

Emergency Planning



Australian Institute for
Disaster Resilience

AUSTRALIAN DISASTER RESILIENCE
HANDBOOK COLLECTION

Emergency Planning

Manual 43



Australian Government
Attorney-General's Department

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History of the Australian National Disaster Resilience Handbook Collection

The first publications in the original Australian Emergency Manual Series were primarily skills reference manuals produced from 1989 onwards. In August 1996, on advice from the National Emergency Management Principles and Practice Advisory Group, the Series was expanded to include a more comprehensive range of emergency management principles and practice reference publications.

In 2011, Handbooks were introduced to better align the Series with the *National Strategy for Disaster Resilience*. Compiled by practitioners with management and service-delivery experience in a range of disaster events, the handbooks comprised principles, strategies and actions to help the management and delivery of support services in a disaster context.

In 2015, the Australian Institute for Disaster Resilience (AIDR) was appointed custodian of the handbooks and manuals in the series. Now known as the Australian Disaster Resilience Handbook Collection, AIDR continues to provide guidance on the national principles and practices in disaster resilience in Australia through management and publication of the Collection.

The Handbook Collection is developed and reviewed by national consultative committees representing a range of state and territory agencies, governments, organisations and individuals involved in disaster resilience. The Collection is sponsored by the Australian Government Attorney-General's Department.

Access to the Collection and further details are available at www.knowledge.aidr.org.au.

Australian National Disaster Resilience Handbook Collection (2011 –)

Handbook 1 Disaster health

Handbook 2 Community recovery

Handbook 3 Managing exercises

Handbook 4 Evacuation planning

Handbook 5 Communicating with people with a disability – National Guidelines for Emergency Managers

Handbook 6 National Strategy for Disaster Resilience – community engagement framework

Handbook 7 Managing the floodplain: a guide to best practice in flood risk management in Australia

Guideline 7-1 Guideline for using the national generic brief for flood investigations to develop project specific specifications

Guideline 7-2 Technical Flood Risk Management Guideline: flood emergency response classification of the floodplain

Guideline 7-3 Technical flood risk management guideline: flood hazard

Template 7-4 Technical project brief template

Guideline 7-5 Technical Flood Risk Management Guideline - flood information to support land-use planning

Guideline 7-6 Technical flood risk management guideline: assessing options and service levels for treating existing risk

Practice Note 7-7 Considering flooding in land-use planning activities

-
- Handbook 8** Lessons management
- Handbook 9** Australian Emergency Management Arrangements
- Handbook 10** National Emergency Risk Assessment Guidelines (*plus supporting guideline*)
- Guideline 10-1** National Emergency Risk Assessment Guidelines: practice guide
- Handbook 11** *renamed Guideline 10-1 National Emergency Risk Assessment Guidelines: practice guide*
- Handbook 12** *Spontaneous volunteer management*

Australian Emergency Management Manual Series

The most recent list of publications in the Manuals series includes 46 titles.

The manuals have not been reviewed since 2011 or earlier and the Manual Series is undergoing a review which will see relevant Manuals move into the Handbook Collection. Current and past editions of the Manuals will remain available on the AIDR Knowledge Hub at www.knowledge.aidr.org.au.

Manual Series Catalogue: 2004 - 2011

- Manual 1** Emergency management concepts and principles (2004)
- Manual 2** *Australian Emergency Management Arrangements (superseded by Handbook 9)*
- Manual 3** Australian Emergency Management Glossary (1998)
- Manual 4** Australian Emergency Management Terms Thesaurus (1998)
- Manual 5** *Emergency risk management – applications guide (superseded by Handbook 10)*
- Manual 6** *Implementing emergency risk management – a facilitator’s guide to working with committees and communities (superseded by Handbook 10)*
- Manual 7** Planning safer communities – land use planning for natural hazards (2002, currently under review)
- Manual 8** *Emergency catering (2003, archived)*
- Manual 12** Safe and healthy mass gatherings (1999)
- Manual 13** Health aspects of chemical, biological and radiological hazards (2000)
- Manual 14** Post disaster survey and assessment (2001)
- Manual 15** Community emergency planning (1992)
- Manual 16** Urban search and rescue – capability guidelines for structural collapse (2002)
- Manual 17** Multi-agency incident management (replaced by AIIMS)
- Manual 18** Community and personal support services (1998)
- Manual 19** *Managing the floodplain (superseded by Handbook 7)*
- Manual 20** Flood preparedness (2009)
- Manual 21** Flood warning (2009)
- Manual 22** Flood response (2009)
- Manual 23** Emergency management planning for floods affected by dams (2009)
- Manual 24** Reducing the community impact of landslides (2001)
- Manual 25** Guidelines for psychological services: emergency managers guide (2003)

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- Manual 26** Guidelines for psychological services: mental health practitioners guide (2003)
 - Manual 27** Disaster loss assessment guidelines (2002)
 - Manual 28** Economic and financial aspects of disaster recovery (2002)
 - Manual 29** Community development in recovery from disaster (2003)
 - Manual 30** Storm and water damage operations (2007) (information may not be appropriate to all situations)
 - Manual 31** Operations centre management (2001)
 - Manual 32** Leadership (1997)
 - Manual 33** National Land search operations (2014) (refer to the Land Search Operations Manual website)
 - Manual 34** Road rescue (2009)
 - Manual 35** General and disaster rescue (2006)
 - Manual 36** Map reading and navigation (2001)
 - Manual 37** Four-wheel-drive vehicle operation (1997)
 - Manual 38** Communications (1998)
 - Manual 39** Flood rescue boat operation (2009)
 - Manual 40** Vertical Rescue (2001)
 - Manual 41** *Small group training management (1999, archived)*
 - Manual 42** *Managing Exercises (superseded by Handbook 3)*
 - Manual 43** Emergency planning (2004)
 - Manual 44** Guidelines for emergency management in culturally and linguistically diverse communities (2007)
 - Manual 45** Guidelines for the development of community education, awareness and education programs (2010)
 - Manual 46** Tsunami (2010)

FOREWORD

The first edition of the *Australian Emergency Manual ñ Community Emergency Planning Guide*, was issued in 1991 to provide a comprehensive guide for planners involved at the community level.

