



Fundamentals of Emergency Management (Class 1 Emergencies) Edition 1



Working in conjunction
with Communities,
Government, Agencies
and Business



Craig Lapsley, PSM
Emergency Management Commissioner
Emergency Management Victoria

Euan Ferguson, AFSM
Chief Officer
Country Fire Authority

Alan Goodwin, AFSM
Chief Fire Officer
Department of Environment Land Water and Planning

Peter Rau
Chief Officer
Metropolitan Fire Brigade

Trevor White, AFSM
Chief Officer Operations
Victoria State Emergency Service

Published by the Victorian Government
Melbourne February 2015

© Copyright State of Victoria
Department of Justice and Regulation 2015

This publication is copyright. No part may be reproduced by any process
except in accordance with the provisions of the Copyright Act 1968.

Authorised by the Victorian Government
121 Exhibition Street Melbourne

Photos in this document supplied courtesy of CFA, DELWP, MFB, VICSES and EMV

Contents

1	Introduction	1
1.1	Purpose	1
1.2	Scope	1
1.3	Audience	1
1.4	Document Context	2
1.5	Review	3
2	Principles of Emergency Management	4
3	State context	6
3.1	Authorising environment and State Emergency Management Arrangements	6
3.2	State Strategic Control Priorities	7
3.3	Emergency risk management	7
3.3.1	State Emergency Risk Assessment	8
3.3.2	Community Emergency Risk Assessment (CERA)	8
3.4	Agencies working together as one integrated team	8
3.5	Leadership and decision making	10
4	Building Resilience	11
4.1	A 'Safer and More Resilient' community	11
4.2	Shared responsibility	11
4.3	Building community resilience	11
4.3.1	Understanding community risks	12
4.4	Building State capability and capacity	13
4.5	State readiness to respond to emergencies	13
5	Workplace Safety	14
5.1	Safety is paramount	14
5.2	Agency responsibility	14
5.3	Reporting and monitoring health and safety incidents	15
5.4	Individual responsibility	16
5.5	Situational awareness and Dynamic Risk Assessment	17
5.6	Health and welfare	17
6	Emergency Response Arrangements	18
6.1	Concepts of Emergency Response	18
6.2	Tiers of emergency response management	19
6.3	Control, Command, Coordination	19
6.3.1	Control	19
6.3.2	Command	20
6.3.3	Coordination	20
6.3.4	Relationship between Control, Command, Coordination	20
6.3.5	Relationship between Class 1 emergencies and other agency incidents	21

6.4	State Control Tier	21
6.4.1	Emergency Management Commissioner	21
6.4.2	State Coordination Team (SCoT)	22
6.4.3	State Response Controller	22
6.4.4	State Control Team	22
6.4.5	State Emergency Management Team (SEMT)	23
6.4.6	State Control Centre	23
6.5	Regional Control Tier	24
6.5.1	Regional Controller	24
6.5.2	Regional Control Team	24
6.5.3	Regional Emergency Management Team (REMT)	25
6.5.4	Regional Control Centres	26
7	Incident Management	27
7.1	Australasian Inter-service Incident Management System (AIIMS)	27
7.2	Incident Control	28
7.2.1	Determining the Control Agency	28
7.2.2	Appointment of the Incident Controller	28
7.2.3	Incident Controller responsibilities	29
7.3	Incident levels	29
7.3.1	Level 1 incidents	29
7.3.2	Level 2 incidents	30
7.3.3	Level 3 incidents	31
7.4	Support for the Incident Controller	32
7.4.1	Supplementary resources	32
7.4.2	Incident management structure	32
7.4.3	Incident Management Team	33
7.4.4	Incident Emergency Management Team	33
7.4.5	Deputy Incident Controller	34
7.4.6	Aircraft support	35
7.5	Control facilities	35
7.5.1	Incident Control Centre	35
7.5.2	Control Point	35
7.5.3	Operations Point	36
7.5.4	Division and Sector Command Point	36
7.5.5	Staging Area	36
7.5.6	Municipal Emergency Coordination Centre	36
7.6	Managing the incident response	36
7.6.1	Risks and priorities	36
7.6.2	Local knowledge	37
7.6.3	Incident strategies	38
7.6.4	Incident Action Planning	38
7.6.5	Monitoring safety, practice and progress	38
7.7	Escalated emergency management arrangements	38
7.7.1	Transfer of Control	38
7.7.2	Requesting additional resources	39
7.7.3	Regional and state involvement	40

8	Operational Communications	41
8.1	Incident communications plans	41
8.2	Incident naming	41
8.3	Incident status	42
8.4	Situation reporting	42
8.5	Briefings	43
8.6	Warnings to Incident Personnel	43
8.7	Notification of significant issues	44
9	Community Safety During Emergencies	45
9.1	Responsibility	45
9.2	Information and warnings	45
9.3	Community safety options	46
9.4	Evacuation	47
9.5	Restricting access	47
9.6	Consequence Management	48
9.7	Impact assessment	48
10	Relief and Recovery	49
10.1	Provision of relief	49
10.2	Integration of recovery	49
10.3	Recovery operations	49
11	After an Emergency	51
11.1	Demobilisation	51
11.2	Review and performance evaluation	51

List of Figures and Tables

Figure 1	Hierarchy of Victorian responder agency doctrine	2
Figure 2	Hierarchy of Risk Control	15
Figure 3	Line of Control	19
Figure 4	Emergency response management arrangements	20
Figure 5	Relationship between Class 1 emergencies and other agency incidents	21
Figure 6	SCC Structure – Class 1 emergency	24
Figure 7	AIIMS Incident Management Functions	27
Figure 8	Example of level 1 incident management structure	30
Figure 9	Example of level 2 incident management structure	30
Figure 10	Example of level 3 incident management structure	31
Figure 11	Fully expanded incident management structure	32
Table 1	Principles of Emergency Management	5
Table 2	Description of Incident Management Functions	28



1 Introduction

1.1 Purpose

This document outlines the principles underpinning the emergency management activities of the Country Fire Authority (CFA), Department of Environment, Land, Water and Planning (DELWP), Metropolitan Fire Brigade (MFB), the Victoria State Emergency Service (VICSES) and Emergency Management Victoria (EMV) (the agencies).

This is the first edition of this document, produced during a period of change within the Victorian emergency management sector, including during the introduction of the Emergency Management Act 2013 and the establishment of EMV on 1 July 2014.

1.2 Scope

This document collectively refers to employees, contractors and volunteers of the agencies as 'agency personnel'.

The principles apply to agency personnel when they are performing activities related to Class 1 emergencies defined as:

- a major fire; or
- any other major emergency where CFA, MFB or VICSES are control agencies, including fire, flood, rescue, storm, tsunami and earthquake.

The principles and concepts in this document may be applied in other situations where the agencies provide support to other emergency management agencies and other agency incidents (other than Class 1 emergencies).

The document does not apply to agency personnel performing non-service delivery activities, such as human resources management.

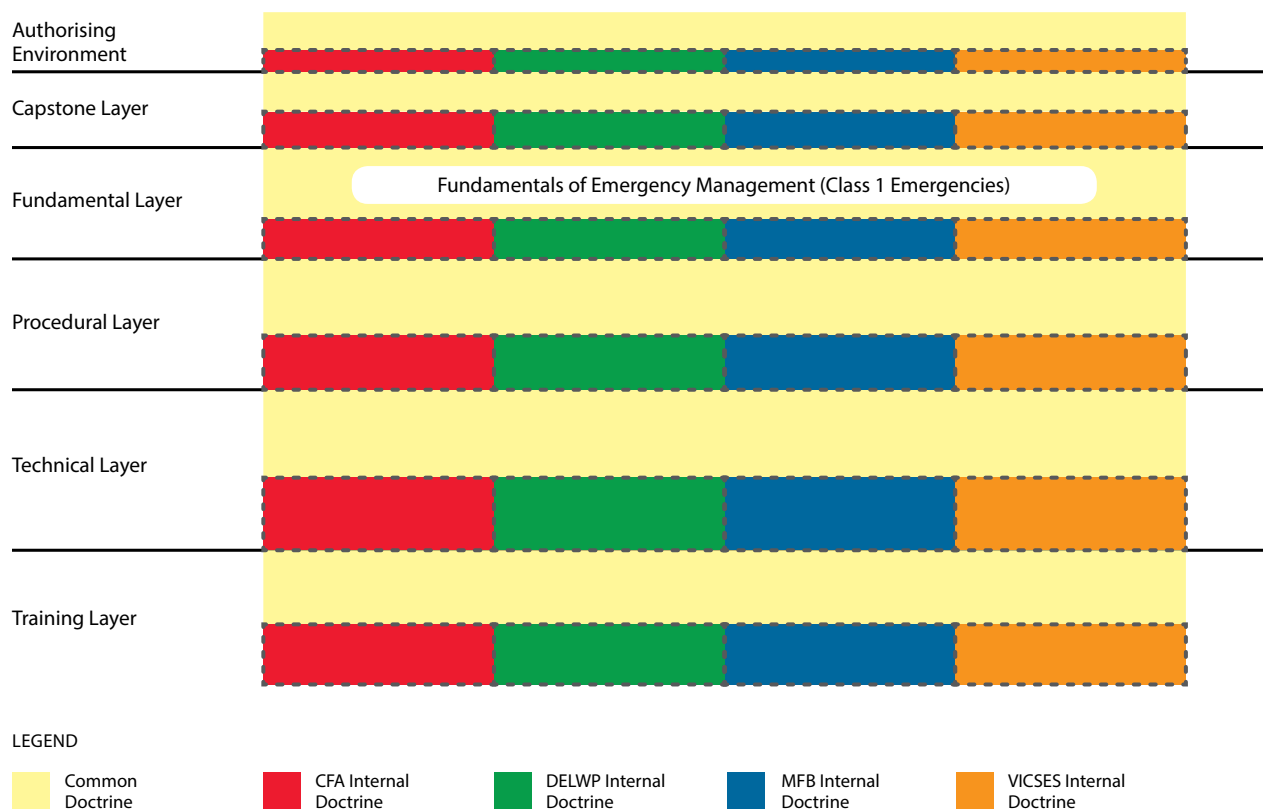
1.3 Audience

This document is intended to guide the behaviour of all agency personnel at all levels of emergency management, including individuals. It also provides community members with an understanding of the system of work adopted by agency personnel.

1.4 Document Context

This document is situated within the fundamental layer of doctrine, which sits within a broader hierarchy of common and agency specific doctrine (see Figure 1). Doctrine in the fundamental layer takes the direction described in the capstone document and translates it into principles-based operational guidance and direction.

Figure 1 Hierarchy of Victorian responder agency doctrine



NB. Although not demonstrated in this diagram it is assumed there may be some doctrine that may be shared by two or three of the agencies but not all.

The procedural layer interprets the direction provided in fundamental doctrine to guide the execution of specific actions and empower agency personnel to make effective decisions. The technical layer provides more specific technical knowledge and guidance material (e.g. equipment practices, reference materials). The training layer provides the conduit between performance standards defined in doctrine and the behaviours of agency personnel when performing their roles.

