



LOCAL EMERGENCY MANAGEMENT COMMITTEE

AGENDA

6 SEPTEMBER 2022

Council Chambers
or

Attendance Available via instantaneous communications
(ZOOM)

5.30 pm COMMENCEMENT OF MEETING

6.30 pm CLOSURE OF MEETING



NOTICE OF MEETING

LOCAL EMERGENCY MANAGEMENT COMMITTEE

6 SEPTEMBER 2022

Attendance via:

1. instantaneous communications - ZOOM; or
2. in person – Council Chambers, White St. Brookton.

Notice is hereby given that the Local Emergency Management Committee Meeting of the Brookton Shire Council will be held on Tuesday 6th September 2022 in the Council Chambers at the Shire Administration Centre commencing at 5.30pm.

The business to be transacted is shown in the Agenda.

Gary Sherry
CHIEF EXECUTIVE OFFICER

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1.09.22 DECLARATION OF OPENING / ATTENDANCE**2.09.22 CONFIRMATION OF PREVIOUS MINUTES**

That the minutes of the Local Emergency Management Committee meeting held in the Shire of Brookton Council Chambers, on 21 June 2022, be confirmed as a true and correct record of the proceedings.

3.09.22 PRESENTATIONS**4.09.22 STANDING ITEMS TO BE CONSIDERED AT EACH MEETING****4.09.22.01 UPDATE OF CONTACTS AND RESOURCES REGISTER**

Please forward updated contact information.

4.09.22.02 CHANGE OF POSITIONS/LEAVE, AND ACTING ARRANGEMENTS - NOTIFICATION**1. Delegates & Proxy's:**

Organisation	Delegate	Proxy
Baptistcare	June Harwood	Nil
WAPOL	David Johnstone	Eddy Duffy
Dept. Communities	Michele Duxbury	Nil
Brookton Bushfire Brigade	CBFCO - Murray Hall	D/CBFCO - Travis Eva
BDHS	Darren Simpson	Kris Dewson-Hall
St Johns	Drew Richardson	Gary Halliday
St Johns - Brookton	Phillip Crute	Cliff Fishlock
DFES	Adam Whitford	Blake Halford
DPIRD		
RoadWise	Rodney Thornton	Nil
SilverChain	Jo-Ann De Marchi	
Brookton VFRS	Scott Atkins	William Wilkinson
Shire of Brookton	SP - Katrina Crute Cr Gail Macnab	
Brookton CWA	Merilyn Marchesi	

4.09.22.03 INCIDENT SUPPORT GROUP ACTIVATIONS

Nil

4.09.22.04 RISK PROFILE CHANGE

Nil

4.09.22.05 LOCAL EMERGENCY MANAGEMENT ARRANGEMENTS

Nil.

4.09.22.06 LOCAL RECOVERY PLAN

Nil

4.09.22.07 REPORT AND/OR DEBRIEF ON ANY LEMC EXERCISE(S)

Development and Approval of next financial year LEMC exercise scheduled (to be forwarded to relevant DEMC)

5.09.22 BUSINESS ARISING FROM PREVIOUS MINUTES

5.09.22.01 LOCAL EMERGENCY MANAGEMENT COMMITTEE MEMBERS - CORRESPONDENCE

6.09.22 GENERAL BUSINESS

6.09.22.01 BROOKTON CWA – MEMBERSHIP OF LEMC

The Brookton CWA were invited to nominate a representative to the LEMC in June 2021. This offer was reissued in May 2022.

Brookton CWA have nominated Mrs Marilyn Marchesi as their nominee to the LEMC.

6.09.22.01 STATE EMERGENCY MANAGEMENT COMMITTEE AND WALGA WORKING REVIEW OF LOCAL EMERGENCY MANAGEMENT ARRANGEMENTS

WALGA and the State Emergency Management Committee (SEMC) Business Unit are working in partnership to deliver a project to review and reshape Local Emergency Management Arrangements (LEMC).

WALGA is delivering a series of LEMA Review workshops with Local Governments to inform the design a more streamline, scalable, and fit-for-purpose LEMA model. The outcomes of the workshops will inform a LEMA Improvement Plan that will be prepared by the SEMC Business Unit.

Local Governments have been encouraged to provide input through attending a workshop or providing comment in response to a LEMA Issues Paper by COB Friday 15 October 2022.

A workshop is to be held on Tuesday 13th September 2022 at Katanning Leisure & Function Centre.

The LEMA Issues Paper is included as an attachment. The paper lists 6 issues and opportunities for improvement. Feedback is welcomed.

Issue 1: Strategic or Operational? The purpose of LEMA is not well understood

Opportunities for improvement

- a) Clarify the key purpose and intended audience of LEMA.
- b) Determine if LEMA is fundamentally a strategic process (aimed at fostering multi-agency collaboration and preparedness) or outcomes-based (aimed at producing functional incident response documentation).
- c) Amend EM legislation and update LEMA Guidelines to include a clearer definition of LEMA and overarching purpose statement.

Issue 2: Current LEMA documents do not have practical use

Opportunities for Improvement

- a) Structure LEMA documents more discretely into Disaster Risk Reduction, Incident Operations and Recovery (before, during, after).
- b) Shorten the main LEMA model template into two to three pages of critical information that can be used during a response and establish recovery that includes a local profile, resource register, critical infrastructure and contact lists.
- c) Strengthen LEMA's focus on Local Government resourcing logistics, public information and business continuity.
- d) Separate guidance and general emergency management information from the LEMA templates. Use hyperlinks to connect functional LEMA documents to State EM Framework guidance documents.
- e) Review welfare plan, recovery plan and LEMA templates to identify and remove duplication of information.

Issue 3: The LEMA model does not account for the different capacities and capabilities of Local Governments

Opportunities for Improvement

- a) Design a scalable model for LEMA that acknowledges Local Government EM capability and maturity differences and guides continuous improvement in EM.
- b) Develop a more sustainable grant funding model for Local Government EM, including for LEMA.
- c) Review the role of the Community Emergency Service Manager (CESM) program in supporting LEMA.
- d) Initiate a Local Government Preparedness/Council Program that provides EM human resources support and skills development for Local Government.
- e) Strengthen resource sharing between Local Governments, both formally and informally.

Issue 4: The State Emergency Management Framework is complex and the role and responsibilities of Local Government are not clear

Opportunities for Improvement

- a) Review and update the State EM framework to provide more clarity about the roles and responsibilities of Local Government in EM.
- b) Develop a singular tool or policy statement that outlines the roles and responsibilities of Local Government in EM.
- c) Develop a Local Government emergency management knowledge hub/central repository of useful reference materials, tools, templates, examples, and case studies.

