

# District Council of Ceduna

## Emergency Management Plan



This document was prepared with the support of the LGA Council Ready Program.

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# 1. Introduction

Emergencies can occur at any time with little warning, rapidly spread over designated boundaries and cause diverse and widespread impacts across affected communities. The District Council of Ceduna area has experienced severe weather events, bushfire threats, loss of essential utilities, coastal inundation emergencies and anticipates new threats will emerge in response to changing social, environmental, and economic conditions of the future. It is anticipated that these may include pandemic – human disease as well as plant and animal disease. Councils can help to minimise these threats and contribute to the safety and wellbeing of their communities by participating in local emergency management.

## 1.1. Purpose

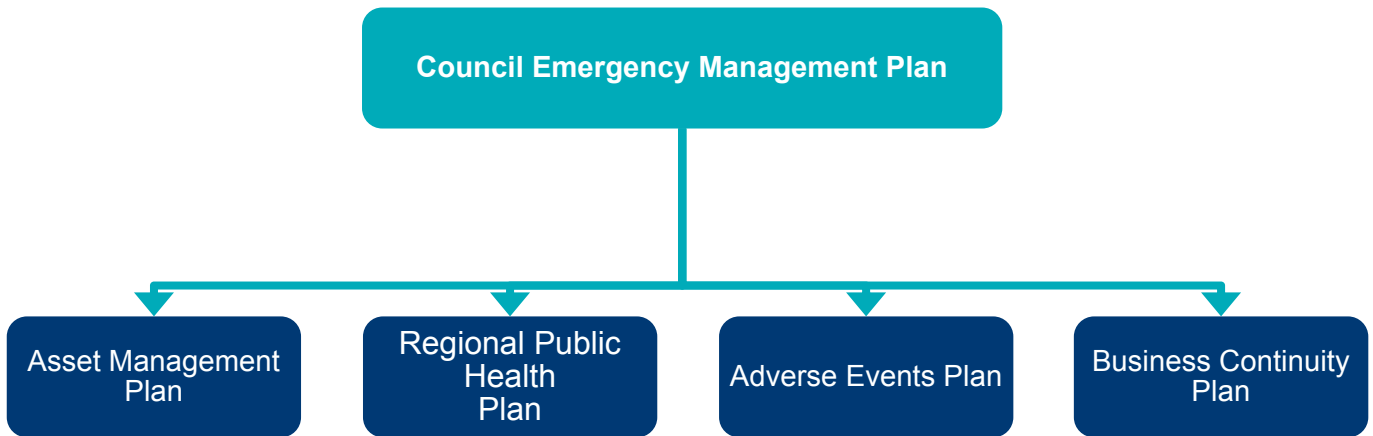
Council's Emergency Management Plan (the plan) establishes council's strategic direction for emergency management, and describes the actions that council will take to reduce disaster risk, maintain incident operational capability and prepare for recovery. The plan identifies responsibility and resources to achieve broad strategies and is not for use in incident or recovery operations.

In accordance with the *State Emergency Management Plan, Local Government Emergency Management Framework* and the *Emergency Management Planning Guide for SA Councils*, the plan:

- Describes the context for the plan in terms of council and community values, related plans, the state emergency management arrangements, and the council's partners in emergency management.
- Establishes linkages between the plan and other relevant council or regional strategies and plans that contribute to management of emergency risk.
- 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.
- Describes how the strategies will be acted upon by describing specific tasks and allocating accountability, resources and timeframes.
- Identifies the monitoring and improvement processes associated with the plan, including exercising.

## 1.2. Link to related council plans

The plan is linked to, and underpinned by, other council plans and strategies.