This document is common doctrine that is developed by and for CFA, DELWP, MFB, VICSES and EMV. The intent of common doctrine is to ensure that operational activities are undertaken in a consistent manner and to aid the interoperability of the agencies. Common doctrine, including procedures, takes precedence over any agency doctrine. However, agencies may continue to issue agency specific doctrine to compliment common doctrine to cover any specific or unique agency requirements.



The references at the end of each section provide further information. Additional information can also be found in agency-specific doctrine.

1.5 Review

This document is current at the time of publishing and will be reviewed as required. It remains in effect until modified or terminated in writing by the participating agencies.

2 Principles of Emergency Management

The Principles of Emergency Management (detailed in table 1) underpin the activities undertaken by the agencies to address a range of hazards, including fire, flood, road accident, storm, tsunami and earthquake. However, these principles are universal and should also apply more broadly when working with other agencies, such as the Department of Health and Human Services and Victoria Police.

These principles are not in priority order; they are all critical to the effective management of emergencies.



Table 1 Principles of Emergency Management

PRINCIPLE	EXPLANATION
Primacy of life	The protection and preservation of human life, including the lives of both agency personnel and those of the community, takes priority over all other considerations.
Community centric	The community and individual community members will be at the core of everything we do. Focussing on the impact, outcomes and support to the community underpins decision making and actions undertaken in planning and responding to all hazards. The intent is to minimise the impacts of emergencies and enable affected communities to focus on their recovery as early as practicable.
Unified	Working together to achieve common objectives as one team with the community, government and business before, during and after emergencies. Common goals and interoperability in our systems of work, doctrine, training, equipment and infrastructure.
Progressive	Anticipation, foresight and continual improvement to predict, prepare, plan and respond to likely, unexpected and worst case scenarios. Our actions have a positive effect that enable public value.
Risk driven	Our actions and investments are prioritised by risk. Sound risk management, involving risk assessment (identification, analysis and evaluation), treatment and ongoing monitoring, is applied to the assigning of priorities and resources.
Integrated and collaborative	Unity of effort towards achieving shared outcomes founded on a willingness to work together, share responsibility and act with respect, integrity and trust developed through teamwork and strong relationships.
Flexible	Being agile and adapting and applying creative and innovative approaches in responding to and solving the challenges of emergencies. Understanding that the dynamic nature of emergencies sometimes means that plans will change and adapt to new circumstances.
Communicating information	Providing clear, targeted and tailored information to those that need it and those at risk provides the basis for effective management of emergencies and better decision making through shared understanding, accurate situational awareness and enabling the community, government and business to make informed decisions.

3 State context

3.1 Authorising environment and State Emergency Management Arrangements

The Emergency Management Act (1986 and 2013) is the empowering legislation for the management of emergencies in Victoria. The Emergency Management Manual Victoria (EMMV) is the principal state document for guiding the emergency management arrangements in Victoria.

The EMMV contains the plans, structures and arrangements that bring together the normal endeavours of communities, government, agencies and business in a comprehensive and coordinated way to deal with the whole spectrum of emergency needs, including prevention, response and recovery.

The State Emergency Response Plan (SERP, Part 3 of the EMMV) identifies the organisational arrangements for managing the response to emergencies affecting the State of Victoria. It applies to all agencies having roles or responsibilities in response to those emergencies, regardless of the scale of the emergency.

The SERP is part of a broader emergency management framework and should be read in conjunction with the other parts of the EMMV (e.g. Part 7: Emergency Management Agency Roles).

Each of the agencies involved in responding to Class 1 emergencies have complementary empowering legislation to prepare for and respond to emergencies:

- Country Fire Authority Act 1958
- Forest Act 1958
- Metropolitan Fire Brigades Act 1958
- Victoria State Emergency Service Act 2005

The duties and responsibilities placed upon the agencies and agency personnel are also described in a range of other acts and regulations (e.g. Occupational Health & Safety Act 2004).

3.2 State Strategic Control Priorities

The State has established priorities to guide all the operational decisions of emergency management personnel before, during and after emergencies. The priorities articulate the primacy of human life, including the safety of both the response personnel and community, and the importance of community members receiving information and warnings during emergencies so they can take appropriate action to reduce their risk.

In the context of protecting human life as the paramount concern, early advice to communities is as critical as operations.

The Incident Controller may need to vary the strategic control priorities in some circumstances. This shall be done in consultation with the Regional Controller and State Response Controller based on sound incident predictions and risk assessments.

The State Strategic Control Priorities are:

- Protection and preservation of life is paramount. This includes:
 - Safety of emergency services personnel and
 - Safety of community members including vulnerable community members and visitors/tourists located within the incident area
- Issuing of community information and community warnings detailing incident information that is timely, relevant and tailored to assist community members make informed decisions about their safety
- Protection of critical infrastructure and community assets that support community resilience
- Protection of residential property as a place of primary residence
- Protection of assets supporting individual livelihoods and economic production that supports individual and community financial sustainability
- Protection of environmental and conservation assets that considers the cultural, biodiversity, and social values of the environment.

3.3 Emergency risk management

Emergency management involves managing the risk of emergency events on the community and community values, such as the economy and the environment.

The Australian and New Zealand Risk Management Standard ISO 31000: 2009 provides a consistent sector-wide approach to managing risk. The standard process for managing risk has six steps:

- 1 Establish the context
- 2 Identify risks
- 3 Analyse risks
- 4 Evaluate risks
- 5 Treat risks
- 6 Monitor and review.

AS/NZS ISO 31000: 2009 Risk Management – Principles and Guidelines outlines the following hierarchy of risk controls, which the State applies to a varying extent before, during and after emergencies to manage risk.

- Avoiding the risk by deciding not to start or continue with the activity that gives rise to the risk
- Accepting or increasing the risk in order to pursue an opportunity
- Removing the risk source
- Changing the likelihood
- Changing the consequences
- Sharing the risk with another party or parties (e.g. insurance)
- Retaining the risk by informed decision.

The Occupational Health and Safety Act 2004 legislates the responsibilities, obligations and the hierarchy of controls for managing the risks to health and safety in the workplace.

3.3.1 State Emergency Risk Assessment

Periodically the State undertakes state-level risk assessment to assess risk for the whole State of Victoria. The benefit of a state level assessment is that it provides an overall picture to enable strategic decision-making.

The risks assessed are a broad selection of the risks that exist, but do not necessarily represent all of Victoria's emergency risks, nor all the ways that emergency related risk could manifest. This assessment assumes the whole area to be equally at risk, even though in reality this is not the case.

3.3.2 Community Emergency Risk Assessment (CERA)

The Community Emergency Risk Assessment (CERA) provides Emergency Management Planning Committees (EMPC) with a framework for considering and improving the safety and resilience of their community from hazards and emergencies.

The outputs of the assessment process can be used to inform emergency management planning, introduce risk action plans and ensure that communities are aware of and are better informed about incidents that may affect them.

3.4 Agencies working together as one integrated team

The management of emergencies is a shared responsibility involving many organisations and people in the community. Although some organisations have specialist roles, emergency management is not something done by one single organisation or sector to or for the rest of the community. Emergency Services work in conjunction with communities, government, agencies and business.

The management task is to bring together, in an integrated organisational network, the resources of the many agencies and individuals, who can take appropriate and timely action to prevent, mitigate, respond to, and recover from emergencies.

Interoperability provides a mechanism for achieving better outcomes by allowing the emergency services and support agencies to effectively work together before, during and after an incident. It also provides a foundation for meaningful connections with the community and a wide range of partner organisations.

To achieve a cooperative response to Class 1 emergencies, each agency will have an understanding of the systems, structures, resources, capabilities and statutory obligations of the other agencies. Interoperability maximises the capability of the agencies to work effectively and efficiently together to deliver seamless information, communications, and technology

Relief and recovery activities start at the outset of response, and often continue beyond the control of the incident. Long term positive community outcomes require effective relief and recovery activities that are planned with and linked to the response. Therefore Controllers will ensure they are connected with relief and recovery agencies – including municipal councils and the Department of Health and Human Services.



3.5 Leadership and decision making

The emergency management arrangements in Victoria acknowledge that, generally, the best decisions will be made by those closest to the point of action. The concept of leadership and decision making supports an organisational culture where senior leaders are comfortable delegating decisions, and subordinate leaders accepting decision-making responsibility.

The leadership and decision-making philosophy, also known as Mission Command, relies on the leadership and decision-making abilities of all agency personnel, through understanding the outcome required by the leader (i.e. their intent) and have the freedom to achieve the outcome in the best way they choose based on the current situation (i.e. rather than dictated actions).

This delegated decision-making recognises the inherent chaos associated with extreme emergencies, where normal communications and infrastructure are often interrupted, and empowers agency personnel to make decisions. In such situations, agency personnel require doctrine that describes guiding principles and expected behaviours, rather than detailed and prescriptive orders. However, highly complex, dangerous and non-routine tasks (e.g. hazmat incidents) will continue to need rigorous procedures. The delegation of decision-making does not absolve leaders of the role of supervision of personnel through observing, engaging, monitoring and overseeing.

The basis of leadership and decision making should be applied organisational-wide across the service delivery activities of readiness, response and recovery operations. During emergency response, this support of philosophy is applied through the implementation of Australasian Inter-service Incident Management System (AIIMS).

Further Information

- Emergency Management Act (1986 and 2013)
- Occupational Health and Safety Act 2004
- Country Fire Authority Act 1958
- Forest Act 1958
- Metropolitan Fire Brigades Act 1958
- Victoria State Emergency Service Act 2005
- Emergency Management Manual Victoria
 - Part 3: State Emergency Response Plan
 - Part 4: State Emergency Relief and Recovery Plan
 - Part 7: Emergency Management Agency Roles
- AS/NZS ISO 31000: 2009 Risk Management – Principles and Guidelines

4 Building Resilience

4.1 A 'Safer and More Resilient' community

The State Government aims to achieve a safer and more resilient community through reducing the likelihood and consequences of emergency events on the community and assets the community values, for example the built and natural environments.

A major factor determining whether an emergency event has longer-term consequences is the level of 'resilience' of the community, which is the extent to which the community can anticipate the event, identify and mitigate the risks, respond to the event and return their lives to normal after the event.

4.2 Shared responsibility

The responsibility for preventing, planning and preparing for emergencies rests with all Victorians. Individual community members are responsible for learning the risks of their environment and making their own decisions about how to respond to the risks of foreseeable emergencies.

The State has a duty to plan and prepare for, mitigate, prevent, respond to and support recovery from emergencies. Government, across a wide range of Ministerial portfolios, develops legislation, plans and implements risk reduction programs. However, the State cannot absolutely guarantee the safety of the community during an emergency.

4.3 Building community resilience

The agencies work in partnership with communities, government and non-government organisations to build community resilience through programs that reduce the instance, severity and consequences of emergencies. The agencies support communities to take control and exercise greater autonomy in preventing, planning for, preparing for and recovering from emergencies. This involves the agencies listening, informing, educating and involving communities in particular policy areas or issues.



The State is moving towards an all-agency all-hazard approach to planning for emergencies. Local plans will connect with region and state plans. The plans will take account of diverse local risk environments, identify strategies appropriate to particular situations and communities and include agreed actions and responsibilities. Involvement of the community and local government is essential to ensure plans include local knowledge and have local ownership. Incident Controllers and their management teams should seek out these local plans where they exist to support decision making during response.