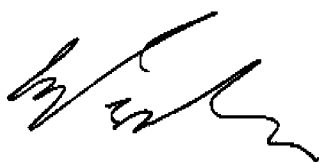
In this, the first revision of the guide, much of the content of the first edition is retained; however, there are also a significant number of additions and changes to bring the Manual up to date with current best practice. These amendments reflect ongoing developments in emergency planning knowledge and practice, as well as the introduction across the Australian Government of the principles of Emergency Risk Management and Community Sustainability.

While these guidelines focus primarily on planning needs at the community level, the process adopted in this guide is equally applicable to emergency planning at all levels including corporate planning.

This guide provides detailed information on emergency planning theory and practice to assist planners to manage residual risk and as a result, it is intended as a national reference on emergency planning.

Enquiries should be sent to the Director General, Emergency Management Australia, PO Box 1020 DICKSON ACT 2602 (Facsimile +61 (0)2 6256 4653) or by email to ema@ema.gov.au

This Manual is also available on the EMA web site (<http://www.ema.gov.au>).



Director General
Emergency Management Australia
Date 6 October 2004

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1. INTRODUCTION

Aim of this manual

The aim of this manual is to provide information to assist the development and review of emergency management plans.

Who is the manual for?

This manual is designed to provide guidance to members of emergency planning committees and to planners in emergency management and emergency services organisations.

How to use this manual

Chapter 2 gives an overview of the emergency planning process. The remaining chapters describe and discuss each step of the process:

- Chapter 3** The planning committee
- Chapter 4** Emergency risk management
- Chapter 5** Identify responsibilities
- Chapter 6** Identify resources and services required
- Chapter 7** Develop emergency management arrangements and systems
- Chapter 8** Document the plan
- Chapter 9** Monitor and review the plan.

Other manuals in the Australian Emergency Manual Series provide additional information on planning topics and tools which can supplement that provided in this manual. These manuals are listed at Annex A to this chapter.

Why plan?

The economic cost of emergencies to the Australian community averages more than \$1 billion per year¹, and the real cost in terms of human suffering and environmental damage is larger.

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.

The community's ability to cope with the impact of emergencies depends mainly on whether it has prepared plans and programs for²:

- prevention and mitigation - regulatory and physical measures to ensure that emergencies are prevented, or their effects mitigated;
- preparedness - arrangements to ensure that all resources and services which may be needed can be rapidly mobilised and deployed ñ emergency planning is part of preparedness;
- response - actions taken, during and immediately after a hazard impact to ensure that its effects are minimised; and
- recovery - arrangements to ensure that a community is restored to normal.

¹ Bureau of Transport Economics (2001) *Economic Costs of Natural Disasters in Australia*, Canberra

² See Emergency Management Australia (1993) *Commonwealth Counter-Disaster Concepts and Principles*, Canberra for further information.

Emergency planning may help protect organisations from litigation arising out of the duty of care provisions in common law. The general obligation of fulfilling duty of care, and the specific requirements under most State/Territory legislation, indicate clearly the need for communities to develop, test and review emergency plans.

Emergency plans are therefore essential for preparedness to deal with emergencies.

The planning process

There is a proven process for the preparation of emergency plans. The key to effective emergency management is the planning process, from which all related programs, strategies and arrangements should flow.

The planning process enables agreements to be reached between people and organisations in meeting their communities' needs during emergencies. The plan becomes a record of the agreements made by contributing organisations to accept roles and responsibilities, provide resources, and work cooperatively. This process is described in Chapter 2 and provides the basis for the rest of this manual.

Some planning precepts

A number of planning precepts or general rules have been suggested as a guide to planners in emergency management. Among those widely accepted are the following³:

- Planning is a continuous process.
- Planning involves attempting to reduce the unknowns in a problematic situation.
- Planning aims at evoking appropriate actions
- Planning should be based on what is likely to happen
- Planning must be based on knowledge.
- Planning should focus on principles.
- Planning is partly an educational activity.

³ From Dynes, Russell, E.L. Quarantelli and G.A. Kreps (1972) *A perspective on disaster planning*, University of Delaware

The emergency management context of planning

Emergency management involves a number of inter-related concepts, structures, tools and actions. These establish the context within which emergency management activities are conducted, a context which can be diagrammatically represented as shown in Figure 1:1.



Figure 1:16 The Emergency Management Context

Emergency risk management⁴ is a tool or process for analysing risk and deciding on the most appropriate risk treatment strategy to reduce risk. Although reasonable efforts to reduce risk may be taken, there will normally be some residual risk. It is this residual risk that may lead to emergencies.

Emergency plans provide the basis for emergency preparedness. Emergency planning must take place within the emergency management context as outlined above, conforming to the same concepts, working within existing structures, taking actions appropriate to the scope of such planning and using relevant tools.

Emergency planning structure

An emergency planning structure normally exists within which plans at lower levels dovetail into plans at the next highest level, as shown in Figure 1:2.