### **Strategic Plan**

The DC of Ceduna Strategic Plan (2010/11) includes the following goals:

1. Physical infrastructure is improved and developed
2. Our natural environment enhanced, protected and maintained for use by current and future generations
3. Sustainable economic development opportunities identified, vigorously pursued and promoted
4. Open and transparent relationships, improved and sustainable Council services
5. Improved Community Development Services that support community health and wellbeing

### **Regional Public Health Plan (reviewed 2020)**

Stakeholder priorities in Regional Public Health Plan (2015) identified:

*The need for coordinated emergency management planning involving Councils, emergency management organisations and Aboriginal communities, was highlighted as a community safety priority.*<sup>1</sup>

The reviewed Plan<sup>2</sup> includes the following actions under the Climate Change and Emergency Management section:

- Participate as required in the implementation of the Eyre Peninsula Climate Change Management Plan key recommendations for local government.
- Advise on public health and safety risks to be considered in regional Zone Emergency Management Planning.
- Advocate for cross-agency planning for suitable places of refuge for emergency conditions in the region.

<sup>1</sup> Healthy Environs Pty Ltd for District Councils of Ceduna, Elliston, Streaky Bay & Wudinna District Council – Final 10/03/2015

<sup>2</sup> Draft Regional Public Health Plan Review (District Council of Ceduna, District Council of Streaky Bay, District Council of Elliston, and Wudinna District Council) – March 2020

### ***Disability Access and Inclusion Plan (under development 2020)***

Council is committed to the principles of accessibility and inclusiveness for people with a disability which include, fundamental human rights, responsibility and autonomy, individual worth and dignity and participation in social and economic life.

### ***Adverse Events Plan***

The DC of Ceduna was approved for funding from the federal government's Drought Communities Program. As well as economic stimulus, the program seeks to build resilient communities that can plan for and manage adverse events. The Adverse Events Plan has been prepared by the Council to meet the requirements of the program and the needs of its communities in relation to adverse events. It provides a framework-based assessment of the way the Council manages adverse events across the district. The framework is based on relevant context and direction for managing adverse events and reflects key considerations in the areas of:

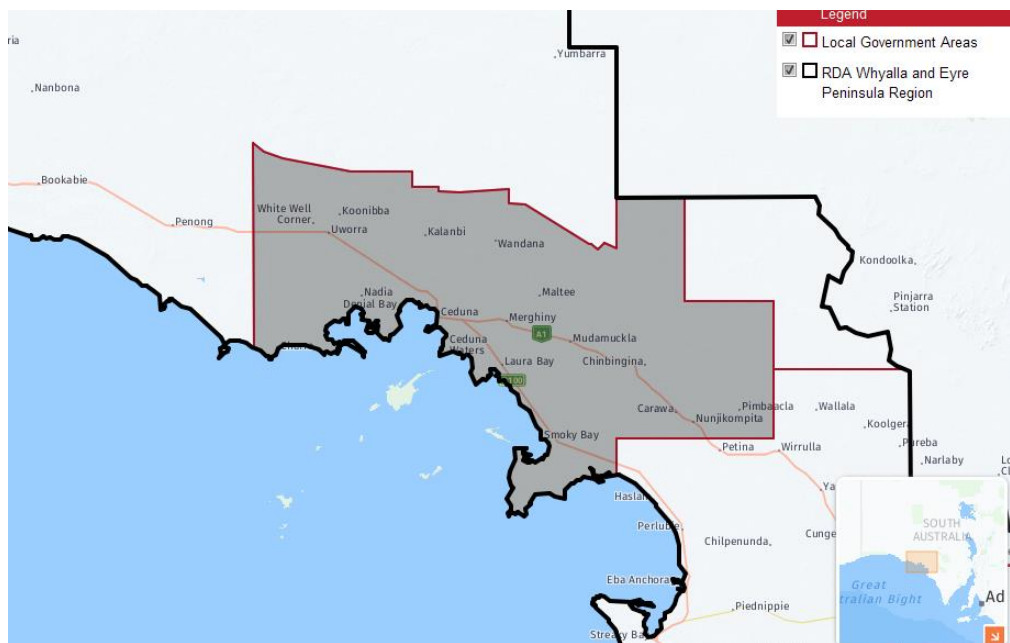
- Communication and coordination
- Natural resource management
- Economic diversification and community resilience

## **1.3. Scope and exclusions**

The District Council of Ceduna's emergency management plan is limited to community emergency risks that are within council's sphere of influence and responsibility. The plan does not address the management of internal emergency risk to council operations or services as these are addressed in the District Council of Ceduna's Business Continuity Plan and other internal procedures.