4.3.1 Understanding community risks

To support in the building of disaster resilience, the community require information on the risks they face. Community education programs and strategies delivered through the agencies, other government and non-government organisations provide the means to engage with the community on local hazards, and to undertake preparedness and mitigation action together with the community to reduce the risk.

4.4 Building State capability and capacity

The agencies need to adequately respond to emergencies in order to effectively manage the impacts of such events on the community. The agencies undertake a range of planning and preparatory activities to ensure the State can respond effectively and efficiently to emergencies.

No single agency can manage a major emergency alone. Agencies work together to provide a collective response force that builds on the strengths of individual agencies. Each agency strengthens the overall state capability and capacity to prevent or respond to emergencies by maintaining their own specialised skills and expertise related to the sphere of emergencies for which they have legislative responsibility.

State capability and capacity will become more effective and efficient as the emergency management sector moves towards an all-agency all-hazard approach and the agencies work as a unified, interoperable and agile team.

The agencies are working towards shared systems, common standards, consistent processes and comparable training of roles to better support efficient and effective operational activities.

4.5 State readiness to respond to emergencies

The State has a capacity and capability for responding to emergencies through standard agency arrangements. Agencies jointly develop local mutual aid plans that document agreed arrangements for preparing and responding to emergencies.

Readiness arrangements are scalable and adaptable to ensure an efficient and effective response to emergencies of any size and complexity. This includes elevating arrangements when a significant emergency can be reasonably expected, such as a flood prediction or bushfire danger period. Elevated arrangements include pre-positioning incident management personnel at the local, regional and state levels ready to manage major emergencies.

Further Information

- SOP J2.01 – Local Mutual Aid Plans – fire agencies
- SOP J2.03 – Incident Management Team – Readiness Arrangements for Bushfire
- SOP J2.06 – Readiness Arrangements – Bushfire Aviation Personnel and Equipment
- SOP J3.14 – Control of Class 1 emergencies

5 Workplace Safety

5.1 Safety is paramount

The agencies are committed to achieving and maintaining the highest standards in protecting the health and safety of employees, volunteers and contractors. Consistent with the State Strategic Control Priorities, the health and safety of agency personnel is a priority in all emergency management activities. Anywhere agency personnel operate, including during an emergency response, is a workplace for the purposes of the Occupational Health and Safety Act 2004 (the OHS Act).

5.2 Agency responsibility

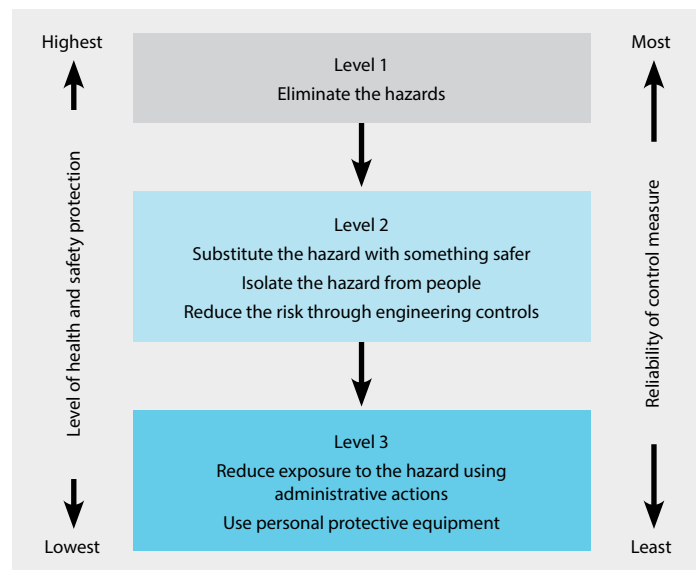
As employers under the OHS Act, the agencies must ensure, so far as is reasonably practicable, they provide and maintain a working environment that is safe and without risks to health for their employees, volunteers and contractors, and anyone who may face the impact of their operations, including the public and the media.

The OHS Act requires that, wherever it is reasonably practicable, the agencies must eliminate, reduce or mitigate hazards to health and safety in the workplace, including the hazards from emergencies such as fire, flood and storm.

The words 'reasonably practicable' convey the expectation that a person should do anything that a reasonable person would do in the circumstances. In the emergency management context, agency personnel should consider the likelihood of a hazard or risk occurring; the degree of harm that might result if the hazard or risk occurred; what they know about this risk (e.g. from their training); ways of eliminating or reducing the risk; availability of ways to mitigate the risk and the cost associated.

To eliminate, reduce or mitigate hazards, the agencies apply the accepted hierarchy of risk control, shown in Figure 2.

Figure 2 Hierarchy of Risk Control



Source: Safe Work Australia (2011) How to manage work health and safety risks: Code of Practice. p.13

In practice, the agencies frequently use a combination of different control measures before, during and after emergencies in order to eliminate or reduce risks.

Where the agencies are not able to eliminate or reduce the hazards to health and safety in the workplace to a reasonably practicable level, agency personnel need to cease performing activities or not commence them at all.

5.3 Reporting and monitoring health and safety incidents

When there is a Class 1 emergency, the State Response Controller has duties to ensure that the health and safety of personnel of the various agencies under his or her control are protected as far as is reasonably practicable. Agencies maintain their responsibilities and duties under the OHS Act in respect of their own agency personnel concurrently with the State Response Controller's requirement to comply with the OHS Act.

The State Response Controller may appoint an appropriately qualified person to the role of State OHS Executive Advisor to work in the State Control Centre. This role works with Agency OHS personnel to review data, identify trends and disseminate information about safety incidents and hazards.

Agencies maintain their own registers of reported health and safety incidents and share this information with the control agency and the State OHS Executive Advisor, when appointed. In the event of a significant issue (e.g. death or injury), agencies are responsible for notifying the regulator (i.e. WorkSafe Victoria). There are a range of other requirements for notifications, both within and across agencies.



5.4 Individual responsibility

To fulfil their obligation to provide agency personnel with information, instruction, training and supervision, the agencies have developed systems of work. All agency personnel are responsible for ensuring they work in accordance with these systems of work.

The systems of work ensure agency personnel are equipped and empowered to judge the safety of their work practices and to ensure their actions do not result in an unacceptable level of risk to themselves, their work group, their colleagues or the community.

Emergency management activities are inherently dangerous and agency personnel will face hazards regardless of what systems or controls are put in place. In order to maintain personal safety, agency personnel need to use their knowledge, skills, training and experience to manage their own safety and communicate safety issues to others.

5.5 Situational awareness and Dynamic Risk Assessment

The circumstances surrounding emergencies are often subject to rapid change. Agency personnel are trained to monitor their surroundings, maintain situational awareness and to use a Dynamic Risk Assessment (DRA) process to identify, assess, address and respond to hazards in the workplace during an emergency response. The benefits to be gained by an action needs to equal or outweigh the risk of undertaking the action.

A dynamic risk assessment is a process for identifying risks and classifying them based on the likelihood and consequences of their occurrence. Based on that classification, agency personnel will make decisions about whether the hazard has an acceptable level of risk or additional controls need to be taken to reduce the risk level.

5.6 Health and welfare

Agencies have a range of mechanisms in place to manage the health, safety and welfare of their personnel during operational activity and normal business. Systems, procedures and guidelines are established to manage the various aspects of health and welfare, including:

- Mental health and welfare
- Physical health and fitness
- Hydration
- Fatigue
- Hygiene and infection control

Further Information

- Occupational Health and Safety Act 2004
- SOP J3.04 – Incident Safety Officer – Class 1 emergencies
- SOP J3.11 – Red Flag Warnings
- SOP J8.01 – OH&S Incident Response – Class 1 emergencies
- SOP J8.02 – Dynamic Risk Assessment
- Safe Work Australia, Code of Practice: How to manage work health and safety risks, 2011

6 Emergency Response Arrangements

6.1 Concepts of Emergency Response

The State approach to the management of any emergency, consistent with the philosophy adopted Australia wide, is to ensure that:

- the protection of life is paramount
- timely, tailored and relevant warnings and information are communicated to the community
- agencies, which have personnel trained and equipped to provide a particular emergency response service, respond to the emergency
- responding agencies are coordinated in their activities
- the provision of relief and recovery is integrated with response management at an early stage in the emergency
- there is ongoing assessment and management of the impact and consequences of the emergency
- the immediate needs of affected people and the impacts upon the community as a whole are managed
- state and region plans are developed and executed, defining the operational needs for a multi-agency approach
- control measures are in place at appropriate levels and an effective incident control structure is in place for all incidents to achieve protection of life and property
- Emergency Management Teams at state, region and incident levels are effectively led, managed and engaged

These concepts apply to the response to an emergency, regardless of the size of the emergency, and regardless of how many agencies are involved in the response.

6.2 Tiers of emergency response management

Victorian emergency response management operates at the following three tiers:

- incident
- region
- state

A Region is one of the defined Victorian Government Regions. Region and state tier arrangements are activated where a major emergency has occurred or is anticipated to occur, such as where there is:

- a forecast of extreme weather
- intelligence or information of any anticipated major emergency affecting life or property

Where emergencies can be reasonably expected over a period of time, regional and state tier arrangements may be activated on a continuing basis.

While many agencies have personnel allocated to emergency response roles at each of the three tiers, some variation is allowable to cater for individual agency differences.

The response structure for some emergencies may be enhanced by other arrangements.

6.3 Control, Command and Coordination

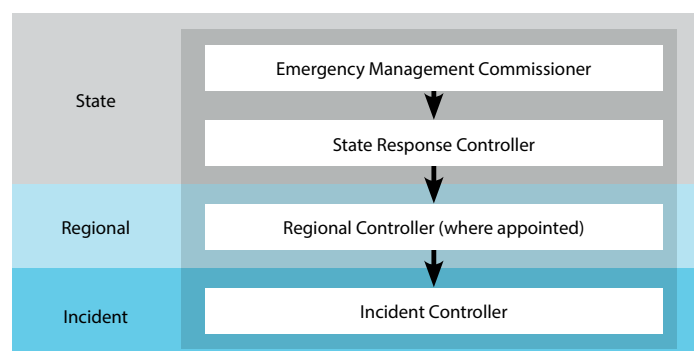
Victoria bases its emergency response arrangement on the management functions of control, command and coordination.

6.3.1 Control

Control is the overall direction of response activities in an emergency, operating horizontally across agencies. Authority for control is established in legislation or in an emergency response plan, and carries with it the responsibility for tasking other agencies in accordance with the needs of the situation.

The 'line-of-control' refers to the line of supervision for those appointed to perform the control function. For the emergencies covered by the scope of this document, the line of control is shown in Figure 3.

Figure 3 Line of Control



6.3.2 Command

Command is the internal direction of personnel and resources of an agency, operating vertically within the agency. Each agency appoints agency commanders to supervise their personnel and ensure they are working safely.

The 'chain-of-command' refers to an agency's organisational hierarchy that defines the accountability of people or positions and identifies the link between individuals and their supervisor. An agency might formally agree for a person from another agency to supervise their personnel for a fixed period during emergencies. However, this does not replace the home agency's responsibility to their personnel.