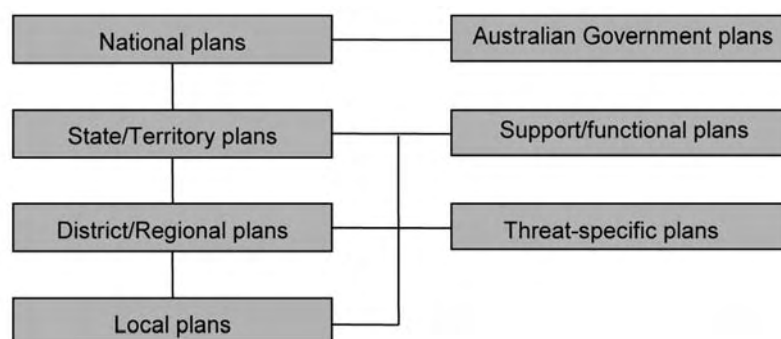


Figure 1:26 An Emergency Planning Structure

⁴ See Emergency Management Australia (2000) *Emergency risk management: applications guide*, Canberra for further information.

Support or functional plans may include but are not necessarily limited to:

- transport;
- recovery,
- communications;
- health;
- engineering;
- etc.

Threat-specific plans may be developed to deal with threats from:

- flood;
- hazardous materials;
- fire;
- emergency animal disease/agricultural emergency
- marine pollution;
- cyclone;
- etc.

This planning structure requires compatibility between plans. It is essential that the roles and responsibilities are consistent across all emergency plans and with State/Territory arrangements. Support or functional plans and threat-specific plans may exist at the State/Territory, regional and local levels.

Chapter Two presents an overview of the emergency planning process and the remaining chapters of this guide present and discuss each step of this process.

Annex A to Chapter 1

Related Manuals in the Australian Emergency Manuals Series

Manual 5 Emergency Risk Management (Applications Guide)

An explanation of the application of the application of emergency risk management for those at community, local government, regional/district or State/Territory level who lead or facilitate the emergency risk management process.

Manual 6 Implementing Emergency Risk Management

A facilitator's guide to working with committees and communities.

Manual 8 Emergency Catering

A basic reference on catering for disaster-affected persons and emergency service personnel

Manual 9 Disaster Medicine

A basic reference for health and medical professionals in disaster medicine

Manual 10 Disaster Recovery

A comprehensive guide to disaster recovery at all levels.

Manual 11 Evacuation Planning

Guidelines to assist planning committees to develop evacuation plans in accordance with accepted emergency management principles and applicable legislative requirements.

Manual 12 Safe and Health Mass Gatherings

Planning and conducting successful, enjoyable, incident-free mass gathering events.

Manual 13 Health Aspects of Chemical, Biological and Radiological Hazards

Providing a common national approach to the understanding of the particular requirements of the health response to chemical, biological and radiological incidents.

Manual 17 Multi-Agency Incident Management

Guidance on multi-agency incident management that is compatible with State and Territory emergency management plans and arrangements and which facilitates national inter-operability.

Manual 18 Community and Personal Support Services

Assisting in the management and delivery of community and personal services in a disaster context.

Manual 31 Operations Centre Management

A guide for the establishment and management of the operations centre.
PART V ñ THE MANAGEMENT OF TRAINING

Manual 42 Managing Exercises

Guidelines and a national reference for the design, conduct and review of exercises and simulations.

2. EMERGENCY PLANNING PROCESS OVERVIEW

What is the emergency planning process?

The planning process is a sequence of steps by which an emergency plan is prepared or reviewed. The interactive process of planning should result in:

- a definition of the purpose of the plan;
- a clear definition of and an understanding of agency roles and responsibilities;
- clear control and coordination arrangements;
- improved public awareness and education strategies;
- arrangements for emergency communications, public warning and information; and
- a simple written plan.

Planning process steps

Figure 2:1 provides an outline of the steps in the suggested planning process. These steps are briefly explained in this chapter. Each step is then individually detailed in a following chapter.