## 2. Context

### 2.1. Community profile



The District Council of Ceduna includes the towns of Ceduna, Thevenard, Koonibba, Smoky Bay, and Denial Bay. At the 2016 Census, there were 3,408 people in the council area. Key Statistics:

- Median age of the population was 39 years.
- Aboriginal and/or Torres Strait Islander people made up 21.7% of the population<sup>3</sup>
- 79.9% of people only spoke English at home.
- Other languages spoken at home - Greek 1.6%, Pitjantjatjara 1.0%, Tagalog 0.3%, Hindi 0.3% and Italian 0.2%.

### 2.2. Council and community values

This section describes the key assets, values and functions of council and its community that may be damaged or disrupted by the consequences of emergencies.

**Council vision:** Ceduna – an industrious, prosperous community in an enriching and pristine environment

**Mission:** To deliver economic, social, and environmental prosperity for the community through consultation, leadership and the provision of high-quality services.

Key challenges:

- Repair and renewal of foreshore infrastructure as a result of severe weather events e.g. repair existing revetment walls along the Ceduna and Smokey Bay foreshores”.<sup>4</sup>
- Protection of boating infrastructure and beaches from coastal erosion
- Maintaining and upgrading Community Wastewater Management Systems (CWMS)

<sup>3</sup> [https://quickstats.censusdata.abs.gov.au/census\\_services/getproduct/census/2016/quickstat/LGA41010?opendocument](https://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/LGA41010?opendocument)

<sup>4</sup> 2019-20 Annual Business Plan p.5

## Current Initiatives

- Completion of the Thevenard Marina Facility (\$16 +M) to provide marina berths for commercial and recreational vessels. It will also operate commercial wharf services for fishing vessels operating within the region.<sup>5</sup>
- Upgrading council facilities, e.g. Ceduna Memorial Hall including power generator back up to allow for use in an emergency.

Council is also committed to updating its Asset Management and Long Term Financial Plan to better plan and manage asset renewal:

*“... next step for Council will be to complete its Infrastructure Asset Management Plan and align this with Council’s Long Term Financial Plan to present to the Community the various funding options in order to fully fund asset renewal in the medium to long term future.”*<sup>6</sup>

## Operational Environmental Plan – Thevenard Marina Facility

The Operational Environmental Management Plan (OEMP) has been developed for the Thevenard Marina Facility (TMF) to meet the relevant environmental approvals and heritage requirements. The OEMP provides the high-level governance framework for environmental management across the TMF and is supported by issue -specific sub-management plans, an environmental risk assessment and related documents.<sup>7</sup>

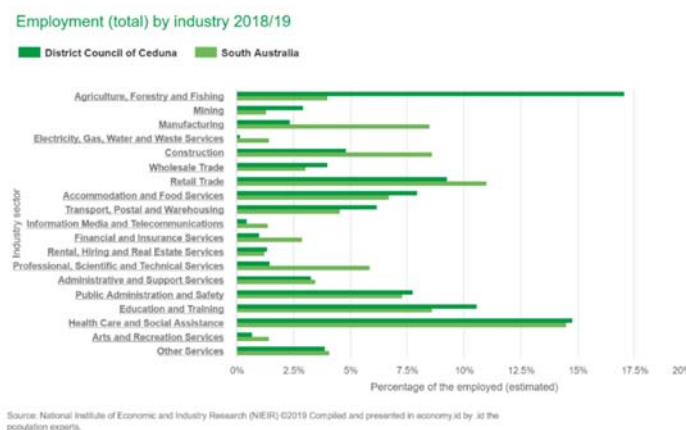
## Infrastructure

Thevenard is the busiest port, in regional SA exporting grain, mineral sands, gypsum, and salt. The Thevenard port terminal loaded over three million tonnes of commodities onto vessels in 2018<sup>8</sup> The freight railway that transports gypsum and other minerals from Penong to Thevenard is vital. The Eyre Highway is the primary road access to WA and an important freight and grey nomad route.