6.3.3 Coordination

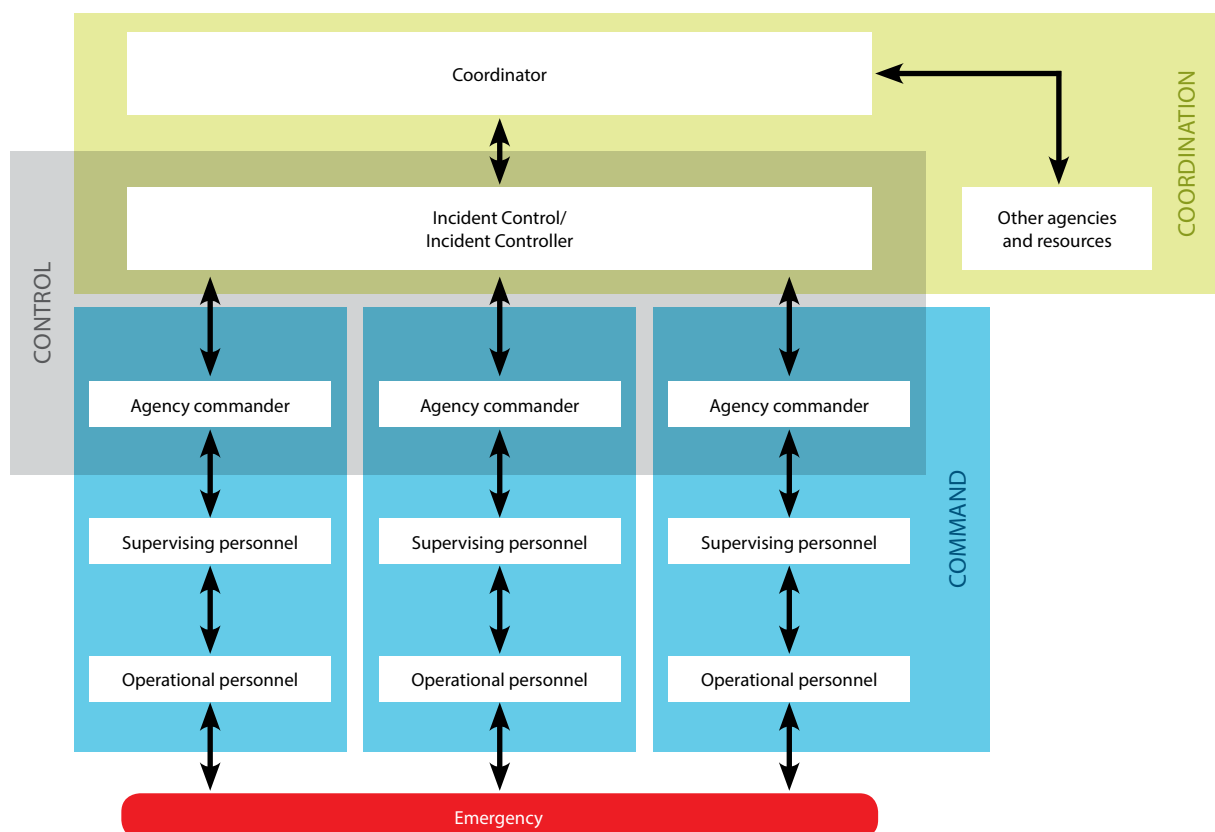
Coordination is the bringing together of agencies and resources to ensure effective response to and recovery from emergencies.

The Emergency Management Commissioner is responsible for response coordination at the state tier supported by the Senior Police Liaison Officer, while Victoria Police are responsible for the coordination function at the regional and municipal tiers.

6.3.4 Relationship between Control, Command and Coordination

The control function is responsible for emergency response activities and the command and coordination functions provide support to those performing the control function. The relationship between the functions is illustrated in Figure 4.

Figure 4 Emergency response management arrangements



Source: State Emergency Response Plan, July 2014.

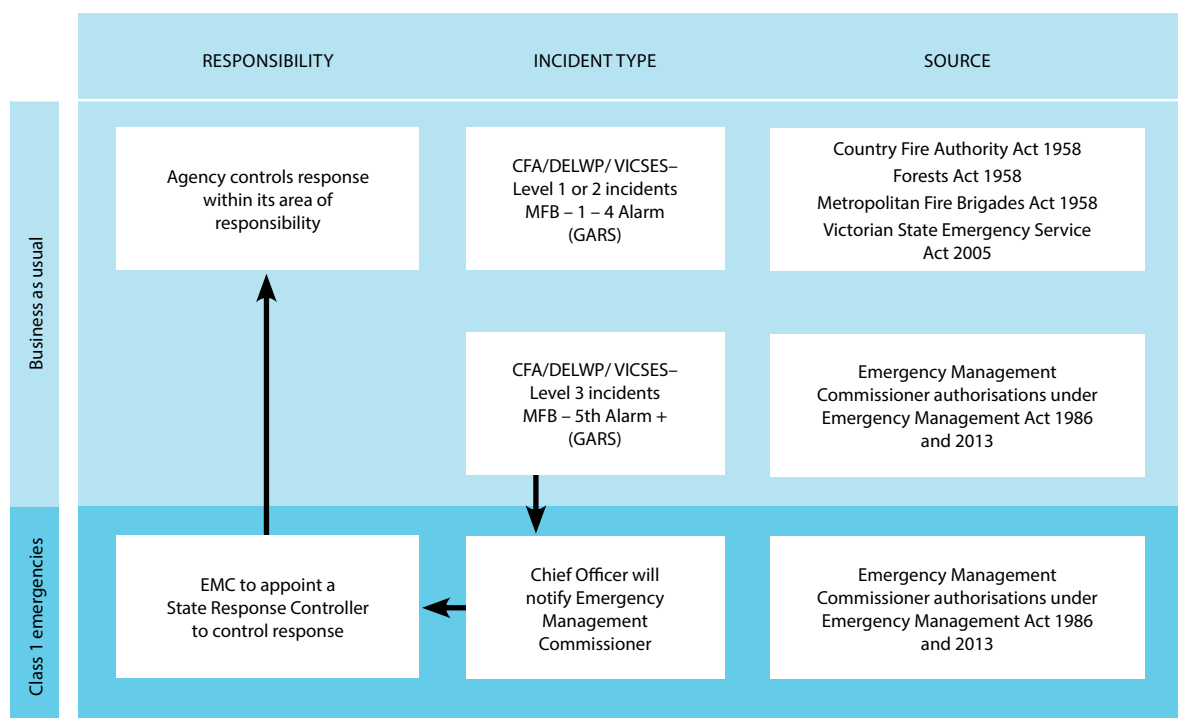
Additionally, in order to meet the objectives of emergency management in Victoria, those performing the control, command and coordination functions need to ensure:

- the consequences of the emergency are managed, and
- there is communication that meets the information needs of communities, Government, agencies and business.

6.3.5 Relationship between Class 1 emergencies and other agency incidents

The response to Class 1 emergencies is integrated with normal agency response arrangements. This relationship is illustrated in Figure 5.

Figure 5 Relationship between Class 1 emergencies and other agency incidents



6.4 State Control Tier

6.4.1 Emergency Management Commissioner

The functions of the Emergency Management Commissioner (EMC) include accountability for ensuring the response to emergencies in Victoria is systematic and coordinated. The EMC leads the response to major emergencies in Victoria, ensuring that the control, command, coordination, consequence management, communication and recovery functions are integrated and effective. This includes the appointment of the State Response Controller for major emergencies for which the agencies are the control agency.

The EMC is supported across the control, command, coordination, consequence management, communication and recovery functions by the EMC Executive Officer and the State Control Team.

6.4.2 State Coordination Team (SCoT)

The EMC may establish a State Coordination Team (SCoT) to oversee the coordination functions and responsibilities of the EMC and to set the strategic context of the readiness, response, relief and recovery to Class 1 emergencies.

The SCoT usually comprises:

- EMC
- Senior Police Liaison Officer (SPLO)
- State Recovery Commander
- State Response Controller (SRC)
- Chief Health Officer (CHO)
- State Health Coordinator
- State Consequence Manager (SCM)

The EMC may request other people to attend, for example representatives from Department of Economic Development, Transport, Jobs and Resources (DEDJTR) – Energy or Transport areas.

6.4.3 State Response Controller

The State Response Controller is responsible for managing and leading the operational response to major emergencies for which the agencies are the control agency, including overseeing the operational functioning of the State Control Centre (SCC) and giving direction and support to regional controllers and incident controllers (through the regional controller).

The State Response Controller reports directly to the EMC and informs the EMC about:

- the effectiveness of the control arrangements for managing the Class 1 emergency
- the management of actual or potential impacts, risks and consequences
- the integration of relief and recovery activities with the response activities.

The State Response Controller works with the EMC to lead the State Control Team.

6.4.4 State Control Team

The EMC, supported by the State Response Controller, may establish a State Control Team to provide advice on a strategic approach to the readiness for and response to Class 1 emergencies.

The State Control Team usually comprises:

- EMC,
- State Response Controller,
- State Agency Commanders for CFA, DELWP, MFB and VICSES,
- State Recovery Coordinator, and
- Executive Officer to support the team.

The EMC or State Response Controller may request other people to attend, for example the State Health Commander or the Emergency Services Telecommunications Authority (ESTA) representative.

The State Control Team provides advice to the EMC and State Response Controller in the following areas:

- readiness levels
- appointments to the line-of-control
- communication of warnings and information to the community
- operational and strategic risks and consequences, including those to life and property
- resourcing priorities
- provision of information and situation reports to other agencies and government
- the need for interstate, Commonwealth and international support
- support for the functioning of the SCC
- the functioning and operation of systems and technology to support incident management.

6.4.5 State Emergency Management Team (SEMT)

If an emergency, either anticipated or occurring, requires activation of a state tier response control structure, the EMC (or proxy) may form the SEMT, comprising senior representatives from response, recovery, support agencies and departments.