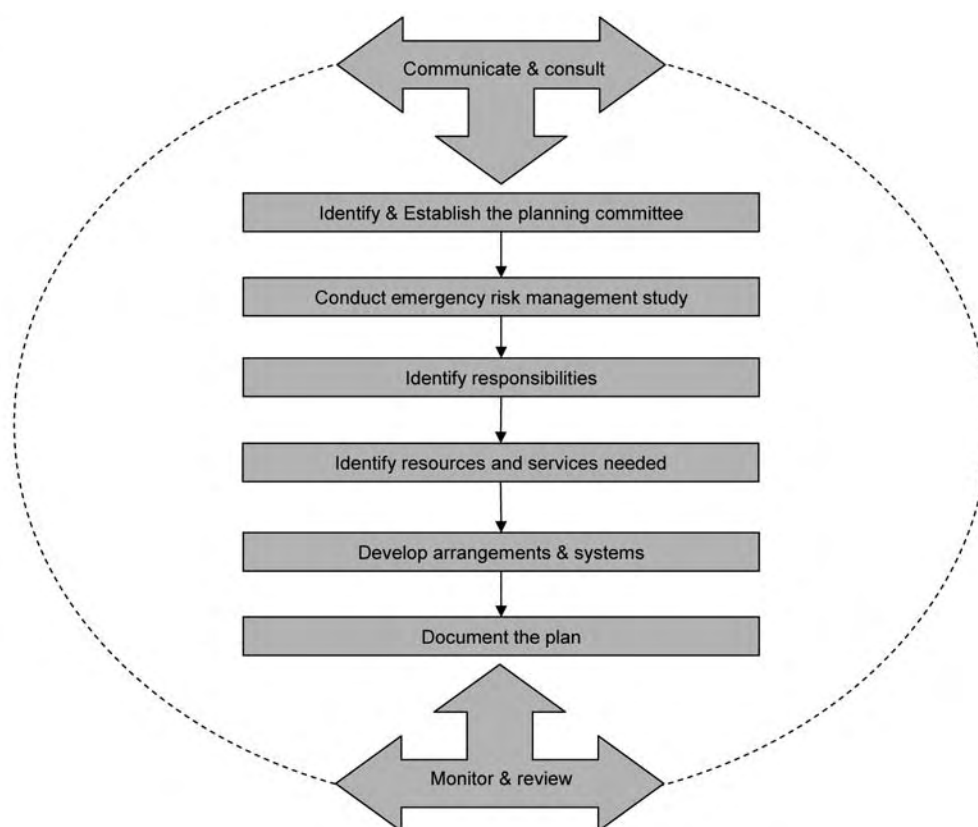


Figure 2:1 An Emergency Planning Process

Identify / Establish the Planning Committee (see Chapter 3) The existing emergency management committee will normally fulfill the role of the emergency planning committee and will have the authority to plan.

Conduct Emergency Risk Management Study (see Chapter 4)

The steps in emergency risk management are:

- establish the context;
- identify the risks;
- analyse the risks;
- evaluate the risks; and,
- recommend risk treatment options.

Emergency risk management is a tool or process for analysing risk and deciding on the most appropriate risk treatments to reduce risk. Even though when there are reasonable efforts at risk reduction, there will normally be some residual risk. This residual risk may lead to emergencies. The emergency risk management study will identify the risks for which planning will be undertaken.

Identify Responsibilities (see Chapter 5)

An accepted emergency management structure for control and coordination arrangements is normally defined by legislation or government direction. The roles and responsibilities of all organisations will be determined by:

- legislation;
- government direction;
- inter-service agreement; or
- the planning committee.

Identify Resources and Services Needed (see Chapter 6)

- resource analysis is undertaken to identify:
- the resources and services most likely to be required;
- those currently available; and
- any shortfalls (and surpluses) that exist.

Develop Emergency Management Arrangements and Systems (see Chapter 7)

The planning committee identifies and develops specific management arrangements for preparedness, response and initial recovery. The group may also identify prevention and/or mitigation opportunities, and refer these to appropriate agencies. There is also a requirement to design emergency management systems, which may include:

- communications;
- public education;
- emergency operations centre management;
- liaison;
- information management;
- preparation and dissemination of public warnings;
- resource management; and,
- financial management.

Document the Plan (see Chapter 8)

In order to minimise errors and omissions, detailed documentation begins as soon as the planning process commences. Documents resulting from the planning process may include:

- the results of a risk management study;
- the main plan;
- functional and threat specific plans; and
- operating procedures.

The final agreed documents are printed and distributed to users according to their operational need.

Monitor and Review the Plan (see Chapter 9)

Plans must be regularly monitored and reviewed. Review will be appropriate following:

- operations;
- exercises;
- a program of review; or
- significant changes to hazards, the community, or the environment.

Planning is a continuous process. The written plan is a living document, constantly being reviewed and up-dated.

Communicate and Consult

Communication and consultation are important considerations in each step of the planning process, and involve a dialogue with stakeholders with efforts focussed on consultation rather than on a one-way information flow from planners. It is important to develop a communication plan for stakeholders at the earliest stage of the process.

3. THE PLANNING COMMITTEE

Planning Committee Composition

The existing emergency management committee will normally fulfill the role of the planning committee. Members must be sufficiently senior to commit their organisations to decisions made by the committee, they should be committed to the planning process, and their continuity of membership maintained.

Terms of Reference

The committee must determine its terms of reference, which include:

- authority to plan;
- planning aim; and
- planning assumptions.

The authority to plan must be established either under legislation, by government direction, or through community agreement. Such authority gives the plan credibility and recognition, and promotes its acceptance.

The planning aim is a broad statement of intent in respect of arrangements for preparation for, response to, and initial recovery from emergencies within the community.

Planning is based on the residual risk identified during the emergency risk management process. Availability of resources, reactions of people in times of emergency and assumptions having a possible impact on planning, should be clearly stated (e.g. a flood plan may be based on the occurrence of a probable maximum flood).

Meetings will be conducted in accordance with State/Territory arrangements and requirements.

All members must be aware of State/Territory arrangements and they should be briefed on the results of the emergency risk management study.

4. EMERGENCY RISK MANAGEMENT

Emergency risk management⁵ is a tool or process for analysing risk and deciding on the most appropriate risk treatment to reduce risk. Given reasonable efforts at risk reduction, there will normally be some residual risk. This residual risk may lead to emergencies.

Emergency plans are one example for emergency preparedness, these may be based on the results of the risk management process, and deal with residual risk. The emergency risk management process is based on the process employed in the Australian/New Zealand risk management standard which is in use in business and government in Australia.⁶ The main elements of the emergency risk management process developed from the standard are the following.

Establish the context

- **Establish the context** – Identify issues and establish a management framework, ie. define the nature and scope of the problem to be solved, and identify a framework in which the emergency risk management process will be undertaken. Define the community expectation of acceptable risk for the problem.
- **Identify risks** – Identify and describe the nature and scope of the hazards, community and environment that provide the setting for the established problem.
- **Analyse risks** – Analyse the risk associated with the problem using a modelling process and determine the vulnerability of the community and/or environment to hazards.
- **Evaluate risks** – Compare risks against risk evaluation criteria, prioritise the risks, and decide on risk acceptability.
- **Treat risks** – Respond to the level of risk by deciding which factors in the problem (hazard, environment or community) can be changed to reduce the risk, test the changes in the model to obtain an estimate of the new level of risk, and determine which factors should be changed.

