Advisory material to support the review of a SEMP Sub-Plan

This document is prepared to assist the preparer of a State Emergency Management Plan (SEMP) sub-plan in the development, assurance and approval of the sub-plan. It is intended as a practical supplement to the <u>Guidelines for Preparing State</u>, <u>Regional and Municipal Emergency Management Plans</u>, and in no way replaces the Guidelines. Preparers of SEMP sub-plans must still have regard to the Guidelines in preparation of their sub-plan.

Preparation of the SEMP Sub-Plan

The following information corresponds with Section 3 and 4 of the Guidelines.

Guidance

The Guidelines for Preparing State, Regional and Municipal Emergency Management Plans provide guidance on preparing or reviewing SEMP sub-plans. Referring to the Statement of Assurance template will also be useful during sub-plan preparation or review.

Template

There is no mandated template for sub-plans. The preparing agency is at liberty to decide its own template; whether it uses the template of the currently published sub-plan, or using another.

Any logos included in the sub-plan should only reflect the preparing agency/ies (e.g. the Emergency Management Victoria (EMV) logo is relevant to the Extreme Heat Sub-Plan).

Best practice for a sub-plan is for its table of contents to reflect and align with the headings and order of the SEMP.

The preparing agency should apply for an International Standard Book Number (ISBN) for the sub-plan through the Victorian Government Library Service (VGLS) ISBN request online form (the form can be found via Google search).

Consultation

The following information corresponds with Section 4.2.1 of the Guidelines.

Once a consultation draft is prepared, the Guidelines and Emergency Management Act 2013 outline the consultation requirements for emergency management plans.

A list of the minimum required consultation agencies is at Attachment A11. Agencies may wish to consult even wider as part of this process, specifically to include agencies referenced within the sub-plan.

Assurance of the SEMP Sub-Plan

The following information corresponds with Section 5.1 of the Guidelines.

Before seeking approval, a Statement of Assurance must be prepared to accompany the sub-plan. An example Statement of Assurance is provided at Attachment B11. Once completed, this Statement of Assurance should be signed by the preparing agency's agency head.

The <u>Statement of Assurance</u> template is available on the Emergency Management Planning Resource Library.



Approval of the SEMP Sub-Plan

The following information corresponds with Section 5.2 and 5.3 of the Guidelines.

The schedule of approval dates for established SEMP sub-plans are provided at Attachment C.

Step 1: State Emergency Management Planning Committee (SEMPC)

Following a review and formal consultation period, SEMP sub-plans and the accompanying Statement of Assurance are to be presented to the SEMPC for endorsement, prior to being presented to the State Crisis and Resilience Council (SCRC) for approval.

Please note that the sub-plan does not go via the SCRC Policy and Strategy Sub-Committee (PASS), as it progresses through the SEMPC instead as the specialised ongoing committee established to support the Victorian Emergency Management Planning Framework.

Example text of a SEMPC paper seeking endorsement of a SEMP sub-plan is at Attachment D.

Once endorsed, finalisd SEMP Sub-Plans should be provided to the EMV Emergency Management Planning team for the inclusion of the Emergency Management Commissioner's (EMC) signature. Please email the final SEMP sub-plan and Statement of Assusrance to emergencyplanning@emv.vic.gov.au.

Step 2: State Crisis and Resilience Council (SCRC)

The relevant author agency or department of each SEMP sub-plan is responsible for registering the sub-plan with SCRC and submitting the sub-plan to SCRC once endorsed by SEMPC and signed by the EMC.

Example text of an SCRC paper is at Attachment E. Agencies that are indpendant of a department may liase with the Emergency Management Planning Team (emv.vic.gov.au) to arrange their sub-plans to progress via SCRC.

Publishing the SEMP Sub-Plan

The following information corresponds with Section 5.4 of the Guidelines.

Once approved and the final public version is prepared, the sub-plan (in PDF and Word) is to be emailed to emergencyplanning@emv.vic.gov.au. EMV will then work with the web-team to have the sub-plan uploaded to the EMV website. Any updates to an existing sub-plans URL will include auto-forwarding from the previous hyperlink address to ensure continuity of any other publications referring to the sub-plan.

The agency that developed the sub-plan will be required to provide the published SEMP Sub-Plan to the State Library of Victoria within two months of the date of publication.