The role of the SEMT is to:

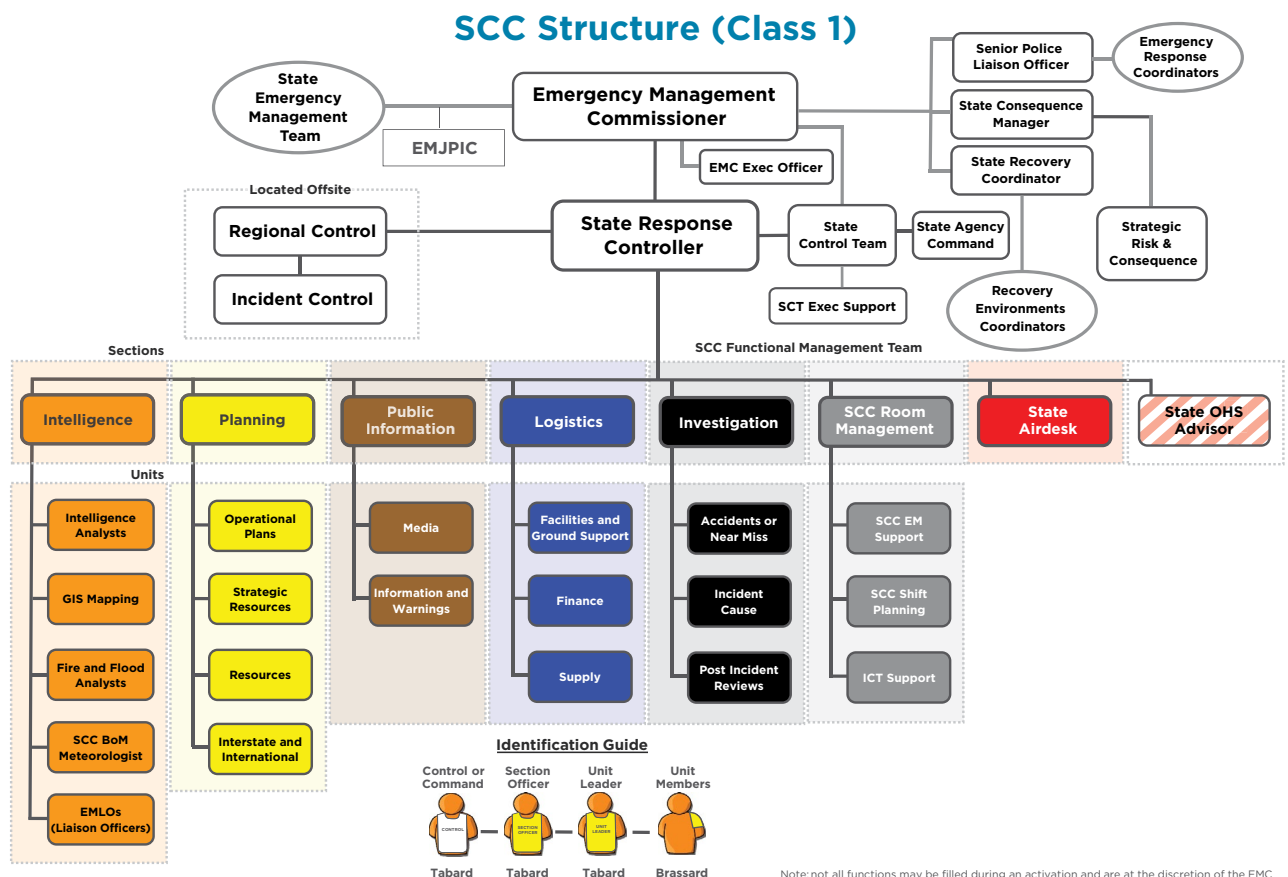
- facilitate a discussion to enable agencies to develop a consistent situational awareness regarding the emergencies affecting the state
- identify strategic state risks and consequences and plan the actions of agencies to manage these risks and consequences
- support the EMC to develop a state strategic plan for the management of the emergency and its consequences, outlining high level actions of all agencies.

6.4.6 State Control Centre

The State Control Centre (SCC) is the State's primary control centre for management of emergencies and acts as a hub for a state-wide network of regional and incident control centres. The facility supports the State Response Controller, State Control Team, SEMT and other key stakeholders.

Figure 6 outlines the structure of the State Control Centre for a Class 1 emergency.

Figure 6 SCC Structure – Class 1 emergency



6.5 Regional Control Tier

6.5.1 Regional Controller

The Regional Controller is appointed by and reports to the State Response Controller.

The Regional Controller leads and manages the response to emergencies within a Victorian government region. The Regional Controller is required to keep the State Response Controller informed of:

- the effectiveness of the control arrangements for managing the emergencies
- progress on developing and implementing consequence management plans
- the integration of relief and recovery activities with the response activities.

6.5.2 Regional Control Team

The Regional Controller may establish a Regional Control Team (RCT) to provide advice on a strategic approach to the readiness for and response to Class 1 emergencies.

The Regional Control Team usually comprises:

- Regional Controller
- Regional Agency Commanders for CFA, DELWP, MFB and VICSES
- Regional Emergency Response Coordinator
- Regional Recovery Manager
- Executive Officer to support the team.

The Regional Controller may request other people to attend, for example the Regional Health Commander.

The RCT provides advice to the Regional Controller in the following areas:

- readiness levels
- appointments to the line-of-control
- communication of warnings and information to the community
- operational and strategic risks and consequences, including those to life and property
- resourcing priorities
- provision of information and situation reports to other agencies and government
- the need for state support
- support for the functioning of the Regional Control Centre
- the functioning and operation of systems and technology to support incident management.

6.5.3 Regional Emergency Management Team (REMT)

If an emergency, either anticipated or occurring, requires activation of a regional tier response control structure, the Regional Controller will chair the REMT. In the event of multiple Regional Controllers appointed for several disparate emergencies, the Regional Emergency Response Coordinator (RERC) will convene and chair the REMT.

The REMT comprises regional tier representatives from response, recovery and support agencies.

The role of the REMT is to:

- facilitate a discussion to enable agencies to develop a consistent situational awareness regarding the emergencies affecting the region
- identify regional risks and consequences and plan the actions of agencies to manage these risks and consequences
- support the Regional Controller to develop a plan for the management of the emergency, outlining the regional tier actions of all agencies.

If an area of operations or other structure is established the same principles are used to establish an Area of Operations EMT.

6.5.4 Regional Control Centres

A Regional Control Centre (RCC) is the predetermined location where the Regional Controller operates from for a particular region. RCC functionality is maintained at all times to ensure immediate capability for all control agencies for all threats and hazards.

The Regional Controller, Regional Control Team and other personnel that operate from the RCC form part of the line of control and chain of command structures, with direct responsibility for all ICCs and operations identified within the Regional boundary.

Further Information

- Emergency Management Manual Victoria
 - Part 3: State Emergency Response Plan
- SOP J3.08 – Appointment of Regional and Level 3 Incident Controllers
- SOP J3.14 – Control of Class 1 emergencies
- SOP J3.15 – Transfer of Control and IMT Relocation for Class 1 emergencies
- Australasian Inter-service Incident Management System 4th Edition

7 Incident Management

7.1 Australasian Inter-service Incident Management System (AIIMS)

The agencies apply the principles of the Australasian Inter-service Incident Management System (AIIMS) to manage all incidents. AIIMS uses the following principles to manage incidents:

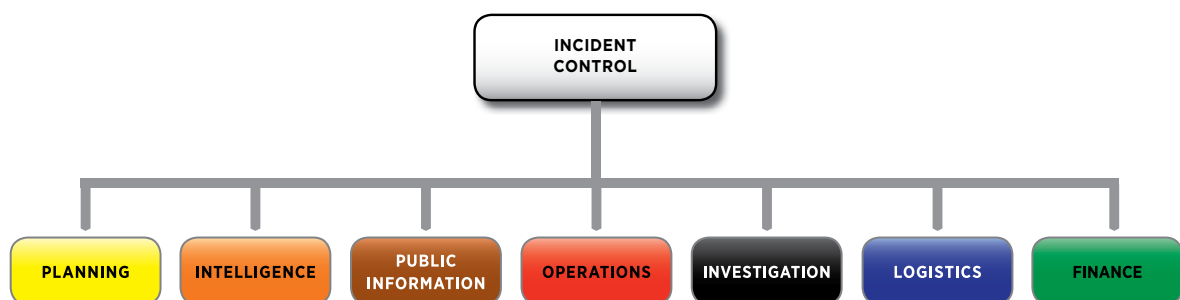
- flexibility
- management by objectives
- functional management
- span of control
- unity of command

AIIMS also applies the principles of risk management described in AS/NZS ISO 31000: 2009 Risk Management – Principles and Guidelines.

AIIMS provides a structure and process of delegation to ensure that all vital management and information functions are adequately performed. AIIMS is an adaptable and scalable system, which expands to the extent that is required for the size and complexity of an incident.

An Incident Controller is appointed for every incident and is responsible and accountable for all the functions of incident management. AIIMS identifies eight functional areas, as depicted in Figure 7 and described in Table 2.

Figure 7 AIIMS Incident Management Functions



Source: AIIMS Manual, 4th Edition

Table 2 Description of Incident Management Functions

FUNCTION	DESCRIPTION
Control	The management of all the activities necessary for the resolution of an incident.
Planning	The development of objectives, strategies and plans for the resolution of an incident based on the outcomes of collection and analysis of information.
Intelligence	The task of collecting and analysing information or data, which are recorded and disseminated as intelligence to support decision making and planning.
Public Information	Provision of warnings, information and advice to the public, and liaison with the media and affected communities.
Operations	The tasking and application of resources to achieve resolution of the incident.
Investigation	The task of conducting investigations to determine the cause of an incident and/or to determine factors that contributed to the impact of the incident or specific events.
Logistics	The acquisition and provision of human and physical resources, facilities, services and materials to support achievement of incident objectives.
Finance	The task of managing: <ul style="list-style-type: none"> • accounts for purchases of supplies and hire of equipment; • insurance and compensation for personnel, property and vehicles; and • the collection of cost data and provision of cost-effective analyses and providing cost estimates for the incident.

Source: AIMS Manual, 4th Edition

7.2 Incident Control

7.2.1 Determining the Control Agency

According to the incident type and location, Part 7 of the EMMV nominates a control agency to control the response activities. Support agencies provide services, personnel or material to support or assist control agencies or affected community members.

On arrival at an incident, a single control agency will be determined. Determination of the control agency should be made at a level as close to the incident as possible. The determination should be communicated across the line of control and up the respective chain of command as soon as practicable.

7.2.2 Appointment of the Incident Controller

During first response, the Incident Controller is normally appointed by the control agency and is generally field-based. The Incident Controller is usually the most senior control agency person involved in the response.

For an incident that is or that may become a major emergency, the Regional Controller will appoint an Incident Controller from a list of Incident Controllers endorsed by the EMC, appointed regardless of their agency.

All Incident Controllers in Victoria work within the line-of-control. This is regardless of whether they are the first responders in the field or an Incident Controller managing an incident from an Incident Control Centre, following the transfer of control from a field Incident Controller.

7.2.3 Incident Controller responsibilities

The Incident Controller shall have overall management of the incident and overall responsibility for the management of resources allocated for the resolution of the emergency. The Incident Controller is responsible for controlling the incident and ensuring that all incident management functions are undertaken.

There is only one Incident Controller for each incident, at any point in time, regardless of the number of agencies in attendance. The control agency and the Incident Controller may both change, depending on the circumstances, but any handover of control will be formal and recorded (refer to Section 7.7.1: Transfer of control).

The Incident Controller should work from an identified control location (i.e. a control point in the first instance) and wear an identifying tabard. The name of the Incident Controller should be included in incident reports and shared with the other agencies responding to the incident.

The agency commanders from support agencies responding to the incident are required to be able to identify and communicate with the Incident Controller. Incident Controllers will establish communication with the commanders of all the other agencies responding to the incident, including the commanders of their own agency resources.

7.3 Incident levels

The classification of an incident is based on the size, scale and risks of the incident and the resources needed to manage it. This classification allows the agencies to communicate the complexity of the incident and scale the response to suit the incident. Escalation of incident levels usually generates greater oversight by the region and state levels, which may include guidance on the classification.