Underpinning the emergency risk management process is a requirement for:

- **Communication and consultation** – Where all stakeholders contribute to the decision-making process there is a much larger pool of information and expertise to enable valid solutions to be developed. Further, for any decision to be successfully implemented, it must engender ownership and commitment from all parties influenced by it.
- **Documentation** – Appropriate documentation, to retain knowledge and to satisfy audit, should be integrated within the process at all stages and maintained.
- **Monitoring and reviewing** – Factors which may affect the problem may change, as may the factors which affect the suitability of the various risk treatment options. Therefore systems that monitor and review risk and its management must be established and maintained. Where risk treatments leave a residual risk, a decision should be taken as to whether to retain this risk or re-enter the emergency risk management process.⁷

⁵ See Emergency Management Australia (2000) *Emergency risk management: applications guide*, Canberra for further information.

⁶ See Standards Australia (1999) *AS/NZS4360 Risk management* for further information.

⁷ *Emergency risk management: applications guide*, pp. 5/6.

The emergency risk management process is shown in diagrammatic form in Figure 4:1 below.

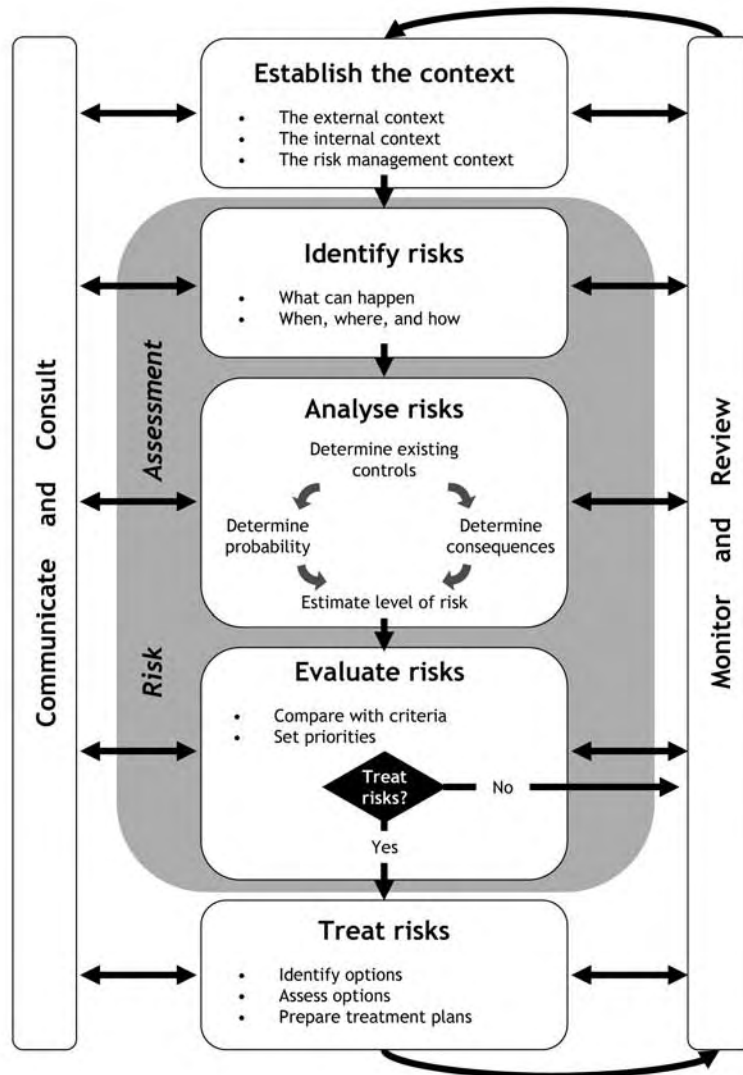


Figure 4:1—The Emergency Risk Management Process

5 IDENTIFY RESPONSIBILITIES

The emergency response and recovery management structure should apply to all levels of planning and operations and should include the control and coordination arrangements which are to apply during multi-agency operations.

Roles and responsibilities of all lead combat and supporting organisations can be described to ensure that all required control, coordination, and support functions and tasks are accounted for, and that there is no overlap between organisations. Roles and responsibilities at community level will conform to general State/Territory arrangements.

Each organisation represented on the planning committee will clearly identify and declare its roles, and define the limits of its responsibilities in performance of those roles. An organisation must be able to determine that, it has:

- a primary role - that is responsibility for initiating and maintaining action; and/or
- a secondary role - responsibility for undertaking tasks in support of an organisation with a primary role; or
- no role at all.

Two methods of describing these roles and responsibilities can be used by the planning committee:

- list involved organisations and describe their roles;
- list emergencies and identify the lead combat and support organisations.

The description of roles and responsibilities by organisation is useful for each commander to review their organisation's overall involvement. The description by emergency allows the controller/coordinator or anyone else to obtain an overview of roles and responsibilities.

The assignment of roles and responsibilities must be agreed upon by the planning group and the organisations they represent. This agreement is necessary before any further steps in the planning process can be taken.

6. IDENTIFY RESOURCES AND SERVICES NEEDED

The resources and services needed to respond to and to enable recovery from emergencies will be determined primarily by the source of those risks (the nature of the event) and by the particular elements placed at risk (the consequences of the event). They are thus unlikely to be predicted with any great accuracy before the event.

In addition, the resources and services needed are also likely to be dispersed across a number of organisations, not all of which can be expected to be readily accessible at the time or at the level at which they will be needed. Attempts to develop and maintain exhaustive lists of possibly-available resources are therefore of limited value except at local levels and for high-probability and frequently-experienced threats, and become outdated very quickly.