Educating stakeholders on the SEMP Sub-Plan update

The following information corresponds with Section 5.4 of the Guidelines.

Following publication of the sub-plan, the preparer of the sub-plan is required to notify all agencies with a role under the plan that it has been published and where it can be accessed.

It is likely this will include writing a letter to the head of each of the agencies involved in the formal consultation (see Attachment A). This letter should include:

- the date on which the sub-plan was published
- the date the sub-plan takes effect



- where the sub-plan can be accessed (on the <u>EMV website</u>)
- how interested stakeholders can learn more about the update, for example through providing a schedule of changes, a PowerPoint overview, and/or an information session.

If there are any education materials suitable to be uploaded to the Emergency Management Planning Resource Library (noting it is a publicly available resource), the relevant documents can be provided to emergencyplanning@emv.vic.gov.au. EMV will then work with the web-team to have the documents uploaded to the Resource Library or relevant sub-plan landing page.



Attachment A: Consultation agencies (accurate as at February 2024)

Agencies required to be consulted under the Emergency Management Act 2013

Agency
Ambulance Victoria
Country Fire Authority
Department of Education
Department of Environment, Land, Water and Planning
Department of Families, Fairness and Housing
Department of Government Services
Department of Health
Department of Jobs Skills, Industry and Regions
Department of Justice and Community Safety
Department of Premier and Cabinet
Department of Transport and Planning
Department of Treasury and Finance
Emergency Recovery Victoria
Fire Rescue Victoria
Municipal Association Victoria
Victoria Police
Victoria State Emergency Service

Additional agencies also represented on SEMPC

The below agencies are also recommend to be included in sub-plan consultation.

Agency Australian Red Cross Inspector-General for Emergency Management

Agencies requiring the full contact list, including contact names and emails, may request this via email to emergencyplanning@emv.vic.gov.au.



Attachment B: Example Statement of Assurance Checklist (SEMP Extreme Heat Sub-Plan Example)

Number	Checklist Requirement (Act section and/or Guidelines section)	Self- assessment	Evidence (include SEMP or SEMP sub-plan page number/s)			
Plan has b	Plan has been prepared in accordance with the following legislative requirements under the Emergency Management Act 2013 (the Act):					
1.	The SEMP or SEMP sub-plan has been prepared by the Emergency Management Commissioner (EMC) ¹ . (Section 60AD)	×	Emergency Management Victoria (EMV) on behalf of the Emergency Management Commissioner (EMC) prepared the SEMP Extreme Heat Sub-Plan. EMV consulted with all members of the State Emergency Management Planning Committee (SEMPC) in the development of the Sub-Plan.			
2.	In the case of an updated SEMP or sub-plan, the plan has been reviewed within three years or sooner as required. (Section 60AN, section 6.1)	⊠	This is the third version of a State-level extreme heat plan and the first in the form of a SEMP Extreme Heat Sub-Plan that is prepared under the reformed emergency management planning arrangements outlined in the Emergency Management Act 2013 (EM Act 2013), as amended by the Emergency Management Legislation Amendment Act 2018. (section 1.1.3 – page 6) The Sub-Plan will next be reviewed within three years. However, consideration will be given to an earlier revision if the Sub-Plan has been applied in a major emergency or an exercise, or becomes outdated due to changes to the National Heatwave Warnings Framework or substantial change to the relevant legislation or arrangements. (Section 1.1.3 – page 6)			



¹ In the case of a sub-plan, it may be that an agency has prepared a sub-plan on behalf of the EMC.