## Economic ‘drivers’

In the District Council of Ceduna, Agriculture, Forestry and Fishing is the largest employer.

## Employment by Industry<sup>9</sup>



<sup>5</sup> 2109- 20 Annual Business Plan p.9

<sup>6</sup> 20-21 Draft Annual Business Plan

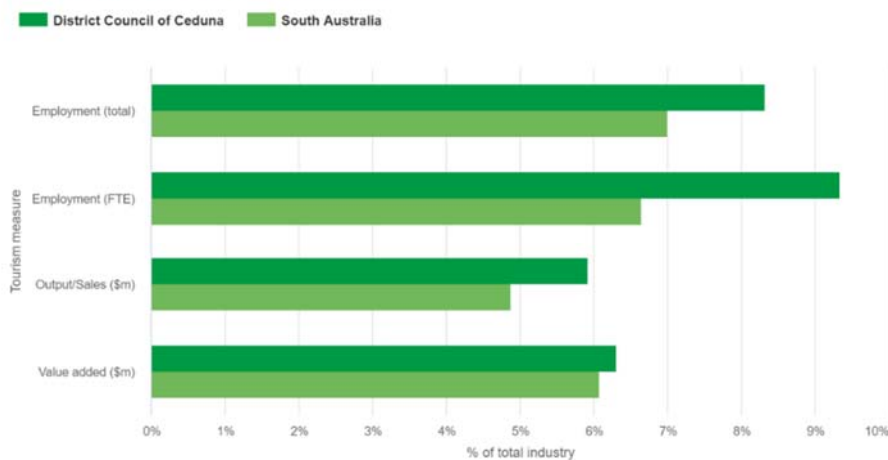
<sup>7</sup> Golder Associates - Draft Operational Environmental Plan – Thevenard Marina Facility July 2020

<sup>8</sup> Viterra website

<sup>9</sup> <https://profile.id.com.au/rda-whyalla-eyre-peninsula/industries?WebID=100>

## The Visitor Economy <sup>10</sup>

### Value of tourism and hospitality 2018/19



Source: National Institute of Economic and Industry Research (NIEIR) ©2020 Compiled and presented in economy.id by .id the population experts

## Natural Environment

The open spaces, including Googs Track, beach, surf, fishing, and whales are important to residents and visitors. Preservation of the 'pristine' environment is important.

### 2.3. South Australian 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).

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.

The plan supports District Council of Ceduna to fulfil its roles in emergency management in accordance with the Local Government Act, State Emergency Management Plan and the Local Government Emergency Management Framework.

<sup>10</sup> <http://economy.id.com.au/rda-whyalla-eyre-peninsula/tourism-visitor-summary?WebID=100>



## 2.4. Partners in emergency management

District Council of Ceduna acknowledges that emergency management is a shared responsibility, and that council has roles in the emergency management plans of its partners. Key partners of the District Council of Ceduna are

- Other government agencies and Non- Government Organisations (NGOs)
- Emergency Services, (SAPOL, CFS, SES, Ambulance) DEWNR, SA Health, Housing SA (transitional housing and public housing)

The Ceduna Bushfire Management Advisory Committee is a Section 41 Committee of Council that advises council and the Upper Eyre Peninsula Bushfire Management Committee. It includes Councillors, CFS representatives and Department of Environment and Water (DEW).

The Local Government Functional Support Group (LGFSG) has the responsibility of “Coordinating response from local government during an emergency” in accordance with Section 2.2 of Part Two of the State Emergency Management Plan. The District Council of Ceduna will consider any requests for assistance from the LGFSG during emergency situations within the state.