Issue 5: LEMCs are not actively engaging in LEMA

Opportunities for Improvement

- a) Review the function of the LEMC, membership, terms of reference, meeting frequency and role in developing and maintaining LEMA.
- b) Consider legislative reform that increases LEMC engagement in LEMA.
- c) Review the LEMC role in LEMA exercising and LEMA review requirements.
- d) Develop training and resources to support LEMCs take a more proactive approach in LEMA

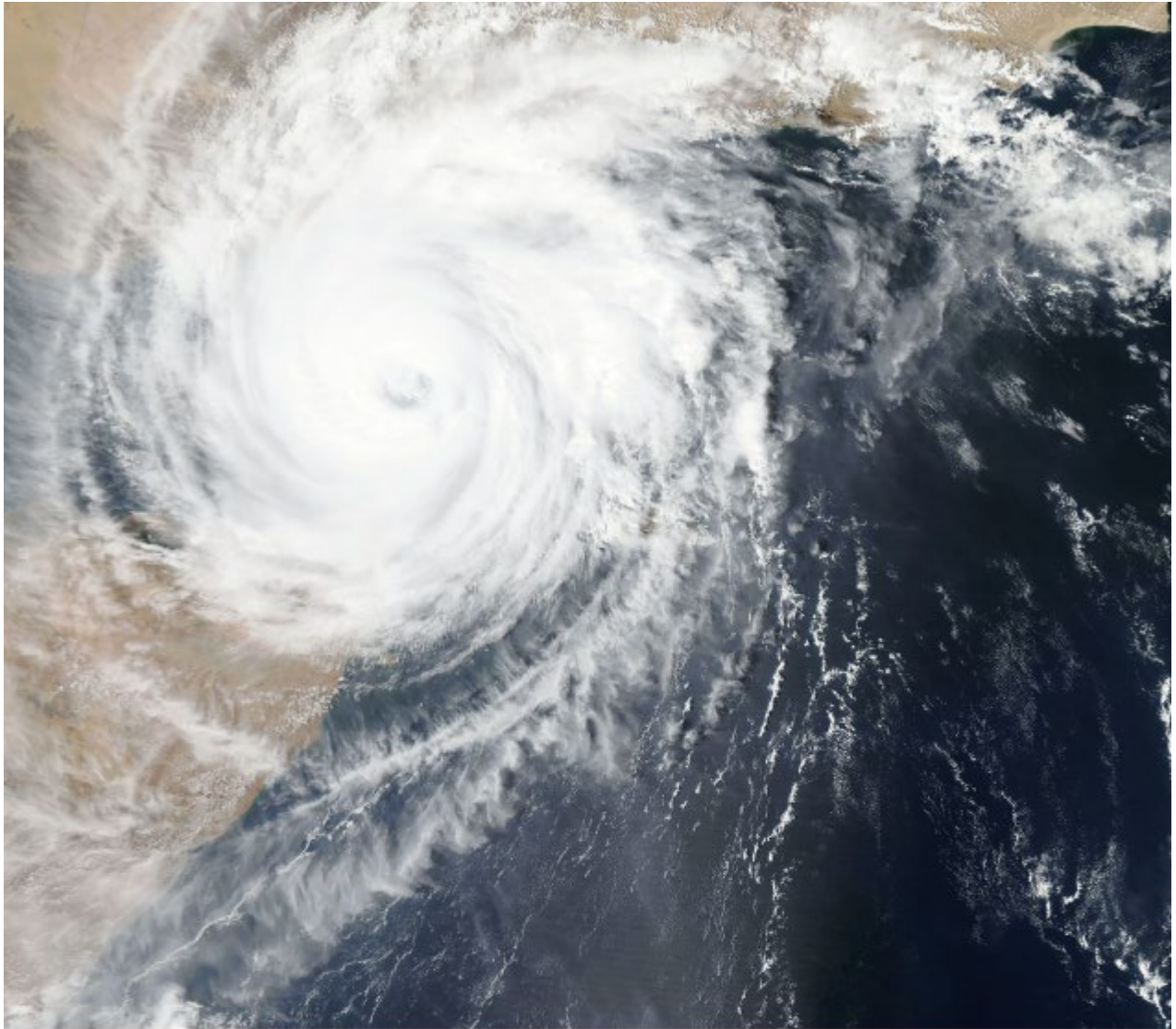
Issue 6: LEMA requirements are not well integrated with usual Local Government business activities and planning processes.

Opportunities for Improvement

- a) Support Local Governments to develop an EM preparedness plan/disaster resilience strategy as a public 'Informing Strategy' for their Strategic Community Plan, where the Local Government considers this appropriate.
- b) Ensure that response and recovery LEMA documentation which contains sensitive information remains private and confidential.
- c) Develop a Local Government EM Framework that strengthens best practice EM principles within Local Government culture and strengthens the alignment of EM with Local Government business activities and planning processes.
- d) Review the availability and content of relevant training for Elected Members and Local Government staff to ensure the role of LEMA in IPR is promoted as a consideration for Local Governments.

Attachment

Attachment 6.09.22.01A – Local Emergency Management Arrangements (LEMA) Review



Issues Paper
**Local Emergency
Management Arrangements
(LEMA) Review**

July 2022

1 Local Emergency Management Arrangements (LEMA) Review





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1 Summary

Local Governments play a critical role in emergency management (EM). As the closest level of Government to community, they have specialised local knowledge and can quickly mobilise resources.

In Western Australia (WA), the [State Emergency Management Framework](#) specifies the roles and responsibilities of the many stakeholders critical to the management of emergencies.

Under the [Emergency Management Act 2005](#), Local Governments are required to establish one or more [Local Emergency Management Committees \(LEMCs\)](#) and ensure that [Local Emergency Management Arrangements \(LEMA\)](#) are developed and maintained.

The LEMA Review was initiated in response to reports that WA Local Governments face several challenges in maintaining effective and current LEMA. The [State Emergency Management Committee \(SEMC\) Business Unit](#) and the [Western Australian Local Government Association \(WALGA\)](#) are working in partnership to consult with stakeholders, including Local Governments, and the Department of Local Government, Sport and Cultural Industries, with the aim of investigating options to:

- develop more fit-for-purpose LEMA,
- streamline LEMA processes,
- encourage currency, and
- support Local Governments who lack EM resources.

Informed through interviews conducted with representatives from ten diverse WA Local Governments, this paper identifies six key issues with the current LEMA model. These include:

1. The purpose of LEMA is not well understood.
2. LEMA documents do not have practical use.
3. The LEMA model does not account for the different capacities and capabilities of Local Governments.
4. The State Emergency Management Framework is complex and the role and responsibilities of Local Government are not clear.
5. LEMCs are not actively engaging in LEMA.
6. LEMA requirements are not well integrated with usual Local Government business activities and planning processes.

In response to each of these issues, several opportunities for improvement that require further consideration are presented.

This paper will be used to guide a collaborative engagement process with Local Governments to inform the implementation of more effective local-level EM for WA.