The resource analysis undertaken by the planning authority should therefore concentrate on resource needs relevant to the responsibilities of the response and recovery agencies at the level at which planning is being undertaken, by:

- ascertaining the broad types and categories of resources and services most likely to be needed to respond to and enable recovery from high probability/high consequence threats;
- determining the potential sources of such resources and services, and ascertaining conditions relating to resource acquisition such as hiring changes, indemnification, contract arrangements etc.;
- identifying potentially-critical resource and service shortfalls
- identifying the agency which has or should be given the authority to access the required resources and services and ensuring that authority is supported by appropriate financial and contractual arrangements;
- monitoring resource and service acquisition arrangements on a regular basis, and
- ensuring that emergency debriefs and reviews address resource management issues.

7. DEVELOP EMERGENCY MANAGEMENT ARRANGEMENTS & SYSTEMS

Preparedness

Arrangements and systems for emergency response and recovery must be addressed, and should include:

- public education;
- inter-agency communications;
- emergency operations centre (EOC) management;
- preparation and issue of warnings/public information;
- evacuation management;
- financial management;
- response management;
- recovery management.

Each of these areas are described below.

Public education

The aim of public education is to ensure an alert and informed community. The community must be informed about the characteristics and possible effects of identified risks. Public education material needs to contain action statements which will direct the public to make desired preparations and take appropriate actions. Again, particular attention should be given to identified special needs groups. A broad range of methods for dissemination should be considered, including:

- newspapers;
- radio;
- television;
- Internet;
- brochures;
- public meetings;
- focus groups; and
- school visits.

It is also useful to advertise the existence of a risk management study and emergency plans, and to place these on public view.

Inter-agency communications

An efficient all-service communications system needs to be developed to allow:

- coverage both within and between organisations;
- primary reliance on existing systems;
- compatibility between organisations' systems;
- a dedicated radio frequency for control and coordination;
- a back-up system in case of primary system failure;
- a back-up power supply; and
- simplicity of activation and operation.

Emergency Operations Centre (EOC) management An emergency operations centre is a facility for control of operations and coordination of resources. It is the focus of the community emergency response and recovery structure. Operational and administrative procedures for the EOC are usually covered in standing operating procedures (SOPs) which lay down actions to be followed by staff during operations.

Preparation and Issue of public warnings

A public warning is intended to bring about an appropriate response to avoid or minimise exposure to danger. Warning messages are one part of the public information system. They should:

- provide timely information about the emergency;
- state what action should be taken to reduce loss of life, injury and property damage;
- state to the public, consequences of not heeding the warning;
- provide feedback to operational decision makers on the extent of public compliance;
- cite a credible authority;
- be short, simple and precise;
- have a personal context;
- contain active verbs; and
- repeat important information regularly on a known timetable.

Methods used for disseminating the warning may include media messages, door knocks, community networks, audible and/or visual signals. Consideration should be given to warning special needs groups.

A Standard Emergency Warning Signal (SEWS), a wailing siren sound which may be broadcast on radio or television anywhere in Australia, has been developed to draw attention to the fact that an urgent safety message is about to be given.

Evacuation Management

Planning for evacuation should include the following:

- 1 the round trip nature of the evacuation process.

Consideration needs to be given to the fact that evacuation involves going to some other area away from a locality, and almost always a return to the original point of departure. To ignore the round-trip nature of the evacuation process is to miss much of what must be planned in practical terms.

- 2 the stages of evacuation which are:

- decision to evacuate
- warning;
- withdrawal;
- shelter; and
- return.

- 3 identification of:

- sites suitable as assembly areas;
- sites suitable as evacuation centres;
- evacuation routes between the above;
- organisations responsible for conducting and assisting with the evacuation;
- registration teams;
- organisations responsible for arranging and coordinating transport; and
- organisations responsible for operating evacuation centres.

Evacuations are difficult operations to conduct. However, difficulties can be minimised if prior planning is undertaken. Where the possible need to evacuate an area is identified during the emergency planning process, an evacuation plan should be prepared.

Financial management

Financial arrangements will need to be considered. It is imperative that planning committees understand their State/Territory financial procedures, and apply them at all levels.

Response management

Response management is the activation and implementation of operational systems which includes:

- activating and staffing the Emergency Operations Centre;
- activating the communications system;
- collecting, processing, and disseminating information;
- alerting support organisations;
- preparing and disseminating warnings and other public information;
- activating liaison arrangements;
- coordinating and deploying resources; and
- arranging outside assistance, and providing assistance to other areas.

Recovery management

Recovery is restoration of the community structure and facilities, and support provided to affected people. It may include:

- providing immediate emergency accommodation;
- counselling emotionally-affected people;
- providing personal support;
- establishing and managing emergency financial relief schemes;
- repairing or replacing damaged public utilities, services, and assets;
- surveying and assessing damage to public and private property; and
- managing environmental rehabilitation programs.

Recovery operations should begin as soon as response operations.

8. DOCUMENT THE PLAN

Write the plan for the user

There are two user groups of the emergency plan. They are:

- those who need a general knowledge of the plan; and
- those who have to implement the plan, or some part of it.

All users, therefore, need a plan which:

- gives them a general overview of the risks, states the commitments of the various agencies involved, and the relationships between them; and
- readily identifies the part of the plan which they need.

The planning committee's task is to format the plan to meet the user's requirements.