## 2.5. Emergency risk assessment

District Council of Ceduna has undertaken an emergency risk assessment to identify the risks most relevant to council and the community. A summary of the key risks is presented below, and the full assessment is attached. (Appendix 1)

### Bushfire, significant structure fire or multiple dwellings destroyed/damaged

Impact on environment	Impact on people	Impact on economy	Impact on social settings <sup>11</sup>	Impact on public administration <sup>12</sup>
Introduction of feral animals	Death or injury Displacement of residents	Damage to infrastructure Loss of businesses	Destruction of national communication Loss of services	Damage to infrastructure

### Coastal inundation

	Displacement of residents	Damage to infrastructure Roads impassable	Roads impassable	
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### Extreme weather – storm

Destruction of vegetation	Displacement of residents Death or injury	Loss of businesses	Damage to infrastructure	Damage to infrastructure
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### Animal and Plant Disease (e.g. POMS outbreak)

	Displacement of residents	Catastrophic loss for the aquaculture sector – immediate and long term		
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### Black Systems (power outages)

	Death or injury	Access to money / purchase of goods restricted.	Access to money / purchase of goods restricted.	Loss of essential services
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<sup>11</sup> Defined as community wellbeing, community services, culturally important objects, culturally important activities (National Emergency Risk Assessment Guidelines - NERAG)

<sup>12</sup> Defined as governance functions (NERAG)

In addition, DC of Ceduna's *Adverse Events Plan 2020* - has identified that Council has the scope to:

- Supplement its existing planning and management of adverse natural events using the LGA templates for drought and coastal inundation.
- Advocate for relevant sector-wide issues of drought and coastal inundation to form part of Zone Emergency Management Planning; and contribute to state-wide hazard data frameworks via agreements through the LGA.
- Strengthen advocacy and partnerships for natural resources management.
- Pursue priority actions in its regional public health plan and more clearly address vulnerable communities in emergency management planning.
- Incorporate climate considerations more directly into long-term asset and infrastructure plans; and strengthen advocacy for physical infrastructures such as digital communications.

## **2.6. Summary – Council's emergency management priorities**

Based upon this context and the emergency risk assessment outcomes, Council's emergency management priorities are:

### ***Disaster risk reduction***

Goal 1: Mitigate the risks of damage from extreme weather by improving the condition and capacity of council infrastructure.

Goal 2: Increase understanding within council and the community of local emergency risks.

Goal 3: Pursue the actions identified in the Adverse Events Plan.

### ***Incident operations***

Goal 4: Maintain systems and processes that enable council to support the community during emergency incidents.

### ***Recovery***

Goal 5: Develop a shared understanding of council's role in recovery following a major emergency.

*Detail about the action that council will take to achieve these goals is provided in Section 3 of this plan.*

## 3. Emergency Management Plan

### 3.1. Disaster risk reduction

#### 3.1.1. Council's role – Disaster risk reduction

Council's roles in disaster risk reduction include to:

- Understand and communicate current and emerging disaster risks.
- Integrate disaster risk into existing plans and decision-making.
- Partner with local stakeholders in addressing priority emergency risks.
- Strengthen disaster resilience in communities through community development.

#### 3.1.2. Council activities that contribute to disaster risk reduction

District Council of Ceduna currently undertakes the following activities to reduce the disaster risk to its communities.

- Land-use planning
- Public health measures (e.g. immunisation food safety, wastewater management, hygiene, and sanitation)
- Tree management
- Road maintenance, renewal, and upgrade
- Traffic management
- Stormwater infrastructure maintenance, renewal, and upgrade
- Vegetation management (roadside, parks and reserves)
- Building safety
- Appoint Fire Prevention Officers to undertake inspections of private and council land, issue notices (*Fire and Emergency Services Act 2005*)
- Participate in Bushfire Management Committees
- Maintain asset, liability and WHS insurance
- Community development
- Provision of public information
- Coastal management Works

#### 3.1.3. Council actions for disaster risk reduction

The tables below describe the actions District Council of Ceduna will undertake to reduce identified disaster risks.