To comment on this Issues Paper and/or to express your interest in participating in an upcoming LEMA Review Local Government workshop please contact Simone Ruane, Project Lead LEMA Review, Phone: (08) 9213 2049 Email: sruane@walga.asn.au



2 Abbreviations

Community Emergency Service Manager	CESM
Department of Fire and Emergency Services	DFES
Department of Local Government, Sport and Cultural Industries	DLGSC
Disaster Risk Reduction	DRR
District Emergency Management Committee	DEMC
Emergency Management	EM
Hazard Management Agency	HMA
Local Emergency Management Arrangements	LEMA
Local Emergency Management Committee	LEMC
Local Government	LG
Local Government Association South Australia	LGA SA
Local Government Functional Support Group	LGFSG
Memorandum of Understanding	MOU
Municipal Emergency Management Plan	MEMP
Municipal Emergency Management Planning Committee	MEMPC
Prevention, Preparedness, Response and Recovery	PPRR
Regional Emergency Management Planning Committee	REMPC
South Australia	SA
State Emergency Management Committee	SEMC
Western Australia	WA
Western Australian Local Government Association	WALGA

3 Overview

3.1 Background

Emergency Management (EM) refers to the range of measures taken to prevent, prepare for, respond to, and recover from hazardous events that have the potential to cause harm. In Australia, EM takes an 'all-hazards' approach and is underpinned by a comprehensive risk management framework.

Australian State and Territory Governments have primary responsibility for emergency management. However, as guided by the [National Strategy for Disaster Resilience](#), EM is considered a 'shared responsibility' between all spheres of government, community, individuals and business. Local Governments play a critical role in EM. As the closest level of government to community they have specialised local knowledge and can quickly mobilise resources.

There are many natural and human-caused hazards that present a risk to Western Australian communities. Currently, there are [28 hazards](#) prescribed under the [Emergency Management Act 2005](#). Due to the diversity in climate, environment, industry and demographics across the State, hazard profiles vary between different Western Australian communities. However, many of these communities are faced with rapidly changing risk dynamics, and the implications of climate change for the EM sector are significant. The frequency of extreme natural hazard events including heatwaves, bushfires and flooding in Western Australia will continue to increase and many communities will be exposed to hazards they have not historically experienced.¹ Effective EM arrangements are critical to ensure that Western Australian communities are prepared for the various hazards they may be exposed to.

Emergency Management in Western Australia is governed through the [State EM Framework](#) that consists of [State EM Legislation](#), [A State EM Policy](#), [State EM Plans](#), [State EM Procedures](#) and [State EM Guidelines](#). This Framework outlines the governance structure and the specific roles and responsibilities of the stakeholders integral to EM.

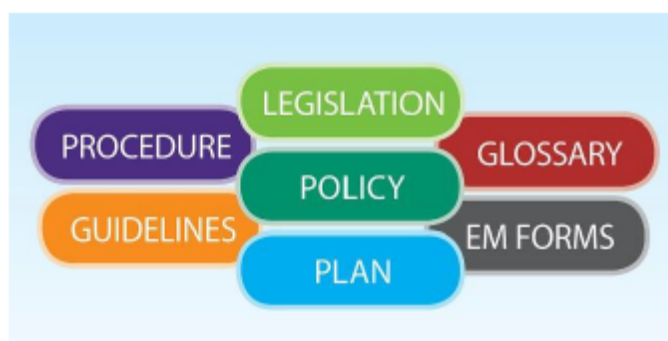


Figure 1: State Emergency Management Framework¹

¹ Government of Western Australia (2021) [Western Australian Climate Projections Summary](https://www.wa.gov.au/systemfiles/2022-01/Western_Australian_Climate_Projections_Summary.pdf), https://www.wa.gov.au/systemfiles/2022-01/Western_Australian_Climate_Projections_Summary.pdf

The [State Emergency Management Committee \(SEMC\)](#) is the peak body for Western Australia's emergency management arrangements. SEMC membership includes representatives from a range of organisations appointed by the Minister for Emergency Services who play a role in WA EM. SEMC is currently advised by three SEMC Subcommittees and two Reference Groups. A [District Emergency Management Committee \(DEMC\)](#) is established for each of the 11 WA Emergency Management Districts, which is responsible for developing and maintaining EM for the district. In addition, Local Governments are required to establish one or more [Local Emergency Management Committees \(LEMCs\)](#) to ensure that [Local Emergency Management Arrangements \(LEMA\)](#) are developed and maintained.




Figure 2: State EM Governance Structure¹

LEMA refers to the suite of emergency management documentation, systems, processes, agreements, and memorandums of understanding (MOU) that support a coordinated approach to EM at the local level. LEMA are currently outlined in an overarching document that is developed in consultation with key stakeholders, endorsed by the respective Local Government and noted by the affiliated DEMC and SEMC.



Figure 3: LEMA Structure¹



All Local Governments are required to review their LEMA:

- every five years
- after a significant emergency incident
- and after exercising their LEMA on an annual basis.

A Local Government's LEMA are considered compliant with legislative requirements if they are consistent with [State EM Policy](#) and the [State EM Plan](#), include the required registers, plans and strategies presented in Figure 3, describe local risk priorities and strategies for EM, outline the roles and responsibilities of the different stakeholders involved in EM in the Local Government district, document any Local Government EM policies, identify a Local Recovery Coordinator and are available to the public in hard copy in the Local Government office and via the Local Government's website with sensitive and confidential information retracted.

3.2 The LEMA Review

In 2019, the SEMC identified a trend of Local Governments with LEMA overdue for review. WALGA responded to this by informing SEMC of the key challenges Local Governments face in fulfilling their EM obligations including:

- a lack of clarity around their EM roles and responsibilities,
- a lack of financial and human resources, and
- a misalignment between EM and the day-to-day business of Local Government.

WALGA proposed that there was an opportunity to improve the LEMA model to make it more fit-for-purpose and suitable for Local Governments of different sizes with varying EM capability. Based on this advice, SEMC approved a LEMA Review using a sector-led approach. In 2021, DFES was granted funds through the [Natural Disaster Resilience Program \(NDRP\)](#) for a LEMA review and allocated [AWARE](#) grant funding to WALGA to ensure Local Governments would be actively represented in the review of local-level EM. The [LEMA Review](#) officially commenced in March 2022.

The LEMA Review aims to:

- develop fit-for-purpose LEMA,
- streamline LEMA processes,
- encourage currency, and
- support Local Governments who lack EM resources.

WALGA's role in the LEMA Review is to lead an engagement process with Local Governments. Based on the findings that emerge, WALGA will provide recommendations to the SEMC Business Unit that will inform the development of a LEMA Improvement and Implementation Plan. The SEMC Business Unit will consult with [Hazard Management Agencies \(HMAs\)](#) and other key stakeholders.

3.3 Purpose

The purpose of this paper is to provide background information about the LEMA Review, outline key issues with the current LEMA model and present opportunities for improvement. The paper will guide a collaborative engagement process with WA Local Governments to design more effective LEMA approaches.

The paper was informed by a mixed-methods research approach including desktop research, 10 one-on-one interviews conducted with Western Australian Local Governments of different sizes, maturity and risk profiles, an investigation into the local-level EM arrangements of Victoria and South Australia, and input provided by the LEMA Review Project Steering Committee. WALGA thanks all the individuals who contributed their time and shared their knowledge.

WALGA invites Local Governments to comment on the issues and improvement opportunities proposed in this paper and contribute additional suggestions to inform the design of a new LEMA model.