Number	Checklist Requirement (Act section and/or Guidelines section)	Self- assessment	Evidence (include SEMP or SEMP sub-plan page number/s)	
3.	To the extent possible, the SEMP or sub-plan does not conflict with or duplicate any other plans in relation to emergency management that are currently in force within Australia. (Section 60AC(c), section 4)		The Sub-Plan has referenced and hyperlinked the current State Emergency Management Plan and other documents to avoid duplicating content. In many instances where there is a hyperlink, a short amount of overlapping content is included for the purposes of context only. (Section 1.1.2 - page 6) As extreme heat events and heatwaves often occur alongside other emergencies, it is important that other plans are read in conjunction with the SEMP Extreme Heat Sub-Plan. These are particularly referenced in Section 1.3.4 – page 8.	
4.	The SEMP or sub-plan is consistent with the principles underlying the <i>preparation</i> of emergency management plans. Principles require that the plan is: • prepared in a collaborative manner, • prepared efficiently and effectively; • prepared in a manner that acknowledges and reflects the importance of community emergency management planning (Section 60AA(1), sections 3.1 and 4.1)	×	From March 2022 to July 2022 the Sub-Plan went through multiple drafting stages with departments and agencies that have an obvious link to the Sub-Plan's content. Formal consultation was completed between 22 July and 19 August 2022. Throughout several sections in the Sub-Plan the importance of planning in consultation with the community is emphasised and acknowledged. This is also referenced through section 2 of the Sub-Plan which specified the threat of extreme heat on Victorian communities, essential services, health facilities and transport infrastructure.	



Number	Checklist Requirement (Act section and/or Guidelines section)		Evidence (include SEMP or SEMP sub-plan page number/s)
5.	 The SEMP or sub-plan is consistent with the principles underlying the <i>contents</i> of emergency management plans. Principles require that the plan: aims to reduce the likelihood of emergencies and the effect and consequences they have on communities; ensures a comprehensive and integrated approach to emergency management; promote community resilience in relation to emergencies; and promote appropriate interoperability and integration of emergency management systems (Sections 60AA(2) and 60AD, section 3.6.1) 		The Sub-Plan describes in detail the impact of extreme heat events on multiple sectors and areas in Section 2.2 (page 9 -12). Due to the broad consequences that can result from extreme heat events, from the health sector to essential services to transport, the Sub-Plan also acknowledges that heat emergencies will often occur in tandem with other emergencies and there could be the need for multiple state controllers (for example SC - Heat and an SC - Energy). The Preparedness section of the Sub-Plan on page 17 promotes community resilience through the concept of Shared Responsibility that is emphasised in the SEMP.
6.	The SEMP or sub-plan contains provisions for the mitigation of emergencies. (Section 60AE(a), section 3.2)	×	The Sub-Plan has embedded mitigation, drawing attention to the key role mitigation plays in reducing the impact of extreme heat events. (Section 3, page 13)
7.	The SEMP or sub-plan contains provisions for the response to emergencies. (Section 60AE(b), section 3.3)	⊠	Response and governance arrangements are embedded in section 6 from pages 20 to 26.
8.	The SEMP or sub-plan contains provisions for the recovery from emergencies. (Section 60AE(c), section 3.4)	×	Recovery is addressed in section 7 from pages 27 to 28.



Number	Checklist Requirement (Act section and/or Guidelines section)	Self- assessment	Evidence (include SEMP or SEMP sub-plan page number/s)	
9.	The SEMP or sub-plan must specify the roles and responsibilities of agencies in relation to emergency management. (Section 60AE(d), sections 3.3 and 3.5)	×	The Sub-Plan denotes the roles and responsibilities of Departments and agencies in relation to mitigating, preparing, planning and responding and recovering from extreme heat ever throughout the Sub-Plan. The SEMP agency role statements of the relevant departments and agencies are also hyperlinked with the document.	
10.	In developing the SEMP or sub-plan, the following bodies are consulted: each responder agency, each Department, Victoria Police, Ambulance Victoria; and the Municipal Association of Victoria. (Section 60AF(1), sections 4.2 and 4.2.1)		 The Sub-Plan went through three stages of development, which included multiple drafts: June 2022 – distribution of a working draft to department and agencies July – August 2022 – distribution of a formal consultation draft, which included all of the agencies required by this checklist requirement September 2022 – distribution of a pre-SEMPC final draincluding text in relation to the National Heatwave Warnings Framework. 	
11.	The SEMP or sub-plan should contain arrangements that give effect to the EMC's responsibility for consequence management for major emergencies in sections 32(1)(f) and 45 of the Act. (Sections 32(1)(f) and 45)	⊠	The SEMP provides context for the EMC's responsibilities for consequence management, and this is also referenced in Section 7 of the Sub-Plan on page 27.	