#### Goal 1. Mitigate the risks of damage from extreme weather by improving the condition and capacity of council infrastructure

Action	Delivery	Lead
Develop a stormwater management plan to mitigate; flooding on Thevenard Road, O'Loughlin Terrace and Kulmann Street areas in Ceduna; excessive erosion in Ceduna Waters and Smoky Bay precincts.	2026	Manager Infrastructure & Engineering Services
Seek funding to implement priority actions from stormwater management plan.	On-going	Manager Infrastructure & Engineering Services

<b>Review and upgrade CWMS systems.</b>	2026	Manager Infrastructure & Engineering Services
<b>Continue to advocate relinquishing Water West to third party.</b>	On-going	Manager Admin and Finance
<b>Asset Management Plan to be developed to identify; the risk of sea inundation; flooding; and impact from bushfire on Council's infrastructure during severe weather events</b>	2026	Manager Infrastructure & Engineering Services

### Goal 2. Increase understanding within council and the community of local emergency risks

<b>Action</b>	<b>Delivery</b>	<b>Lead</b>
<b>Incorporate emergency risk assessment outcomes into council's strategic risk register.</b>	2024	Manager Governance
<b>Publish and communicate information about emergency risks for community and businesses.</b>	2021	Manager Governance

### Goal 3: Pursue the actions identified in the Adverse Events Plan

<b>Action</b>	<b>Delivery</b>	<b>Lead</b>
<b>Supplement planning and management of adverse natural events using LGA templates for drought and coastal inundation.</b>	2026	Manager Governance
<b>Advocate for relevant sector-wide issues of drought and coastal inundation to form part of Zone Emergency Management Planning</b>	2024	Chief Executive Officer
<b>Pursue priority actions in the regional public health plan and more clearly address vulnerable communities in emergency management planning.</b>	2026	Environmental Health Officer

## 3.2. Incident operations

### 3.2.1. Council's Role - incident operations

District Council of Ceduna will support its community, other councils and the South Australian emergency management arrangements immediately before, during and immediately after an incident.

When participating in incident operations District Council of Ceduna will do so within the scope of Policy 1.63 / 1 *Provision of council resources to support emergency services in emergencies* (June 2018).

Only the CEO at his/her absolute discretion has the authority to approve the use of Council's plant, equipment and personnel in an emergency or recovery situation when a request is received from a combatant authority. Only those employees who have received i-Responda training may be asked to supply & or operate plant or equipment in an emergency situation. It is the Employee's prerogative to assist in these times.

### 3.2.2. Council activities that contribute to incident operations

District Council of Ceduna currently undertakes the following activities to contribute to incident operations that support the emergency services and their communities.

- Environmental Health Services;
- Local Knowledge;
- Waste Management;
- Traffic Management
- Flood Mitigation
- Community Facilities;
- Plant and Equipment;
- Community Networks;
- Coastal Management;
- Vegetation Management;
- Heatwave (cool venues).
- Plant or equipment to support emergency services
- Specialised and skilled staff
- Communication
- CWWMS

### 3.2.3. Council actions for incident operations

Section 2.5 identified the following goals for incident operations. The tables below describe the actions District Council of Ceduna will undertake to maintain capacity to participate in incident operations

#### Goal 3. Maintain systems and processes that enable council to support the community during emergency incidents

Action	Delivery	Lead
<b>Make Ceduna Memorial Hall available for relief centre</b>	June 2020	Manager Governance
<b>Ensure full water tanker and trained personnel on 'alert' on days of extreme or catastrophic fire warning</b> <b>NB. Must be specifically approved by the CEO only</b>	On-going	Manager Infrastructure & Engineering Services

<b>Maintain relationships with local/regional representatives of Emergency Services</b>	On-going	Manager Governance
<b>Develop relationship with other service providers to manage council facilities during emergency e.g. Red Cross</b>	On-going	Manager Governance

### 3.3. Recovery

#### 3.3.1. Council's Role – Recovery

District Council of Ceduna will provide leadership and support to the community in recovery. Council activities that contribute to recovery

District Council of Ceduna currently undertakes the following activities to contribute to recovery of the community.