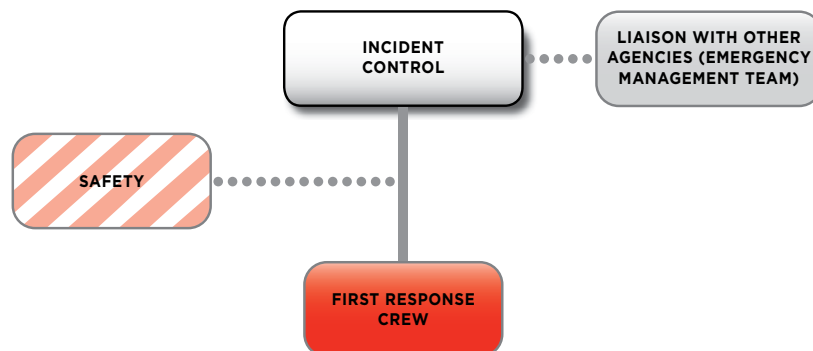
7.3.1 Level 1 incident

Level 1 incidents are characterised by being resolved through the use of local or initial response resources only. Control is limited to the immediate area and the Incident Controller can usually perform all the necessary functions.

The Incident Controller may delegate some functions to personnel on scene (e.g. operations managed by crew leader) or remote to the incident (e.g. warnings issued by duty officer in district headquarters).

An example incident management structure for a Level 1 incident is shown in Figure 8.

Figure 8 Example of level 1 incident management structure



Source: AIIMS Manual, 4th Edition

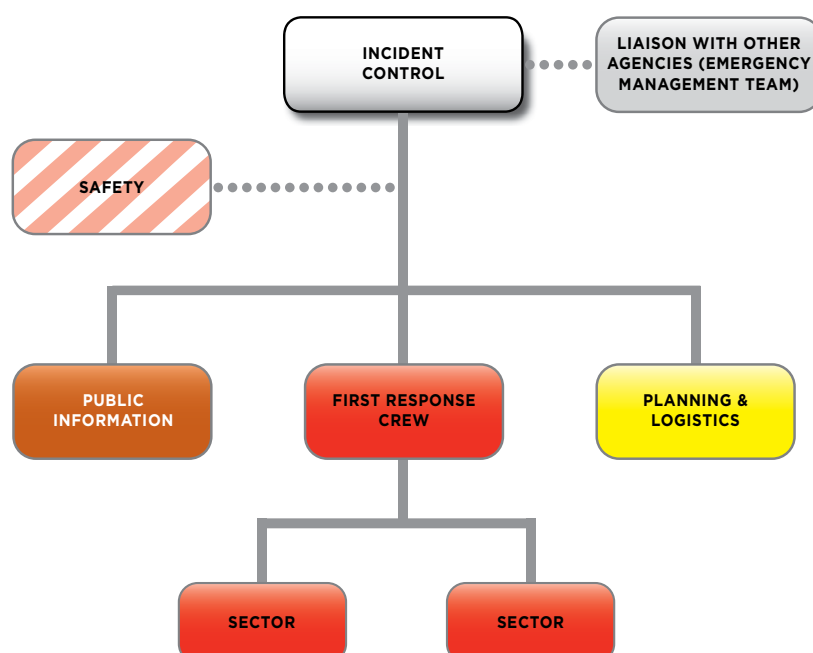
7.3.2 Level 2 incident

Level 2 incidents may be more complex either in size, resources or risk. They are characterised by the need for:

- deployment of resources beyond initial response; or
- the operations being divided into geographic or functional sectors; or
- the establishment of incident management functional roles due to the levels of complexity; or
- a combination of the above.

An example incident management structure for a Level 2 incident is shown in Figure 9.

Figure 9 Example of level 2 incident management structure



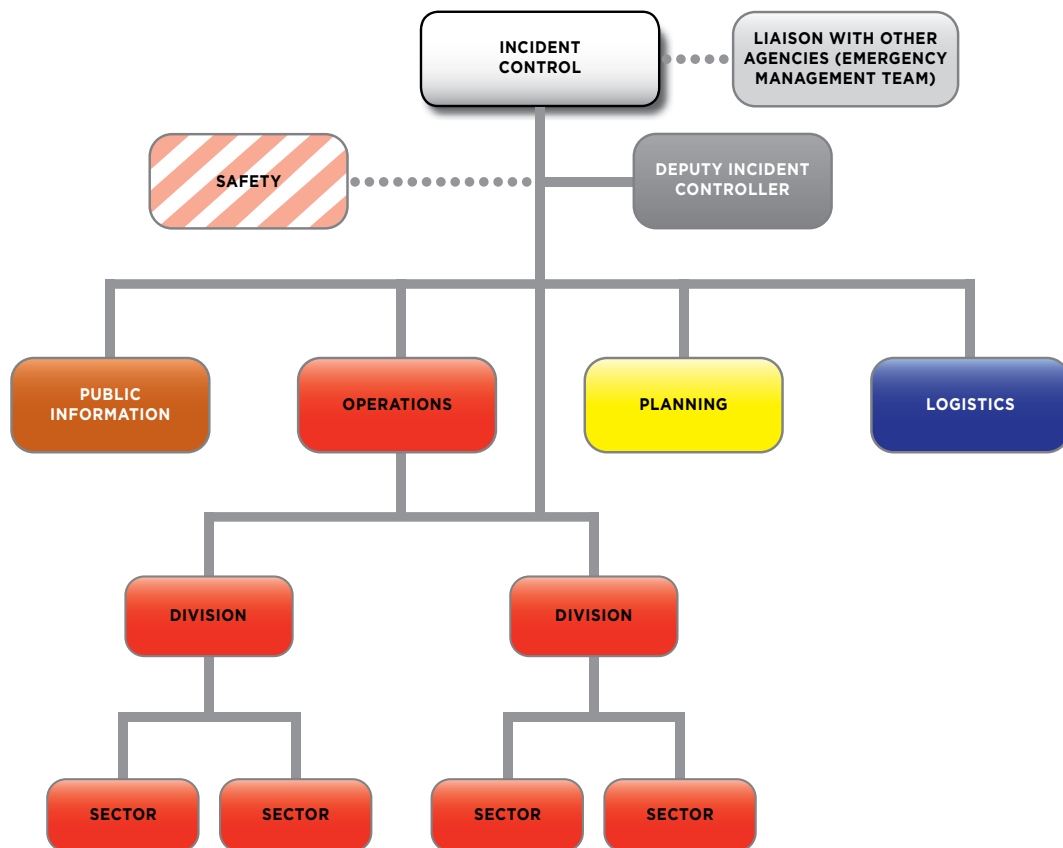
Source: AIIMS Manual, 4th Edition

7.3.3 Level 3 incident

Level 3 incidents are characterised by degrees of complexity that may require a more substantial organisational structure to manage the emergency. These emergencies will usually involve delegation of all incident management functions.

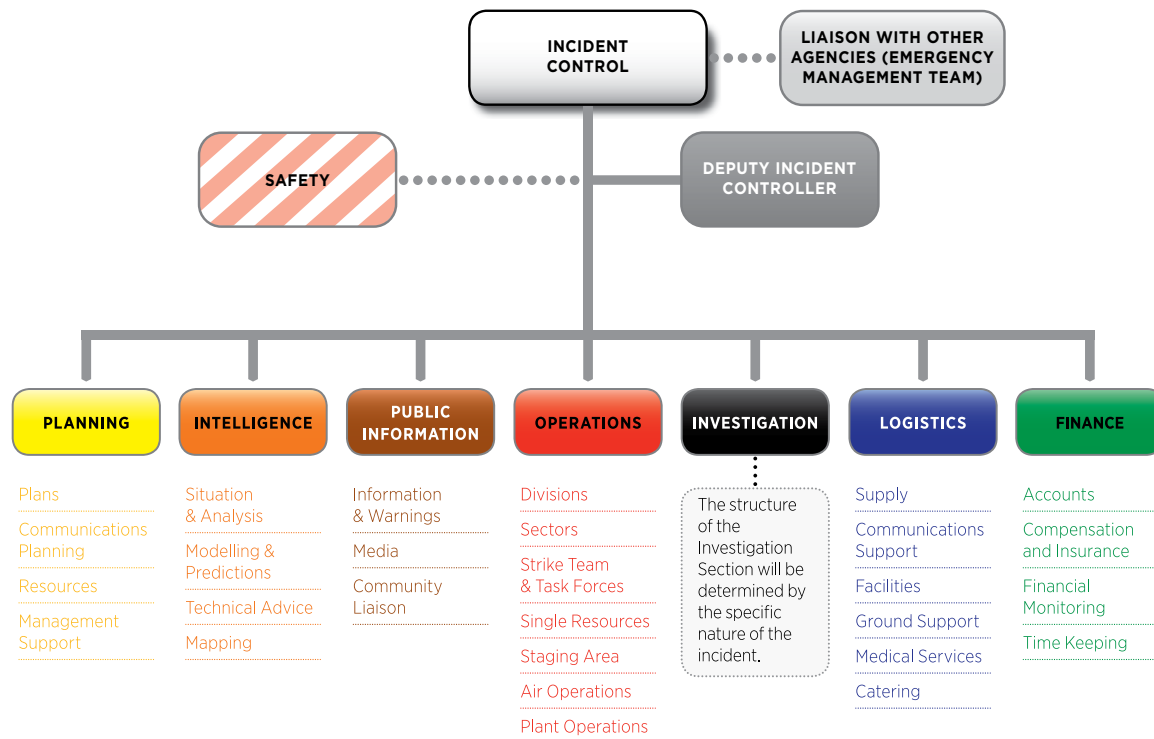
An example of an incident management structure for a Level 3 incident is shown in Figure 10, with a fully expanded incident management structure shown in Figure 11.

Figure 10 Example of level 3 incident management structure
(where Intelligence, Investigation and Finance are not activated as functional areas/roles)



Source: Emergency Management Victoria

Figure 11 Fully expanded incident management structure



Source: AIIMS Manual, 4th Edition

7.4 Support for the Incident Controller

Where required, the Incident Controller is supported by an Incident Management Team, Incident Emergency Management Team, and any additional specialist resources.

7.4.1 Supplementary resources

The Incident Controller is responsible for identifying the resources needed to efficiently and effectively respond to the incident, sourcing these and establishing a safe area for them to stage prior to deployment to the incident.

The Incident Controller identifies the resources needed to manage the incident. Dispatch of initial resources is done through normal agency arrangements e.g. MFB Greater Alarm Response System (GARS).

Where the Incident Controller has requested further resources, they should establish a staging area to assemble these as they arrive. A staging area assists the Incident Controller to control access and egress to the incident site, to brief resources prior to deployment, to assemble resources into work units (for example strike teams and task forces), to manage welfare needs and to ensure all the resources are working and communicating within the command and control structure.

7.4.2 Incident management structure

Where necessary, the Incident Controller builds an operational structure of divisions and sectors using the principle of span of control. The incident management structure will be flexible and suitable for the size and nature of the incident.

Personnel from all agencies responding to the emergency will be included in the incident management structure. Each subordinate should report to only one supervisor.

The operational structure is usually based on functional or geographic boundaries to ensure each person can effectively manage their workload and communication levels. Division and sector commanders each have clearly defined functions, work areas and resources to supervise.

7.4.3 Incident Management Team

The Incident Management Team (IMT) is made up of the Incident Controller, any appointed Deputy Incident Controllers, Safety Officer and any appointed functional section leaders.

The IMT provides the Incident Controller with support for the functions of public information, planning, intelligence, operations, investigation, logistics and finance. As an incident develops in size or complexity, the Incident Controller may choose to delegate the responsibility for managing some or all functions to section leaders.