4 Other Jurisdictions

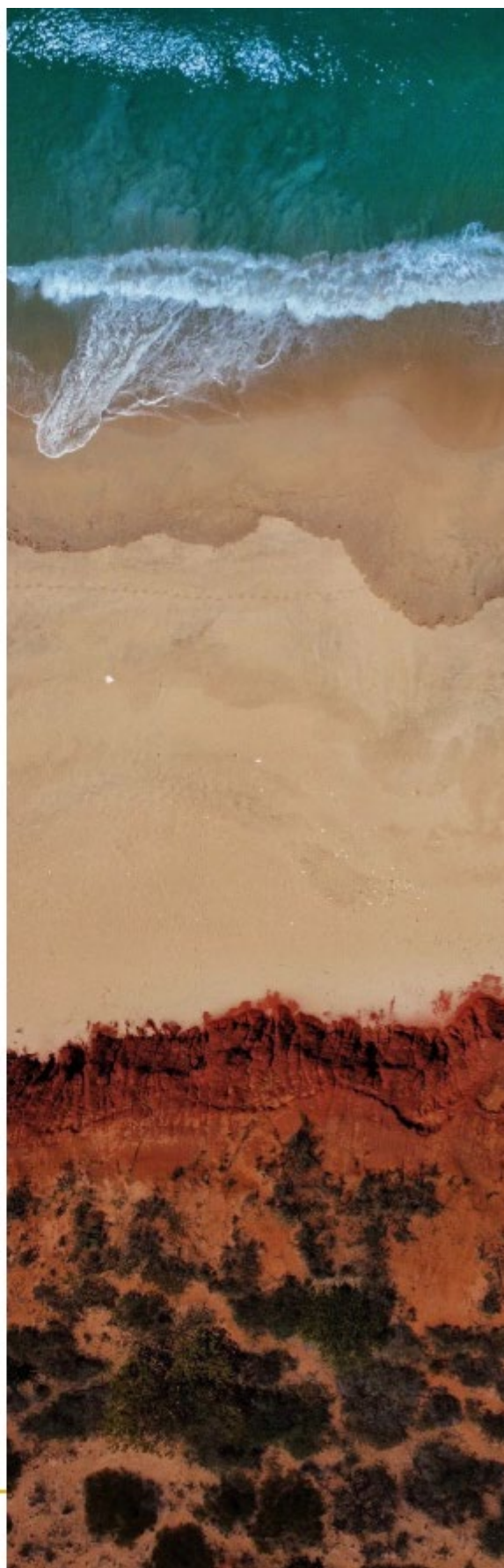
At both an international and national level, emergency management is shifting its focus from a reactive approach to one that places greater emphasis on preparedness. This policy shift highlights the imperative of reducing disaster risk and enhancing community resilience through adaptive and integrated emergency management.²

Successful policy change and program reform can be supported by considering the innovations of other jurisdictions and how they could be co-opted in a different context.³ The local-level EM arrangements of both South Australia and Victoria have undergone significant changes in recent years that could inform the improvement of the LEMA model in WA.

This section presents a summary of the local-level policy developments and reform initiatives of each of these two States

² [United Nations Sendai Framework for Disaster Risk Reduction 2015-2030](#)

³ Althaus, C, Bridgeman, P & Davis, G 2013, *The Australian policy handbook*, 5th ed, Allen & Unwin, Crows Nest.





4.1 Local Emergency Management Planning – South Australia

While considered best-practice, South Australian (SA) Local Governments are not legislatively required to develop or maintain a Local Government specific EM Plan or a Local Recovery Plan. Local-level EM planning is legislatively required at the zone level by the Zone Emergency Management Committees, where Local Governments are actively represented. Correspondingly, the South Australian State EM framework does not require the establishment of a local-level committee equivalent to the LEMC.

In 2016, a revision of the State Emergency Management Plan resulted in the establishment of the [Local Government Functional Support Group \(LGFSG\)](#) and the development of the [i-Responda Framework](#) to improve the mobilisation of resources for the Local Government sector in planning for and responding to emergencies. I-Responda is an operating platform that allows SA Local Governments timely access to reminders, checklists, action plans, joint operating guidelines and plans that assist Local Government staff to make safe and effective EM decisions. The LGFSG is led by the [Local Government Association of South Australia \(LGA SA\)](#) and includes South Australia's 68 councils and six regional councils. The LGFSG also offers Local Governments development and engagement activities and a range of products (e.g., incident materials and exercise kits) that contribute to enhancing Local Government EM capacity and capability.⁴

To further enhance the EM Capability and Capacity of SA Local Governments, LGA SA delivered the [Council Ready](#) program between 2019-2021. Stage 1 of this project entailed an assessment of EM capability and capacity of participating Local Governments to identify ways Local Governments could be best supported with EM planning. Based on key findings, a Council Emergency Maturity Model was developed to help Local Governments understand where they currently sat in EM and the logical steps they could take to improve their EM capability and community's resilience. Stage 2 provided practical assistance to Local Governments with emergency management planning through a network of project officers who worked directly with local government staff to develop a 'Council Ready Action Plan'⁵

Considerations

- a) Should WA Local Governments be legislatively required to develop and maintain local-level emergency management arrangements, or is local-level EM better placed at the district or sub-district level?
- b) Is a Local Government Functional Support Group (LGFSG) feasible in WA and how could it enhance Local Government capacity and capability?
- c) Would a Local Government specific operating platform, such as I-Responda assist WA Local Governments in the EM planning and in the implementation of response and recovery?
- d) Would an initiative such as Council Ready enhance the EM capacity and capability of Western Australian Local Governments who lack the resources to fulfil their EM obligations?

⁴ [LGA SA \(2021\) LGA Council Ready](#)⁵ [LGA SA \(2019\) Local Government Emergency Management Framework](#)



4.2 Local Emergency Management Planning - Victoria

Similar to WA's local-level EM arrangements, prior to 2020, Victorian Local Governments were legislatively required to develop and maintain a [Municipal Emergency Management Plan \(MEMP\)](#). However, in December 2020, amendments to the *Emergency Management Act 2013 (Vic)* enacted significant reforms to Victorian local-level EM arrangements. Notably, legislative responsibility for local-level EM planning was transferred from Local Government to a reformed multi-agency [Municipal Emergency Management Planning Committee \(MEMPC\)](#). The aim of these amendments was to foster a more collaborative and consistent EM approach across State, Regional and District Emergency Management Planning.⁶ While Local Governments are still required to establish, convene, and chair a MEMPC, the MEMP is no longer a Local Government plan but owned by the committee itself. Further, the endorsement of MEMPs has been transferred from Local Government to the Regional Emergency Management Planning Committee (REMPC).

While MEMPCs can work together in a [Local Government cluster](#), an individual MEMP must be prepared by each MEMPC that addresses the specific circumstances and risks of that Local Government jurisdiction. The MEMPC can establish sub-committees or working groups to focus on specific hazards and issues. In addition to an overarching plan, a MEMP will generally consist of [multi-agency sub-plans](#) that outline more detailed arrangements for a specific community (e.g. vulnerable groups), a particular hazard or EM phase (e.g. recovery) and complimentary plans that are prepared outside the *Emergency Management Act 2013 (Vic)*. MEMPs must be reviewed at least every three years.