- Environmental health services
- Animal management
- Waste management
- Road maintenance, renewal and upgrade
- Traffic management
- Stormwater infrastructure maintenance, renewal and upgrade
- Vegetation management (roadside, parks and reserves)
- Events
- Community grant support
- Building maintenance, renewal and upgrade
- Advocacy
- Communication
- Access to financial hardship requests for rate/fee relief

#### Goal 5: Develop a shared understanding of council's role in recovery following a major emergency

Action	Delivery	Lead
<b>Record all actions taken to aid any recovery process following a significant event for inclusion into Council's BCP2026</b>	2026	Manager Governance

## **4. Implementation arrangements**

### **4.1. Resourcing this Plan**

The District Council of Ceduna's Manager, Governance is responsible for the plan which will be reviewed every four years or in event of major incident.



## **Annexes/Appendixes**

**District Council of Ceduna: Full Emergency Risk Assessment**

Event	Sub event	Location	Impact	Consequence
Fire	Bushfire	Rural living Townships Agricultural land Homelands <i>(multiple dwellings on one site)</i>	Damage to infrastructure	Displacement of residents Death or injury Loss of businesses Introduction of feral animals Destruction of national communication
	Significant Structure fire	Hospital Silo Supermarket Hotel Shops	Damage to infrastructure	Loss of services
	Multiple dwellings impacted by fire		Damage to infrastructure	Displacement of residents
Coastal inundation	Storm surge		Damage to infrastructure	Displacement of residents Roads impassable
Flood			Damage to infrastructure	Displacement of residents
Storm	Structural Damage		Damage to infrastructure	Displacement of residents Death or injury Loss of businesses
	Vegetation Damage		Damage to environment	Destruction of vegetation
Extended power outage			Access to money / purchase of goods restricted.	Loss of essential services
Mains Water failure		To Ceduna	Limited / no water supply to Ceduna	
		Water West Scheme	Limited / no water supply west of Ceduna	
Communication Failure	No Phones, internet		Community Access to money / purchase of goods restricted.	

			Emergency assistance activation restricted e.g. ambulance	
Shipping ceased	Wharf failure		Catastrophic to Ceduna / Penong communities	Businesses close Families leave district
	Blocked Shipping Channel		Catastrophic to Ceduna / Penong communities	Businesses close Families leave district
Rail transport stopped	Cessation of service		Significant medium term effect on the Ceduna / Penong communities	Business disruption Families leave district
Extended period of total Highway closure		East of Ceduna	Disruption to: Fuel supplies Food supplies  Transport industry back up	
		West of Ceduna	Accommodation overflows.  Stresses on CWMS  Transport industry back up  Financial strain on % of travellers (sleeping rough, access to food & fuel)	(No alternative route to WA)
Airport	REX withdrawal		Access to Adelaide for business, medical and personal reasons will have a catastrophic effect on the community	Loss of agency services to the district  Loss of medical specialist services to the district
Airport closure due to infrastructure failure	No REX		Access to Adelaide for business, medical and personal reasons will have a severe impact on the community	Loss of agency services to the district  Loss of medical specialist services to the district

	No RFDS		Access to Adelaide medical retrievals will have a severe impact on the community.	Potential loss of life
	No plane access		Loss of (refuelling) access for aircraft	Significant disruption to aviators crossing Australia.
CWMS Failure		Ceduna	Effluent back up	Effluent leaking into homes – health issue  Effluent leaking into the environment / sea -EPA & Health issue
		Smoky Bay	Effluent back up	Effluent leaking into homes – health issue  Effluent leaking into the environment / sea -EPA & Health issue
Animal Management in Emergencies	Dogs		Displacement of pets from owners	Limited housing arrangements for animals
	Cats			
	Horses		Displacement of pets from owners	No stabling arrangements for horses
POMS outbreak in the Oyster Industry				Catastrophic loss for the aquaculture sector – immediate and long term
Rubbish /Dump Extended Closure	Fire Flood EPA		Unable to dispose of rubbish	Illegal dumping  Public health issues  Significant cost impact Transportation
Extreme weather event - heatwave and storm			Residents or tourists unable to seek respite from the weather	Medical / stress emergencies