The Incident Controller will only establish the functional sections of Intelligence, Investigation and Finance when they are necessary because of the complexity of the incident. In large and complex incidents, functional section leaders may appoint units within each section and delegate groups of tasks (e.g. Facilities Unit within Logistics Section).

There is only one IMT for each incident, at any point in time, regardless of the number of agencies in attendance.

7.4.4 Incident Emergency Management Team

Where multiple agencies respond to an incident, the Incident Controller forms an Incident Emergency Management Team (IEMT) to assist in determining and implementing appropriate incident management strategies.

When multiple agencies respond on-scene to an incident, the first contact between the Incident Controller and support agencies represents the formation of an IEMT. Where the control of the incident transfers to an ICC, the IEMT meets more formally either face to face or via video or teleconference.

The IEMT usually comprises:

- Incident Controller
- Support agency commanders (or their representatives)
- Health Commander (functional commander of supporting health agencies)
- Recovery Manager
- Emergency Response Coordinator (or representative)
- Other specialist persons as required, and
- Local government.



The Incident Controller will task support agency or functional commanders to implement a strategy or to provide resources in support of these strategies. Support agency commanders then implement the allocated strategy through their respective command structures, and report back to the Incident Controller as to the success or otherwise of the strategy.

The effective operation of an IEMT relies heavily upon communication between agencies. The importance of an effective IEMT to the successful management of an emergency cannot be overstated.

Although the IEMT facilitates a collaborative decision-making process, with the primary intent of unity and purpose of effort, the Incident Controller leads the team and retains control of the emergency.

7.4.5 Deputy Incident Controller

The Incident Controller may nominate one or more deputies to support the management of the incident. The Incident Controller delegates responsibility for particular tasks to a Deputy Incident Controller. If appointed and required to do so by the Incident Controller, the Deputy Incident Controller will act as the Incident Controller in his or her absence.

Deputy Incident Controllers may be appointed to oversee particular functions or for particular time periods so that the overall control of the incident can be maintained by a single person (e.g. night shift Deputy Incident Controller). Appointment, delegation and transition of responsibilities should be documented and communicated to the IMT and IEMT.

To ensure continuity, Deputy Incident Controllers may not alter the incident objectives in the Incident Action Plan. However, they may amend the incident strategies within the parameters provided by the Incident Controller.

7.4.6 Aircraft support

The State has a significant aviation resource, which provides critical support for many emergency management activities.

The State Air Desk (SAD) operates as a function of the SCC and coordinates the operational emergency aviation activity within the State for response activities under the control of the EMC. The SAD is supervised on a daily basis by the rostered State Aircraft Coordinator to coordinate and where appropriate, dispatch State aviation resources.

On behalf of the state, the DELWP Aviation Services Unit (ASU) sources and contracts the Fire and Emergency Aviation fleet. The ASU also facilitates the provision of specialist aviation advice and the training of all specialist aviation roles.

The combined effort of ground resources and aircraft improves the effectiveness of emergency management operations. It is vital that strategies and tactics are consistent and understood by aircraft and ground commanders.

All agency personnel need to be aware of the safety issues relevant to deploying, working with and around aircraft.

7.5 Control facilities

A range of static or mobile facilities support the line of control by providing the appropriate physical and technical infrastructure. These may be activated in anticipation of an incident to monitor impacts in the potentially affected area.

7.5.1 Incident Control Centre

An Incident Control Centre (ICC) is the location where the Incident Controller and the IMT manages response activities. An ICC may be established for any size incident to cater for the needs of the incident management structure. Each ICC should, where possible, be at a pre-defined location that allows an appropriate level of communication with personnel at incidents within its 'footprint'.

A Level 3 ICC is a facility used to accommodate an IMT during preparation for, or response to a large or complex (Level 3) incident. A Level 3 ICC will have all the facilities and services required to support the operation of a multi-agency IMT, including those facilities required by support agencies.

7.5.2 Control Point

A Control Point is a field location where the role of Incident Controller may operate from, often used during the initial stages of an incident and may be supported by purpose built vehicles.

Regardless of the number of agencies at an incident, it is important that only one facility is identified as the place from which the incident is controlled. For larger scale or more complex incidents, control should transfer to an ICC.

Once control has transferred to the ICC, the original control point may be re-established as an Operations Point, Division Command Point, Sector Command Point or disbanded as appropriate.

7.5.3 Operations Point

An Operations Point is the location from which the overall field operations are commanded by the Operations Officer, once this role has been delegated. An incident will have only one Operations Point.

In large scale incidents, the Operations Officer will be located at the Incident Control Centre in most circumstances. Where an ICC is established at some distance from the incident, the Operations Officer (in consultation with the Incident Controller) may appoint a Deputy Operations Officer to attend the Operations Point.

7.5.4 Division and Sector Command Point

A Division Command Point (DCP) is a location where the person in the role of Division Commander operates. A Sector Command Point is the location from which the role of Sector Commander operates, if required.

A Division or Sector Command Point could be a mobile point close to the incident, a Field Command Vehicle (FCV) or a building such as a Local Command Facility (LCF).

7.5.5 Staging Area

A Staging Area is a location established to support the incident, division or sector and where prepared personnel and equipment are mustered and available for deployment to the incident ground. A Staging Area will be managed by a Staging Area Manager. A Staging Area may include the provision of immediate welfare for personnel and equipment maintenance facilities.

7.5.6 Municipal Emergency Coordination Centre

A Municipal Emergency Coordination Centre (MECC) is a facility for the coordination of municipal resources used for emergency response and recovery operations. Municipalities will activate a MECC in readiness for, or response to, an emergency incident. The Municipal Emergency Response Coordinator (MERC), the Municipal Emergency Resource Officer (MERO) and Municipal Recovery Officer (MRO) are often located at the MECC.

7.6 Managing the incident response

The Incident Controller is responsible for planning the incident response and directing the activities of response resources.

7.6.1 Risks and priorities

Effective risk management is a critical part of all incident response. Individuals are required to take responsibility for managing the risks around them (see Section 5: Workplace Safety).



The Incident Controller needs to determine the potential for the incident to have impacts and consequences, including those to response personnel, the community including vulnerable people, critical infrastructure or built assets, industry or agriculture, and environmental or cultural assets.

The Incident Controller should prioritise the risks in accordance with the State Strategic Control Priorities. The protection of human life, including the safety of both the response personnel and community, takes primacy. For the purpose of protecting life and property, timely, relevant and tailored warnings and advice must be issued to potentially affected communities (see Section 9: Community Safety During Emergencies).

The Incident Controller should report significant risks and mitigation strategies to the Regional Controller or State Response Controller (see Section 7.7: Escalated Emergency Management Arrangements).

7.6.2 Local knowledge

Where the Incident Controller is not familiar with the incident site, they should access local knowledge. For example, an owner or manager of the site should be able to provide information about the area affected, members of the public in the area and access. Established trusted sources of local knowledge in the community may include sporting clubs, cultural leaders, service clubs or industry/ business groups. Local agency personnel should also be able to provide local information.

7.6.3 Incident strategies

The Incident Controller plans a strategy to mitigate the risks and manage consequences. The incident strategy is either:

- 'Defensive' – where people/assets are protected from the hazard
- 'Offensive' – where the hazard is removed so that it no longer remains a threat.

For most incidents, Incident Controllers use a combination of the two categories of strategy.

7.6.4 Incident Action Planning

The Incident Controller documents the actions of all the response resources through the Incident Action Plan (IAP). The IAP identifies the incident risks, priorities, the incident objectives, the actions of each agency, the incident management structure and the incident communications plan for the incident response.

The format of the IAP depends upon the size and scale of the incident, varying from a few log book notes or a word back to a more detailed written plan for a major incident.

7.6.5 Monitoring safety, practice and progress

As part of their duty of care, the Incident Controller is required to keep a record of the location and tasking of response personnel. The Incident Controller will also ensure all response personnel report progress with the achievement of their tasks through their commanders.

7.7 Escalated emergency management arrangements

7.7.1 Transfer of Control

The Incident Controller can transfer control to another Incident Controller, provided this is done formally, a record is kept and all involved agencies are informed of the transfer. The Incident Controller may be from another agency.

There are circumstances where an Incident Controller based in an ICC and supported by an IMT with specialist skills and equipment should manage an incident, rather than a field-based Incident Controller. These circumstances include where the incident is a major emergency or has the potential to become a major emergency, or where there is the need to do one or more of the following:

- issue warnings and advice to the community
- evacuate the community
- protect the community
- manage significant risks or consequences, for example to:
 - the community
 - community infrastructure

- essential services such as electricity and water
- the economy or
- significant environmental or conservation assets
- manage a large number of personnel and other resources such as aircraft
- produce incident predictions
- implement health and safety systems for response personnel
- provide direction to multiple response agencies
- manage multiple incidents within the area.

Control may be transferred from one ICC to another more suitable ICC if it is better able to support the incident. This transfer may be required for various reasons, including personnel capability, functionality of the facility, escalation of the incident, or movement of the incident through the landscape. In some cases, a staged transfer of responsibilities to an IMT in an ICC may be the most appropriate course of action.

There are circumstances where the initial Incident Controller should transfer control almost immediately. These include where:

- the incident shows clear potential to become a major emergency
- the Incident Controller requires immediate specialist support
- a number of similar incidents are expected within the area (such as multiple roof damage following a storm), best managed as the one incident.

7.7.2 Requesting additional resources

The development of resourcing priorities at incident, region and state level will be consistent with the Strategic Control Priorities. The most appropriate resources for the task should be deployed, irrespective of agency, land tenure or operational boundaries.

Agencies have internal resources systems that allow for the request, dispatch, tracking and movement of resources. Where there is an escalated resource requirement, Incident Controllers should source resources within their operational area (e.g. district or region) through the IEMT or REMT. Resources required outside regional boundaries will be requested through the state.

For major multi-agency incidents, the State Resource Request System allows agency personnel to submit, action and track requests for additional resources outside their region.

Specialist resources can be requested from other local agencies (e.g. municipal resource) through the Municipal Emergency Response Coordinator (Victoria Police). Victoria Police are responsible for coordinating agencies at the regional and incident tiers of emergency management.

7.7.3 Region and state involvement

The agencies resolve most incidents through normal agency arrangements. The Emergency Management Commissioner, State Response Controller and Regional Controller will become involved in the management of emergencies that are or are likely to become major emergencies. This management responsibility may include issuing directions to an incident controller or an agency.

Further Information

- Emergency Management Manual Victoria
 - Part 3: State Emergency Response Plan
- Emergency Management Team Arrangements (EMV, 2014)
- SOP J2.04 – Local Knowledge – Bushfire
- SOP J3.02 – Incident Naming – Bushfire
- SOP J3.01 – Determining the Control Agency for fires other than major fires
- SOP J3.03 – Incident Action Planning
- SOP J3.04 – Incident Safety Officer – Class 1 emergencies
- SOP J3.08 – Appointment of Regional and Level 3 Incident Controllers
- SOP J3.09 – Resource Request Process
- SOP J3.15 – Transfer of Control and IMT Relocation for Class 1 emergencies

8 Operational Communications

8.1 Incident communications plans

Incident Controllers will ensure they have a plan for communicating with response and support agency personnel. Regions develop default communications plans for use by all agencies in the first response to an incident. As incidents escalate, Incident Controllers can develop incident specific communications plans as required.