Unlike the LEMA model, there is no MEMP model template. However, [Emergency Management Victoria](#) has developed a [Guidelines for Preparing State, Regional and Municipal Emergency Management Plans](#) and a [Municipal Emergency Management Planning website](#) that contains specific resources and examples to inform and support Local Government level EM Planning.

Considerations

- a) Could legislative changes to the *Emergency Management Act 2005* support a more functional and collaborative approach to local-level EM?
- b) Could LEMA more effectively incorporate sub-plans and complementary plans to ensure an integrated approach to local-level EM planning?
- c) Should ownership of the LEMA remain with Local Governments, or could a multi-agency approach to LEMA be strengthened by reviewing the function and responsibilities of the LEMC?
- d) Is greater consistency between State, District and Local EM planning in Western Australia needed and if so, how could this be supported?
- e) Would a Local Government Emergency Management Planning online resource hub support Local Governments develop LEMA?
- f) Should LEMA be reviewed more regularly in line with the legislative requirements of other States?

⁶ [Emergency Management Victoria \(accessed 10 July 2022\) Transition Guide for reformed municipal emergency management planning arrangements with FAQs](#)

5 Issues and Opportunities

Informed by one-on-one interviews with representatives from 10 diverse Western Australian Local Governments, this section outlines key issues with the current LEMA model and presents several opportunities for improvement

11 Local Emergency Management Arrangements (LEMA) Review





5.1 Issue 1: Strategic or Operational? The purpose of LEMA is not well understood

The *Emergency Management Act 2005* (Section 36) requires that Local Governments “ensure that effective and local emergency managements arrangements are prepared and maintained for its district.” However, confusion exists within the Western Australian Local Government sector regarding the fundamental purpose of LEMA. The LEMA Guideline and Model states that LEMA “are to ensure the community is prepared to deal with the identified emergencies should they arise.”⁷ However, there is a lack of clarity around where LEMA fit within the comprehensive emergency management framework of Prevention, Preparedness, Response and Recovery and who it seeks to serve.

“If you read Section 36 of the Emergency Management Act that states Local Governments are responsible for LEMA – there’s not even a definition about what that means. It’s murky and rubbery.”
Medium Metropolitan LG Representative

There are diverging opinions within the Local Government sector regarding whether LEMA should function as a strategic emergency preparedness process or as an operational response tool. Overall, Local Governments are of the opinion that the main purpose of LEMA is to provide the necessary information to support operational response during an emergency and assist with early recovery within their jurisdiction after an emergency.

“LEMA should highlight the key roles and responsibilities when managing an emergency.”
Small Regional LG Representative

“LEMA should be about providing a quick reference guide to people that aren’t familiar, to provide knowledge in the local context.” *Small Regional LG Representative*

However, according to some Local Governments, the purpose of LEMA should primarily be to enable a collaborative, multi-agency approach for EM that supports preparedness and builds the networks and knowledge that can be drawn upon when an emergency event occurs.

“[The purpose of LEMA] is about bringing those people in a space where they can collaborate.”
Small Regional LG Representative

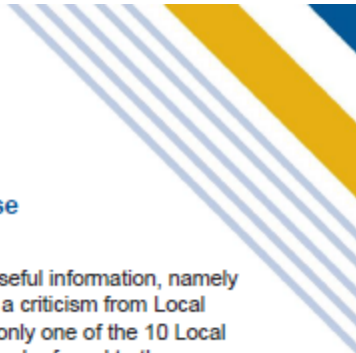
According to these interviewees, LEMA is not about developing a document that can be ‘pulled off the shelf’ during an emergency per se, but rather, is a collaborative planning mechanism that enables the Local Governments to form positions on how they are going to deal with emergency matters when they arise.

Opportunities for improvement

- a) Clarify the key purpose and intended audience of LEMA.
- b) Determine if LEMA is fundamentally a strategic process (aimed at fostering multi-agency collaboration and preparedness) or outcomes-based (aimed at producing functional incident response documentation).
- c) Amend EM legislation and update LEMA Guidelines to include a clearer definition of LEMA and overarching purpose statement.

⁷ Government of Western Australia (as at 04 April 2020) *Emergency Management Act 2005*
⁸ Local Emergency Management Arrangements Guideline and Model (2021) <https://www.semc.wa.gov.au/emergency-management/guidelines/Documents/LEMAguidelineandmodel.pdf>





5.2 Issue 2: Current LEMA documents do not have practical use

Overall, Local Governments agree that the LEMA documentation contains some useful information, namely the contact lists, critical infrastructure information and resource register. However, a criticism from Local Governments is the length and duplication of LEMA documentation. Interestingly, only one of the 10 Local Governments interviewed who had recently experienced a significant emergency had referred to the information outlined in their LEMA documentation during the event. Therefore, despite many Local Governments considering the main purpose of LEMA is to support operational response and early recovery, it is evident that the current LEMA documentation does not currently fulfil this function effectively.

"In the midst of a disaster you don't reach for a handbook... you'll turn to people in the room who have been through this before." *Small Regional LG Representative*

"[LEMA] isn't the document you're going to use...you'll probably just end up using some of what's in the Appendix." *Medium Metropolitan LG Representative*

Documentation length and content

Local Governments value the provision of tools and templates that assist them in fulfilling their EM obligations. However, several issues with the current LEMA Model template have been raised. Local Government representatives noted that the current LEMA Model template includes excessive guidance instructions, general information and technical jargon that is not suitable for Local Government.

"One of my biggest frustrations with writing and reviewing LEMAs is that it has become like an emergency 101 document and basically telling people how to suck eggs...people who are using the LEMAs already know EM and if they don't, they should...The document needs to be shorter, succinct...A quick outline of your local government and who's who in the zoo... if necessary you can cross reference to State plans and policies using hyperlinks." *Small Regional LG Representative*

"You need a grab and go version of LEMA for an actual emergency management." *Large Metropolitan LG Representative*

"What we wanted was something we could pick up and just go step one, step two, step three, step four...A useful manual that fits into one little folder." *Small Regional LG Representative*

While an overview of the local context, demographics and priority hazards of the district were considered important information to be included in LEMA documentation, there are calls for a 'stripping back' of the LEMA Model template. Furthermore, separating the preparedness and prevention information from the information needed for operational response and early recovery was proposed.

Simplified presentation

Local Governments recommended an infographic-based approach to LEMA documentation and requested simple templates, checklists and flow diagrams that provide step-by-step guidance that is specific to the needs and responsibilities of Local Government during an emergency.

"Dot points, graphs and tables, are a lot easier to extract the information readily, rather than having to read through a wafting paragraph." *Small Regional LG Representative*

"[LEMA] should be something that you can stick on the wall...a flowchart on how things are undertaken and what you should be doing." *Small Regional LG Representative*

"I'd like to see [LEMA] written in a language that any Local Government officer could pick it up and actually understand it." *Small Regional LG Representative*



Information duplication

Local Governments raised the issue of the duplication of information across the suite of LEMA documentation and subplans, specifically with regards to welfare planning and recovery planning. It was emphasised that much of the information included in the Department of Communities welfare plans is replicated across the LEMA documentation. It was suggested that duplication issues are largely the result of EM legislation not keeping up with the changes in functional emergency management.

