Road maintenance, renewal and upgrade
- Vegetation management (roadside, parks and reserves)
- Appointment of Fire Prevention Officers to undertake inspections of private and council land, issue notices (Fire and Emergency Services Act 2005)
- Participation in Bushfire Management and Zone Emergency Management Committees
- Maintenance of asset, liability and work health and safety insurance
- Participation in LGA i-Responda training.

Council's priorities

Council's priorities for disaster risk reduction are:

1. Understand and communicate current and emerging disaster risks.
2. Integrate a disaster risk lens into council planning and decision-making.

3. Partner with local stakeholders to address priority emergency risks and build community safety.
4. Strengthen disaster resilience in communities through information provision, community engagement and community development activities.

4.2 Incident Operations

Definition

In incident operations, the Port Augusta City Council will support its community, other councils and emergency services immediately before, during and immediately after an incident.

When participating in incident operations, the Port Augusta City Council will do so within the scope of its emergency management policy, the i-Responda operating platform, the Local Government Incident Operations Protection Guide and, when appropriate, as members of the Local Government Functional Support Group.

The specific procedures which outline how Port Augusta City Council coordinates its emergency operational activity are detailed in Council's Incident Operations Arrangements document, which sits alongside council's Business Continuity Plan.

Council activities that contribute to incident operations

Council will undertake the following activities to support emergency services and the communities when emergencies occur:

- Support to Emergency Services (people, plant or equipment)
- Local knowledge
- Flood Mitigation
- Provide heat refuge though extending council services and open spaces (libraries, pools)
- Distribution of cool water
- Distribution of face masks
- Communication
- Support to community
- Waste management
- Tree management
- Environmental health
- Community network
- Contribute to local knowledge
- Communication links and platforms
- Environmental health services (food safety, public health)
- Coastal Management
- Vegetation Management
- Provision of plant or equipment to support emergency services
- Provision of specialised and skilled staff.

Council's priorities

Council's priorities for incident operations are:

1. Maintain a locally relevant risk-based suite of Incident Operational Arrangements.
2. Build capability of council to participate in the Local Government Functional Support Group (LGFSG).
3. Participate in incident operations in accordance with the i-Responda operating platform.

4.3 Recovery

Definition

Recovery is the process of restoring emotional, social, economic and physical wellbeing, reconstructing physical infrastructure, and restoring the environment following an emergency. It can take weeks, months, or even years depending on the scale of the emergency.

After a major emergency, recovery becomes a 'whole of council' concern that impacts upon all aspects of the organisation and requires a level of responsiveness to changing community needs that may go beyond 'business as usual'.

Port Augusta City Council does not undertake recovery alone. It is a shared effort between the affected communities, all levels of government and the not-for-profit and private sectors.

Council activities that contribute to recovery

Port Augusta City Council contributes towards recovery in the following activities:

- Stormwater infrastructure (maintenance, renewal and upgrade)
- Development assessment
- Vegetation management (roadside, parks and reserves)
- Asset restoration
- Tree management
- Community development
- Waste management
- Environmental health
- Road maintenance, renewal and upgrade
- Advocacy
- Contribute local knowledge, and local networks
- Communication links and platforms
- Environmental health services (food safety, public health)

Council's priorities

Council's priorities for recovery are:

1. Provide leadership, co-ordination and advocacy when the community is impacted by disasters
2. Support the identification and assessment of community impacts
3. Secure grants and other funding assistance to support disaster recovery.

5. Implementation arrangements

Responsibility for this plan sits within the Infrastructure Department of the Port Augusta City Council, who will maintain this framework, along with the Emergency Management Policy, Incident Operations Arrangements Plan and Recovery documentation.

This plan will be reviewed every 4 years.