This suggests that a usable plan should have the following structure:

- It opens with a brief but clear statement of what the plan as a whole is intended to do, describes general arrangements (and any particular control and coordination arrangements) around which the plan is based, and contains attachments which are of concern to all participants. This is referred to as the main plan.
- It includes, as annexes or separate 'stand-alone' parts, functional plans (welfare, communications, transport etc) and hazard/risk-specific plans (dealing with threats that require special arrangements not covered in the main plan).

A practical plan:

- is produced in loose-leaf format for ease of amendment;
- comes complete with a record of distribution and an amendment summary page; and
- contains a 'ready-reference' section which, in conjunction with a table of contents, allows users to quickly identify those parts of the plan they need.

Elements of the plan

Essential elements of the plan are described below

Contents

The table of contents should be brief but complete, easily accessed and able to be revised as necessary. See Annex A for a specimen table of contents.

Authority

The authority to plan is normally prescribed by legislation, policy or government direction. A statement to the following effect should appear in the introduction to the plan: 'This plan has been prepared by.....under the authority of.....'.

Individual organisations should agree in writing to the arrangements and systems described in the plan.

Distribution of the plan

The plan should be distributed to designated positions within organisations rather than to individuals. Copies of the plan are distributed to at least;

- those involved in the planning process;
- those agencies which are committed to carrying out the arrangements described in the plan;
- other local authorities;
- local libraries;
- related planning committees; and
- regional and State/Territory emergency managers.

Plan aim

The aim is a broad statement of planning intent. It provides the mission statement and should be worded in a clear and concise manner.

Scope

The scope of planning involves a series of short statements describing such factors as: jurisdiction;

- planning assumptions;
- limitations on planning;
- geographical area;
- type of hazard/s; and
- support to/interface with other plans.

Geographic/topographic description

A short general description and maps (as annexes) of the area covered by the plan. The description may include:

- communities;
- topography;
- climate;
- population;
- vegetation;
- land use areas; and
- transport routes.

The description should be sufficiently detailed to allow users unfamiliar with the geography of the area to gain an understanding of the presence and location of major contributing factors.

Risk register

Relevant information from the risk register should be included, such as major risks and generic risk treatments undertaken or planned.

Activation

The triggering events for, and means of, activation of the plan need to be clearly prescribed in the document.

Management structure

The management structure, including command, control and coordination arrangements, are summarised.

Roles and responsibilities

The agreed roles and responsibilities are detailed in a separate chapter or annex.

Management system

Describe systems established to control and coordinate:

- preparation and issue of warnings;
- collection, analysis and dissemination of operational information;
- public education;
- public information;
- use of community resources;
- financial management; and
- EOC management.

Other plans

Any functional/support and hazard-specific plans are appended. These plans are produced using the same process and having the same general content as the main plan.

Glossary

A glossary should be included to provide definitions of special terminology used. The definitions must be consistent with those stated in higher level plans.

ANNEX A TO CHAPTER 8

PLAN DOCUMENTATION

The following is a sample format for a community emergency plan. It sets out the detail which should be included to achieve effective documentation of emergency management arrangements. States and Territories may adapt the sample format to suit their specific emergency planning requirements.

Title page

Table of contents

Introduction

- Authority
- Aim
- Scope
- Plan review arrangements

Risk register

Activation of plan

Management structure

- Command, control, coordination
- Communications
- Response and recovery responsibilities by organisation
- Response and recovery responsibilities by emergency

Management systems for response and recovery

- Warnings
- EOC management
- Information management
- Financial management
- Public education
- Public information
- Resource management

Functional Plans

Threat-specific Plans

Annexes

- Issue history and amendment list
- Distribution list
- Glossary
- Planning committee composition
- Geographic/topographic details
- Maps
- Organisation charts
- Contact list
- Key resources list
- Standard operating procedures

9. MONITOR & REVIEW THE PLAN

Monitoring and reviewing the plan

This section covers the following topics:

- minimum review requirement;
- plan amendments; and
- review schedule.

Minimum review requirement

Planners must realise that planning is a continuous process. Plans, to be effective in an emergency, must be regularly checked, tested and revised/updated as conditions change. Monitoring is also necessary to keep track of changes in staffs, contacts, resources and the environment itself. Responsibility for monitoring and review rests with the planning committee, and a plan review schedule should be established in accordance with State and Territory policy. It is suggested that the minimum requirement is an annual review.

Plan amendments

Amendments to plans are required where deficiencies in operational systems and procedures are revealed as a result of:

- review meetings by the planning committee;
- exercises;
- operational debriefs; or
- changes in hazards, community, environment, or emergency service/support organisations.

In order that amendments can be efficiently and effectively distributed, responsibility for plan distribution and amendment control should be assigned to one organisation. It is recommended that amendments be forwarded direct to the occupant of the position responsible for holding the plan, rather than to their organisations for secondary distribution.

Review schedule

A properly implemented review schedule ensures that plans become living documents, which are continually reviewed, evaluated and amended/updated.

Plan maintenance, through evaluation of operations, exercises and changing circumstances, is vital so that the planning committee has a clear indication of effectiveness of the plan, can identify deficiencies in the plan, and can revise and strengthen the plan to meet possible future emergencies.

To assist planning committees with review and evaluation of plans, a checklist of criteria is included as Annex A.

Auditing Plans

Plans need to be audited to ensure that they conform with higher-level policy. For this reason, audits must be conducted by an authority higher than or external to the committee directly responsible for the plan. Audits need to be conducted regularly, and whenever there have been significant changes either to higher-level policy or to the plan itself. Shortcomings and inconsistencies revealed in an audit need to be rectified, with the process and outcomes of rectification being properly documented.

Exercising Plans

Exercises are essential to ensure that plans are workable and effective, and are required in particular where:

- there have been no emergency operations for some time (for example, in the last two years);
- there have been significant changes to the plan, or
- there have been significant changes to the composition of the planning committee.