“Why are we replicating that information and who really needs to take on that body of work? The welfare plan is what Department of Communities [DoC] should be doing...if you are expecting local government to be managing welfare – I don’t have people to do that, I don’t have the resources to do that – let DoC manage that.” *Small Regional LG Representative*

“The [*Emergency Management Act 2005*] is 17 years old...Emergency management has changed drastically in that time”, noting that [the current LEMA model] templates require recovery to be included in LEMAs. But now you’ve got the standalone [Recovery] plan. So, you’re repeating something, because back in 2006 we didn’t have standalone recovery plans...templates haven’t kept up with that.” *Small Regional LG Representative*

Opportunities for Improvement

- a) Structure LEMA documents more discretely into Disaster Risk Reduction, Incident Operations and Recovery (before, during, after).
- b) Shorten the main LEMA model template into two to three pages of critical information that can be used during a response and establish recovery that includes a local profile, resource register, critical infrastructure and contact lists.
- c) Strengthen LEMA’s focus on Local Government resourcing logistics, public information and business continuity.
- d) Separate guidance and general emergency management information from the LEMA templates. Use hyperlinks to connect functional LEMA documents to State EM Framework guidance documents.
- e) Review welfare plan, recovery plan and LEMA templates to identify and remove duplication of information.



5.3 Issue 3: The LEMA model does not account for the different capacities and capabilities of Local Governments

Varying capability and capacity

It is evident that the current LEMA model does not adequately account for the various EM capacities and capabilities that characterise WA Local Governments. Small Regional Local Governments cited a lack of ongoing funding and human resources as barriers to fulfilling their legislative EM obligations. These findings reflect the results of both WALGA's *2021 Local Government Emergency Management Survey*⁹ which indicated that many Local Governments do not have the capacity to test their LEMA and the *State Capability Survey 2021*, which confirmed that the EM capability of Local Governments tends "to decrease with decreasing LG size and increasing remoteness."¹⁰

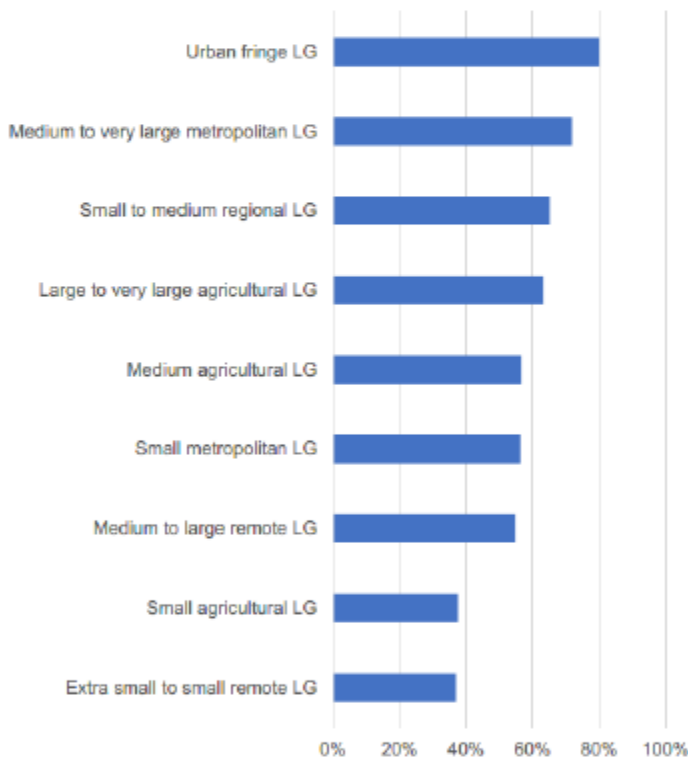


Figure 4: Average across 23 Capability Topics by LG Classification, WA 2021

⁹ WALGA (2021) *2021 Local Government Emergency Management Survey*

¹⁰ State Emergency Management Committee (2021) *Emergency Management Capability Summary: State-wide overview of Local Governments*



Local Government funding for EM

A lack of ongoing funding to ensure current and effective LEMA was also emphasised by Local Governments. Currently WA Local Governments are eligible for the following funding to support with EM activities:

- [Local Government Grants Scheme \(LGGS\)](#) for bushfire brigade (and SES) capital and operating costs.
- [Disaster Recovery Funding Arrangements \(DRFAWA\)](#) for recovery following a disaster funded jointly by the State and National Governments.
- [National Disaster Risk Reduction \(NDRR\)](#) for priority areas outlined in the National Disaster Risk Reduction Framework and WA's Implementation Plan.
- [Mitigation Activity Funding \(MAFGP\)](#) for treatments in high bushfire risk areas in conjunction with the Bushfire Risk Management Program in which selected Local Governments received a funded position to develop a Bushfire Risk Management Plan.
- [All West Australians Reducing Emergencies Program \(AWARE\)](#) for capacity building and preparedness activities that fall under pre-determined priority areas.

Several Local Governments indicated that a more sustainable model of local-level EM funding was necessary to ensure that different aspects of LEMA can be regularly reviewed and exercised.

"There's a belief you can get Local Government Grants Scheme LGGS funding [for LEMA], but it is very specific in what it funds. [EM] capacity building, recovery, community engagement is not funded through LGGS and there's little scope in a Local Government's municipal budget for that."
Small Regional LG Representative

EM Personnel and Training

While many larger Metropolitan Local Governments have designated EM staff to administer LEMA, several small Regional Local Governments expressed frustration regarding a lack of human resources and EM expertise to fulfill all their various EM responsibilities.

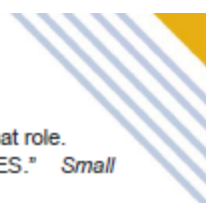
"In a small local government setting [LEMA] becomes a CEO responsibility." *Small Regional LG Representative*

"In an ideal world, you would have a dedicated officer for emergency management. I don't know how you fund that; you wouldn't fund that out of local rates." *Small Regional LG Representative*

The Community Emergency Service Managers (CESM) program was initiated in 2007 to encourage a comprehensive and 'all hazards' approach to EM at the local level through the provision of a position jointly funded by Local Government and DFES.¹¹ The CESM program aims to provide "the capacity to share the costs associated with the delivery of emergency management services and assist Local Governments to build safe and resilient communities".¹² It is stated that CESMs may play a leading role in LEMA and thus "support the Local Government to comply with their relevant Emergency Management related legislative requirements".¹³ However, not all Western Australian Local Governments have access to a CESM to support them with their LEMA. Small Regional Local Governments without CESMs indicated that if they had access to a designated CESM they would take a leading role in developing and maintaining LEMA. These findings further reinforce WALGA's position on the need to expand the CESM program to give all Local Governments the option to participate in the program.