The communications plan usually mirrors the incident management structure. Each individual will be able to communicate with his or her supervisor, either through radio, phone or face-to-face.

The communication plan generally includes command communications (for the Incident Controller and team leaders to communicate) and incident site communications (for each team leader to communicate with their work team).

8.2 Incident naming

Agencies are required to use a standard incident naming process to ensure that incidents are consistently named, quickly located and easily referenced. The incident name should be recognisable at all emergency management tiers and determined at a level as close to the incident as possible. The incident name is also a critical element of information provided to the community. The application of naming conventions ensures there is consistency in warning and advice messages.

The control agency is responsible for determining the incident name. For multi-agency incidents, agencies will ensure that their respective reporting systems show the correct incident name. Standard processes should be followed if incident name needs to be amended due to the escalation, merging, or other changes to the situation.



8.3 Incident status

Agencies define the status of an incident to indicate the stage of incident development and the activities being conducted. It usually indicates the potential of the incident and what progress has been made towards its resolution.

Status definitions are hazard specific and can influence the provision of incident support. Accurate and timely indications of status are necessary to determine the priority of the incident and should be included in situation reports. Generally status definitions define whether the incident is:

- developing or escalating,
- requires further resources,
- the resources in attendance are sufficient, or
- no further response activity is required.

8.4 Situation reporting

Information from the incident is critical for strategic decision-making, resource allocation and provision of information to the community. The majority of information comes from situation reports from the Incident Controller. These should include information about the incident status, communities or assets impacted or at risk and any resource requirements.

Each control agency uses its own reporting system for recording and disseminating situation reports. However, a standardised approach to incident naming, incident status and reporting minimises confusion. Information is required to be timely and relevant.

The Incident Controller is responsible for providing situation reports via the line of control on behalf of all agencies at the incident. Individual agency commanders brief their own agency regarding their own activities.

8.5 Briefings

Prior to starting work, all personnel at state, region and incident level will receive information about the incident situation, the incident objective, their tasks, communication arrangements and safety considerations. This might be disseminated in a cascading way through the incident structure or role-to-role as changeovers occur. Where available, briefings should be based on the information in the IAP.

Updated briefings will be provided as often as possible, especially if conditions change or new information becomes available. All incident personnel have a responsibility to ensure they are briefed before they commence their task.

All briefings will be in the following SMEACS-Q format:

- Situation
- Mission
- Execution
- Administration
- Command/Communications
- Safety
- Questions

It is critical that response personnel are briefed with information that could affect their health and safety.

8.6 Warnings to Incident Personnel

The agencies have a standard system for notifying response personnel about important information that could affect their health and safety. Red Flag Warnings are issued when there is, or predicted to be, a significant risk to safety of personnel located at an emergency incident due to changed circumstances.

Agencies use a range of other agency and hazard specific systems for providing information and warnings to response personnel, including safety alerts. There are also processes for communicating danger or indicating the need for immediate assistance.

8.7 Notification of significant issues

In the event of a significant issue, the Incident Controller is required to notify the appropriate authority, which may be through normal agency arrangements or the line of control (i.e. Regional Controller and/or State Response Controller).

A significant issue could include injury or death of agency personnel, injury or death to community members, damage or risk to key infrastructure and services, property loss, response issues, media attention or industrial implications.

Where the significant issues involves injury or death of agency personnel, the Incident Controller will notify the line of control and the chain of command, as this requires the initiation of a range of other notification processes.

Further Information

- SOP J2.02 – Incident Communications Plans and Emergency Alerting System (Paging)/ Radio Use During Periods of High Activity
- SOP J3.02 – Incident Naming – Bushfire
- SOP J3.06 – Incident Briefings
- SOP J3.11 – Red Flag Warnings
- SOP J3.16 – Significant Event Notification
- SOP J8.01 – OH&S Incident Response – Class 1 emergencies

9 Community Safety During Emergencies

9.1 Responsibility

The Incident Controller is responsible for taking action to eliminate or reduce the impacts to the health and safety of the community arising from the incident. Working with the Emergency Response Coordinator, the Incident Controller may need to take action to issue warnings, recommend evacuation, restrict access to the area, assess the incident impact, manage the consequences, organise emergency relief and plan for recovery.

In keeping with the State Strategic Control Priorities on the protection and preservation of life, and the reduction of consequences from emergencies, the Regional Controller or State Response Controller will assist the Incident Controller with these actions if required and personnel from any agency may be tasked to assist as necessary.

9.2 Information and warnings

The State Strategic Control Priorities emphasise the importance of the Incident Controller issuing community information and warnings. Where an emergency or its consequences have the potential to affect communities, informing communities must be a high priority of responding agencies. Incident information should be timely, relevant and tailored in order to assist community members make informed decisions about their safety and to respond effectively.

Where the timeframes are short and an extreme and imminent threat to life exists, any response agency personnel can issue warnings to the affected community. In such circumstances, they are required to advise the Incident Controller as soon as possible.

There are different levels of warnings used for different hazard types. In general, these indicate the following

- General information to keep community up-to-date with a developing emergency (e.g. Advice).
- Messages that indicate the community is likely to be impacted by the emergency and should start taking action to protect their life (e.g. Watch and Act).



- Messages that indicate that the community is in imminent danger and need to take action immediately (e.g. Emergency Warning).
- Messages issued to inform the community when an Incident Controller has recommended an evacuation of people from a threatened area (e.g. Recommendation to Evacuate).
- Messages issued when incident activity in an area has subsided (e.g. All Clear).

There are numerous methods for providing information and warnings to the community, which include agency webpages, emergency broadcasters, social media, data feeds, apps for smart devices, telephone alerting, community meetings and door knocks.

9.3 Community safety options

Community members respond to the threat of an emergency in a variety of ways. A range of safety options, both personal and communal, are required to support their responses.

The range of safety options available should be appropriate to the local circumstances and identified in local plans.

Agencies work to support and improve awareness and understanding of the range of safety options for their community. Not all safety options will be available in all circumstances, and some options will be more viable for some groups than for others. Advice about safety options should consider the needs of diverse groups, including culturally and linguistically diverse communities, tourists, and people working in or travelling through high-risk areas.

9.4 Evacuation

Evacuation is a risk management strategy which may be used as a means of mitigating the effects of an emergency on a community. It involves the movement of people to a safer location. The purpose of an evacuation is to use distance to separate the people from the danger created by the emergency.

An evacuation may apply to a specific locality, a facility (school or hospital), a town or a large area of the state.

There are five stages in the evacuation process, which are detailed in the EMMV Evacuation Guidelines:

- 1 Decision
- 2 Warning or recommendation
- 3 Withdrawal
- 4 Sheltering
- 5 Return

The Incident Controller, in consultation with Victoria Police, recommends evacuation of people from threatened areas. This includes advice on the destinations to which people can relocate, such as emergency relief centres. Planning for evacuation should include consideration of vulnerable people located in the community.

9.5 Restricting access

Agencies can restrict access to areas affected by emergencies for the safety of community members. The Incident Controller is responsible for determining whether to restrict access to an area and the appropriate levels of access.

Victoria Police are responsible for traffic control at an incident and will restrict access through traffic management points once directed by the Incident Controller.

The Incident Controller is responsible for determining who will be granted access to the incident area. Access will depend on the risks to the personnel and the potential impact on the response activities.

9.6 Consequence Management

The State aims to achieve a safer and more resilient community through reducing the consequences of emergency events on the community and its community values.

Incident Controllers are responsible for identifying the broader risks and consequences of the emergency and putting in place processes to manage these. The IEMT is the forum for a range of agencies to discuss these issues, to identify those potentially affected and to allocate responsibilities. Local council and affected industry should be key contributors.

Where the risks and potential consequences are significant, the Regional Controller and EMC will convene their respective REMT or SEMT, comprising representatives from across a range of government portfolios, in order to formulate a more strategic and collaborative whole-of-government approach to the management of these risks and consequences.

9.7 Impact assessment

Early identification and management of the impacts of an emergency significantly improves overall community recovery outcomes. In the initial 48 hours of an emergency, the Incident Controller is responsible for organising the collection of information on the impact of the emergency. The Incident Controller may task resources from all agencies to collect information so that relief and recovery processes can commence immediately.

Further Information

- Emergency Management Manual Victoria
 - Part 3: State Emergency Response Plan
 - Part 4: State Emergency Relief and Recovery Plan
 - Part 8: Appendix 9 Evacuation Guidelines
- Victorian Warning Protocol
- Emergency Relief Handbook (DHHS / Red Cross, 2014)
- Emergency Management Team Arrangements (EMV, 2014)
- Traffic Management Guidelines
- Initial Impact Assessment Guidelines
- SOP J3.10 – Traffic Management
- SOP J3.11 – Red Flag Warnings
- SOP J3.12 – Evacuation
- SOP J4.01 – Incident Public Information for Fire

10 Relief and Recovery

10.1 Provision of relief

Emergency relief is the provision of essential and urgent assistance to individuals, families and communities in and during the immediate aftermath of an emergency, and can include access to medical services, shelter, food, water, household items and financial assistance.

The Incident Controller is responsible for identifying the need for and implementing relief arrangements. The EMT (incident, region or state) is the forum for all involved agencies to discuss relief-related issues and for sharing information and intelligence about the incident to enable forward planning for relief.

10.2 Integration of recovery

Emergency recovery is the assistance provided to help people and communities affected by the emergency to an effective level of functioning. Recovery from emergencies is a developmental process of assisting individuals, families, neighbourhoods and communities to manage the re-establishment of those elements of society necessary for their wellbeing.

The Incident Controller is responsible for initiating planning for recovery. They should work with the IEMT to ensure there is integration between response and recovery and to ensure the community receives seamless information and services throughout.

10.3 Recovery operations

Recovery operations involve cooperation between all levels of government, non-government organisations, the private sector and affected communities to consider the:

- emotional, social, spiritual, financial and physical wellbeing of individuals and communities
- revitalisation of the economy of the community to ensure as far as possible that the wellbeing of a community is increased
- restoration of essential and community infrastructure, and
- rehabilitation of the environment.

Further Information

- Emergency Management Manual Victoria
 - Part 4: State Emergency Relief and Recovery Plan
- Emergency Relief Handbook (DHHS/Red Cross, 2014)



11 After An Emergency

11.1 Demobilisation

Following an emergency, there will be a coordinated removal of the agencies from the community and incident site. The Incident Controller is responsible for planning, managing and communicating the demobilisation of incident resources, with the demobilisation plan documented in the IAP. The plan should include arrangements for meeting the community's relief, recovery and information needs following demobilisation.

11.2 Review and performance evaluation

The learning from the emergency management experience helps the State to improve both its emergency management practice and community outcomes. The agencies use review and evaluation as tools to extract understanding from experience and assist the agencies to validate and improve operational policy, processes and practices. Reviews and evaluations will vary in scope, according to the size, complexity and outcomes of the emergency.

An After Action Review should follow all emergencies. This local debriefing process allows groups to learn from an event and address issues as soon as possible, leading to improved performance and communication.

Formal debriefs are usually more structured and can be used to raise issues, highlight positive outcomes, identify areas for improvement and propose actions.

Further Information

- SOP J11.01 – Bushfire Investigation
- SOP J12.01 – Real Time Performance Monitoring