This section covers the following topics very briefly (more detail will be found in the AEM Series, Part V – The Management of Training, Manual 2 – Managing Exercises):

- benefits of exercises;
- types of exercise;
- exercise considerations;
- exercise control;
- exercise debrief; and,
- follow-up action.

Exercises allow planners to:

- test the effectiveness of the plan;
- bring together all members of emergency management agencies and give them knowledge of, and confidence in, each other;
- help educate the community about local plans and programs;
- allow participating agencies an opportunity of testing their operational procedures and skills in simulated emergency conditions; and
- test the ability of separate agencies to work together on common tasks, and to assess effectiveness of coordination between them.

Operational Debriefs

Operational debriefs provide information which assists in identifying shortcomings in emergency planning and also helps to validate plans. In particular, they can highlight the need for policy changes, for a review of procedures and resource documentation, and for improvements in preparedness.

The outcomes of operational debriefs can lead to:

- a re-assessment of risks, the effectiveness of risk assessment techniques and risk treatments;
- better preparedness for the next emergency and the potential for better response and recovery processes, and
- improvements in prevention/mitigation arrangements.

ANNEX A TO CHAPTER 9

Criteria for Review of Emergency Plans

Critically review an emergency plan by checking it against the following criteria:

- The plan makes reference to the legislation that establishes the legal basis for planning and carrying out emergency measures.
 - The plan specifies roles and responsibilities of all lead combat and support agencies in response and recovery.
 - The plan identifies key individuals by title who are responsible for carrying out specific functions in response and recovery.
 - The plan identifies individuals by title with responsibility for plan development and maintenance.
 - The plan references mutual aid or other written agreements with organisations and government agencies.
 - The plan requires that emergency procedures are developed and maintained by response and recovery agencies.
 - The plan includes a logical aim.
 - The plan contains a glossary of terms used.
 - The plan is consistent with higher level plans.
 - The plan includes procedures to obtain higher level assistance where lower level resources cannot meet response or recovery requirements.
 - The plan provides for special needs of vulnerable community groups (e.g. The aged, disabled, destitute).
 - The plan is reviewed and agreed to by all agencies assigned responsibilities.
 - The plan is distributed to all agencies assigned responsibilities.
 - Provision is made for distribution of amendments to all plan holders.
 - Private sector and voluntary organisations that can provide assistance are identified.
 - Emergency resource requirements are identified.
 - The plan documents the responsibility for providing resources.
 - Arrangements for implementing deployment and control of resources are documented.
 - An EOC exists from which control and coordination can be exercised during an emergency.
 - An alternate EOC is designated as a back-up if the primary EOC is unable to function.
- Standard operating procedures have been developed for the EOC, including:
- a arrangements for activating, operating and closing down the EOC;
 - b staffing arrangements;
 - c arrangements for primary and back-up communications equipment, and facilities to support its function;
 - d appropriate maps and displays to support decision making;
 - e activation arrangements;
 - f arrangements and rosters to allow continuous operation on a 24 hour basis, and
 - g operating procedures to cover EOC functions, layout, staff duties, use of displays, message flows, and staff training.
- A system is in place to alert key agencies promptly to a possible emergency.
 - A public warning system can be activated using various communication alternatives.
 - Procedures are developed to provide warning to special locations, such as schools, hospitals, industry and places of public assembly.

GLOSSARY

command

Direction of members and resources of an organisation in performance of its agreed roles and tasks. Authority to command is established in legislation or by agreement within an organisation. Command relates to an organisation and operates vertically within it.

control

Overall direction of emergency management activities in a designated emergency situation. Authority for control is established in legislation or in an emergency plan, and carries with it responsibility for tasking and coordinating other organisations in accordance with the needs of the situation. Control relates to situations and operates horizontally across organisations.

coordination

Bringing together organisations to ensure effective emergency management response and recovery, and is primarily concerned with systematic acquisition and application of resources (people, material, equipment etc) in accordance with requirements imposed by the threat or impact of an emergency. Coordination relates primarily to resources and operates vertically within an organisation (as a function of the authority to command), and horizontally across organisations (as a function of the authority to control).

emergency

An event, actual or imminent, which endangers or threatens to endanger life, property or the environment, and which requires a significant and coordinated response.

emergency operations centre (EOC)

A facility from which the control of emergency operations and coordination of resources is affected.

support/functional plan

A document describing roles/responsibilities and arrangements for the performance of a key response or recovery function. It is in support of the main plan.

hazard

A potential or existing condition that may cause harm to people, or damage to property or the environment.

main plan

A document describing roles/responsibilities and management arrangements (including specific control and coordination arrangements) for community emergency management.

management structure

A framework for control and coordination arrangements, during multi-service operations, normally prescribed through legislation or government direction.

operating procedures

Prescribed routine action to be followed by staff during operations.

plan

A formal record of agreed emergency management roles, responsibilities, strategies, systems, and arrangements.

planning process

The collective and collaborative efforts by which agreements are reached and documented between people and organisations to meet their communities' emergency management needs. It is a sequence of steps which allows emergency planning to take place.

preparedness

Arrangements to ensure that, should an emergency occur, all those resources and services which are needed to cope with the effects can be efficiently mobilised and deployed.

prevention

Regulatory and physical measures to ensure that emergencies are prevented, or their effects mitigated.

Residual risk

the remaining level of risk after risk treatment measures have been taken.

response

Actions taken in anticipation of, during, and immediately after an emergency to ensure that its effects are minimised, and that people affected are given immediate relief and support.

recovery

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