Plan has been prepared with regard to the following guidance in Ministerial guidelines issued under section 77 of the Act (<u>Guidelines for Preparing State</u>, <u>Regional and Municipal Emergency Management Plans</u>):



Number	Checklist Requirement (Act section and/or Guidelines section)	Self- assessment	Evidence (include SEMP or SEMP sub-plan page number/s)	
12.	The SEMP or sub-plan should specify the control agency and support agencies with a state-wide role in emergency management (Section 3.5)	⊠	Section 1.3.2 on page 8 and Section 6 on page 6.1.2 of the Sub- Plan specifies that the EMC is the control agency for heat emergencies.	
13.	The SEMP or sub-plan should outline the roles of regional and municipal emergency response coordinators (Section 3.5)	×	The Sub-Plan specifies the roles and responsibilities of regional and municipal response coordinators in the Response Section 6 from page 20 – 26.	
14.	The SEMP or sub-plan should outline the role of the State Response Controller and other controllers who are appointed or deployed under the Act (Section 3.3)	×	In the Response Section 6, the Sub-Plan describes the State Response Controller's responsibilities for heat emergencies through referencing the SEMP.	
15.	The SEMP or sub-plan should include processes to appoint the State Response Controller and other controllers, including processes for deploying controllers (Section 3.3)		The SEMP outlines the process for appointing the State Response Controller and this Sub-Plan references the SEMP where appropriate in relation to this appointment in Section 6.	
16.	An appropriate risk management process (consistent with Australian / New Zealand ISO 31000) has been conducted during the development of the SEMP or sub-plan (Section 3.2 and section 4 (step 1))	⊠	The Emergency Risks in Victoria (July 2020) publication outlines heatwaves as one of 15 emergency risks identified as significant for Victoria. The method used for this risk assessment followed the National Emergency Risk Assessment Guidelines (NERAG) Second Edition, which is published by the Australian Institute of Disaster Resilience Handbook.	



Number	Checklist Requirement (Act section and/or Guidelines section)		Evidence (include SEMP or SEMP sub-plan page number/s)		
17.	The SEMP or sub-plan assesses existing and future capability and capacity requirements for the state utilising the Victorian Preparedness Framework. Through this process the SEMP or sub-plan considers where emergency management capability would be drawn from that cannot be met from within the state and mechanisms to escalate requests for emergency management capacity. (Section 3.5)		The Sub-Plan does not identify any areas where it is considered likely that existing multi-agency capability or capacity may be exceeded in any given heat event. The exercise noted in the next row will provide an opportunity to test this assumption and can be expanded on in the next iteration of the Sub-Plan. Departments and agencies have outlined their clear internal responsibilities, which are also outlined in the SEMP agency role statements. The SEMP agency role statements are aligned to the Victorian Preparedness Framework's critical tasks.		
18.	Exercises have been undertaken during the planning life cycle to test the SEMP or sub-plan (Section 4, step 5)		As this is the first iteration of the Sub-Plan to be created as a SEMP Sub-Plan, no exercises have been conducted to-date. In the coming planning cycle, EMV intends to conduct at least one exercise for Heat emergencies, including in December 2022 as part of the Emergency Management Plan Exercise Project.		
The prepa	The preparer may provide the following optional evidence, for consideration by SCRC as part of the approval process:				
19.	Any additional comments for SCRC relating to the SEMP or sub- plan	At the preparer's discretion			



Attachment C: Approval Schedule of SEMP sub-plans

The below dates are indicative and may change depending on operational requirements.

Author Agency	Sub-plan	Due to SCRC
EMV	Extreme Heat	October 2025
VICSES	Flood	February 2025
	Storm	February 2025
	Earthquake	April 2026
	Tsunami	November 2026
DEECA	Energy (Gas, Electricity and Liquid Fuel)	February 2025
	Animal, Plan, Aquatic and Environmental Biosecurity	August 2024
	Radiation Sub-Plan	November 2026
DH	Viral Pandemic	October 2025
	Health Emergencies	August 2025
DTP	Maritime Emergencies (non-search and rescue)	October 2024
	Public Transport Disruption	October 2024
Victoria Police	Class 3 Emergencies	October 2024
DGS	Cyber Security	December 2026
Fire agencies (CFA, FRV, DEECA)	Bushfire	September 2026



Attachment D: Example text of a SEMP Sub-Plan SEMPC paper (Extreme Heat Sub-Plan example)

This following is an example paper only and is not prescribed text. It is provided as it may be a helpful basis for you to expand or modify for the purposes of your paper.