"Some Local Governments have a CESM to support with LEMA but not us – I've been fighting for a CESM, but emergency management is left to me [the CEO]." *Small Regional LG Representative*

¹¹ Department of Fire and Emergency Services (May 2021) Community Emergency Services Managers Reference Manual
¹² Ibid
¹³ Ibid



"A CESM would be invaluable in rolling out exercises...LEMA would definitely be part of that role. CESMs are very cost effective [and provide a] bridge between Local Government and DFES." *Small Regional LG Representative.*

It is important to note however, that CESMs for some small Regional Local Governments had minimal or no involvement in LEMA. Local Governments whose CESMs were not actively involved in LEMA attributed this to the fact that their CESMs were too busy managing bushfire brigades and undertaking bushfire mitigation activities. Overall, Local Governments share the view that because LEMA documents have limited utility and are not linked to mitigation funding, other EM obligations such as bushfire risk management are prioritised. Further, it is evident that while the CESM program espouses the principles of Prevention, Preparedness, Response and Recovery (PPRR), in practice the program remains focused on bushfire mitigation and operational response. It was suggested that the CESM key activities outlined in the CESM business plan are too broad and need revising.

"The CESM's workload is ridiculous. Where does LEMA sit in a priority? ...it's one of those things...if it's only [reviewed] every five years so it's going to drop to the bottom of the priority list?" *Medium Regional LG Representative*

"The [CESM] is quite busy with mitigation work and doesn't have time for LEMA planning." *Small Regional LG Representative*

"[As a CESM], I have to maintain the LEMA, manage the bushfire brigades, which is a big commitment, and bushfire risk mitigation...I'm struggling to find the time to do everything." *Small Regional LG Representative*

It remains questionable whether the CESM role is appropriately placed to play a leading role in LEMA. However, smaller Local Governments call for practical assistance and additional EM training to ensure they can maintain effective LEMA.

"[Local Governments need a specific 'all hazards' emergency management position that focuses on] reviewing policies, procedures, working on the LEMA and [with] the LEMCs, focusing on that space and not getting caught into the response or getting sucked into DFES rather than focusing on your local government." *Small Regional LG Representative*

Resource sharing between Local Governments

While a sub-regional model for LEMA may address some of the resourcing and duplication issues identified, many Local Governments do not favour such an approach. Local Government indicated that a sub-regional LEMA approach may only be suitable for Local Governments in close geographic proximity from each other, who share the same emergency risk profile. Some Local Governments believed their risk profile was too different from other Local Governments in their region to justify a sub-regional approach or a joint LEMA. Moreover, there was apprehension about the administrative implications of a sub-regional approach and the potential for it to result in even more redundant information. Overall, responses suggest that more flexible, hybrid LEMA options, which allow for either joint or stand-alone LEMA depending on the context and preference, should be considered.

It has been acknowledged that current LEMA processes and reporting requirements do not effectively capture or facilitate shared resource arrangements between Local Governments. Interviews with Local Governments agreed that establishing formal EM Memorandums of Understanding (MOU) are an important part of LEMA. However, Local Governments emphasised that it is the informal relationships between Local Governments that underpin resource sharing during and after an emergency event.

"[Resource sharing] just happens because it's good practice and the spirit of Local Governments per se...over the years we've developed resource sharing without us having to write it down." *Medium Metropolitan Local Government.*

While there is scope to encourage and even mandate formal resource sharing arrangements, increasing opportunities for informal EM knowledge sharing and relationship building between Local Governments may produce greater benefit.



Opportunities for Improvement

- a) Design a scalable model for LEMA that acknowledges Local Government EM capability and maturity differences and guides continuous improvement in EM.
- b) Develop a more sustainable grant funding model for Local Government EM, including for LEMA.
- c) Review the role of the Community Emergency Service Manager (CESM) program in supporting LEMA.
- d) Initiate a Local Government Preparedness/Council Program that provides EM human resources support and skills development for Local Government.
- e) Strengthen resource sharing between Local Governments, both formally and informally.

5.4 Issue 4: The State Emergency Management Framework is complex and the role and responsibilities of Local Government are not clear

It is evident that the State EM Framework, which is comprised of legislation, policy, plans, procedures, and guideline documents, is complex and difficult to navigate. The State EM Framework does not provide a single document or point of call for Local Government that details their roles and responsibilities in EM.

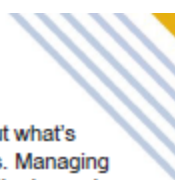
"The [State EM framework] documents are 200 pages long...It was simpler when we had policy statements. You could pick up the policy statement for Local Government, go through it and comply with it." *Small Regional LG Representative*

Local Governments indicated that a central repository of Local Government specific EM templates, tools and resources would be useful. More specifically, access to best practice examples of LEMA documents from Local Governments of various sizes, maturity and risk profile may assist Local Governments in developing more fit-for-purpose LEMA that corresponds with their specific EM resource capability and risk profile. One Local Government suggested that LEMA templates and examples should be designed to better reflect the different EM capability and capacity of Metropolitan and Regional Local Governments and consider the different band allocations of Local Governments. Local Governments also expressed a need for more practical resources that step Local Governments through managing an emergency.

"A one stop shop on a website where [Local Governments] could go to and get the details they need would be so much easier." *Medium Regional LG Representative*

Several interviewees noted that Local Governments' role in EM response is limited to small-scale incidents. Therefore, it was recommended that the LEMA templates be redesigned to focus more specifically on the needs and roles of Local Government in managing an emergency. Templates that inform and guide Local Government EM standard operating procedures, exercising, post-impact assessment, public information and running community meetings were suggested.

"The current LEMA model assumes we are doing a lot more response work than we actually are. If it's anything that requires outside assistance, you're not using the LEMA, you are using whatever documents the appropriate Hazard Management Agency has in place...they'll be running it...Local Government will support but that is about it." *Small Regional LG Representative*



“What would be useful in that shared repository is a set of standard templates...working out what’s going to be required by Local Governments but have it as a way of managing emergencies. Managing response is different to managing emergencies. Because in response, you’re dealing with the hazard, and in managing emergencies you’re managing the people affected by the hazard.” *Small Regional LG Representative.*

Opportunities for Improvement

- a) Review and update the State EM framework to provide more clarity about the roles and responsibilities of Local Government in EM.
- b) Develop a singular tool or policy statement that outlines the roles and responsibilities of Local Government in EM.
- c) Develop a Local Government emergency management knowledge hub/central repository of useful reference materials, tools, templates, examples, and case studies.

5.5 Issue 5: LEMCs are not actively engaging in LEMA

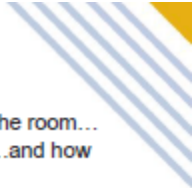
Under section 38 of the *Emergency Management Act 2005*, Local Governments are required to establish one or more LEMCs for their local district. LEMCs are a non-operational committee, chaired by Local Government and comprised of representatives from a range of agencies, organisations, and community groups with the role of assisting with emergency preparedness at the local level.¹⁴ A key role of the LEMC is to assist the Local Government in ensuring that LEMA are developed, tested and reviewed. While many Local Governments reported regular and well-attended LEMC meetings, it was reported that they are an underutilised mechanism to enhance local EM preparedness. Most Local Government interviewees indicated that their LEMCs have not been actively engaged in developing or maintaining LEMA.

“If you look at the LEMA and the LEMC, the most important part of those is the LEMC...that is, in the bringing together of the key stakeholders. While I’ve consulted with the LEMC about the LEMA, there’s not an active engagement around putting together the LEMA...As long as I write something that is based on the guideline documents they say it’s good to go...LEMA should be more of a [multi-agency] partnership arrangement around the preparation and adoption of LEMA that actually requires the key agencies, not just to have a look, but actually to get more involved and be co-signatories before the [LEMA] goes to Council for approval.” *Medium Metropolitan LG Representative*

“You come to the LEMC meetings with the LEMA document and ask members to please provide input into the plan or make suggestions for training and it’s like talking to a brick wall... They are there to give you a five-minute spiel about what they’re doing or they don’t come at all because they have got another meeting down the road talking about the same thing.” *Small Regional LG Representative*

The lack of engagement of LEMC in LEMA was attributed to the fact that LEMC members are often members of multiple LEMCs in the district and therefore experience EM meeting fatigue. It was also suggested that the five-year requirement for a major review of LEMA is too long, and that LEMA should be a living LEMC document that is continually updated, with a major review undertaken more regularly to ensure currency.

¹⁴ Local Emergency Management Arrangements Guideline and Model (2021) <https://www.semc.wa.gov.au/emergency-management/guidelines/Documents/LEMAguidelineandmodel.pdf>



"I don't think we are running our LEMCs as well as we could given the heads we've got in the room... We could do with more education in the LEMC space of what activities we could be doing...and how we could be workshopping the LEMA." *Medium Regional LG Representative*

"Agencies aren't interested in preparing or documenting LEMA...you put LEMA in front of them at a LEMC for their review and occasionally you'll get comments but very infrequently...and then it gets adopted and signed off and waits for another five years." *Small Regional LG Representative*

"There is confusion about LEMC being a Council Committee and LEMA being a council document. I think there needs to be a re-education because in the legislation it's the responsibility of the LEMC to determine LEMA, not the Local Government." *Medium Metropolitan LG Representative*

It was suggested that rather than focusing on agency updates, LEMCs should proactively contribute more to LEMA. In addition, LEMC Chairs and Executive Officers may benefit from further guidance about how to engage their members more actively in LEMA requirements.

Opportunities for Improvement

- a) Review the function of the LEMC, membership, terms of reference, meeting frequency and role in developing and maintaining LEMA.
- b) Consider legislative reform that increases LEMC engagement in LEMA.
- c) Review the LEMC role in LEMA exercising and LEMA review requirements.
- d) Develop training and resources to support LEMCs take a more proactive approach in LEMA.

5.6 Issue 6: LEMA requirements are not well integrated with usual Local Government business activities and planning processes.

The *Local Government Act 1995* (LG Act) provides Local Governments with general powers to provide good governance for their district. Under the LG Act, Local Governments are required to produce a plan for the future. This is known as Integrated Planning and Reporting (IPR).¹⁵

IPR aims to facilitate a more strategic governance approach for Local Governments that connects community aspirations to operational functions.¹⁶ The minimum requirements regarding IPR are briefly outlined in the [Local Government \(Administration\) Regulations 1996](#), which includes the preparation of a Strategic Community Plan for a 10 year period and a corresponding Corporate Business Plan for a four year period.

¹⁵ Department of Local Government and Communities (now DLGSC) (2016) [Integrated Planning and Reporting: Framework and Guidelines](#)

¹⁶ Ibid

The DLGSC provides a range of online resources for Local Governments, including the [IPR Framework and Guidelines](#). This document notes that Local Governments will have different approaches to IPR and that each Local Government should use IPR at a scale appropriate to the size, resourcing and circumstances of the Local Government and the community.

The IPR Framework and Guidelines recommends the development of a suite of Informing Strategies on specific issues (e.g., financial, asset management and workforce) that assist a Local Government to establish priorities within its resource capacity and deliver services, assets and projects required by the community.

The IPR Framework and Guidelines recommend that Local Governments consider strategic risks, such as natural disasters, in their Strategic Community Plan. However, a desktop scan of WA Local Government Strategic Community Plans revealed that while community safety is a priority and focus of many WA Local Governments, very few Strategic Community Plans mention disaster risk reduction/preparedness or include the LEMA document as an Informing Strategy in their IPR Framework.



Figure 5: IPR Framework¹

There were mixed views from Local Government interviewees regarding the merit of strengthening the alignment between the IPR requirements and LEMA. While some Local Government representatives argued that a better integration of LEMA and IPR was necessary to embed disaster preparedness into the culture of Local Government and mainstream EM across Local Government business activities, others were concerned it would be administratively onerous and inappropriate.

"The integrated planning process really does need to have a greater understanding of emergency management and it doesn't at this stage. I think the integrated planning process itself is the area where Local Governments say this is what is important to us. I think climate change is going to make emergency management an imperative." Small Regional LG Representative

"In our current [Community] Strategic Plan, there are themes about safety and building resilience... without having to name the LEMA the linkage is there... I don't know if we want to take it further and have the LEMA as another document under the IPR." Medium Metropolitan LG Representative

Concerns were also expressed about the prospect of LEMA becoming an Informing Strategy document that was in the public domain, requiring further community input. Further investigation of which aspects of LEMA should be communicated to the wider community to enhance resilience, and which parts should remain sensitive and secure is required.

Opportunities for Improvement

- Support Local Governments to develop an EM preparedness plan/disaster resilience strategy as a public 'Informing Strategy' for their Strategic Community Plan, where the Local Government considers this appropriate.
- Ensure that response and recovery LEMA documentation which contains sensitive information remains private and confidential.
- Develop a Local Government EM Framework that strengthens best practice EM principles within Local Government culture and strengthens the alignment of EM with Local Government business activities and planning processes.
- Review the availability and content of relevant training for Elected Members and Local Government staff to ensure the role of LEMA in IPR is promoted as a consideration for Local Governments.



6 Next Steps

WALGA is committed to working closely with all levels of government and industry groups to ensure that Local Governments are represented and engaged in emergency management matters that affect their operations and community's disaster resilience. WALGA's Advocacy Position on Emergency Management provides:

Local Governments in Western Australia play a significant role in emergency management. Both Commonwealth and State Government policy identify Local Government as a key player in community disaster resilience, preparedness and response. Local Governments however face a number of challenges in addressing their emergency management responsibilities, and these challenges differ greatly across the State.

During the next phase of the LEMA Review WALGA will coordinate a collaborative engagement process with Western Australian Local Governments. This engagement process will consider the local-level EM developments of other jurisdictions and further explore the issues and opportunities outlined in this Issues Paper to inform the design of new LEMA approaches.

To comment on this Issues Paper and/or to express your interest in attending a LEMA Review Local Government Workshop please contact Simone Ruane, Project Lead LEMA Review, Phone: (08) 9213 2049 Email: sruane@walga.asn.au. Further updates will be available on the website: <https://walga.asn.au/local-emergency-management-arrangements>

7.09.22 ATTENDEE REPORTS AROUND THE ROOM

8.09.22 CORRESPONDENCE

Correspondence IN

Date	Correspondence FROM	Subject
24 Aug 22	Brookton CWA	Nomination of representative

Correspondence OUT

Date	Correspondence TO	Subject

9.09.22 FOR INFORMATION

10.09.22 NEXT MEETING AND CLOSURE

- Tuesday 6th December 2022 – 5.30pm