The paper template can be accessed via request from emergencyplanning@emv.vic.gov.au.

SEMPC Agenda Paper

SEMPC Meeting No. 3

4 October 2022

Item No. 9

10:30am - 12:00pm

State Emergency Management Plan (SEMP) Extreme Heat Sub-Plan Review

RECOMMENDATION

That the State Emergency Management Planning Committee:

- 1. **Endorse** the State Emergency Management Plan (SEMP) Extreme Heat Sub-Plan (<u>Attachment A</u>) and Statement of Assurance (<u>Attachment B</u>) for consideration by the State Crisis and Resilience Council (SCRC) on 20 October 2022.
- 2. **Note** that the Sub-Plan includes text contingent on approval of the National Heatwave Warning Framework which is due to for approval at the Australia New Zealand Emergency Management Committee (ANZEMC) meeting on 13 October 2022, prior to the 20 October 2022 SCRC meeting.

Objectives

1. To seek SEMPC's endorsement of the SEMP Extreme Heat Sub-Plan (<u>Attachment A</u>) and its Statement of Assurance (Attachment B).

Key Issues and Risks

- 2. On 30 September 2020, Victoria's first State Emergency Management Plan (SEMP) was released and replaced four key parts of the now retired Emergency Management Manual Victoria, including the State Emergency Response Plan, of which the currently published State Extreme Heat was a Sub-Plan.
- 3. As per the Guidelines for Preparing State, Regional and Municipal Emergency Management Plans, the State Extreme Heat Sub-Plan has remained in force in its current form until its next update, at which point it is to be assured and approved as a SEMP Extreme Heat Sub-Plan, in accordance with the *Emergency Management Act 2013*, as amended.
- 4. EMV embarked on the review and transition of the State Extreme Heat Response Plan Sub-Plan to a SEMP Sub-Plan in March 2022. All agencies and departments with relevant content in the currently published Sub-Plan were invited to participate in the drafting process of the updated Sub-Plan.
- 5. Formal consultation was then completed between 22 July and 19 August 2022, following which the Sub-Plan had numerous updates made to it. As a courtesy, EMV then shared a near-final draft with all SEMPC members on 14 September for an early review of the likely attachment included in today's meeting pack, prior to be included as final draft in the current paper. Since its mid-September circulation:
 - a. DPC requested particular attention to clarification of what an extreme heat day is and when actions in the Sub-Plan would be triggered/activated. Section 1.1, section 1.14 and section 2.1 of the Sub-Plan have each been updated in response.
 - b. DELWP has responded to a request from DH to propose additional lines on urban planning. Section 3.3 *'Urban planning and mitigating extreme heat'* has been updated accordingly.



- c. DH has made a number of changes throughout the Sub-Plan on content related to itself.
- 6. The Statement of Assurance is completed (<u>Attachment B</u>), which shows how each of the checklist requirements are met. Of note, checklist requirements 16 and 17, about incorporation of the Victorian Preparedness Framework and exercising respectively, will benefit from being tested through exercising in the coming planning cycle. Each of these items will benefit from being expanded on in the Sub-Plan once further testing and exercising is completed.
- 7. During the drafting and consultation process of the Sub-Plan, the National Heatwave Warning Framework was also being negotiated. EMV has collaborated with the Department of Health (DH) on the inclusion of the National Heatwave Warning Framework throughout the Sub-Plan, given DH's lead in this area, and the Sub-Plan content anticipates the Framework will be approved at the Australia-New Zealand Emergency Management Committee (ANZEMC) meeting on 13 October 2022, rescheduled from 29 September 2022.
- 8. It is noted that the SCRC papers will have been submitted by the time ANZEMC meets, however the ANZEMC meeting is fortuitously before the SCRC meeting. Should ANZEMC not approve the Framework which is considered unlikely it will be requested that the Sub-Plan be removed from the 20 October 2022 SCRC meeting agenda, updated and then presented for out-of-session SCRC approval, prior to the upcoming summer season.

Next Steps

- 9. If endorsed by SEMPC, the Sub-Plan and its Statement of Assurance will progress to the Emergency Management Commissioner, as the control agency for heat, for sign off prior to submission to SCRC for approval at its 20 October 2022 meeting.
- 10.EMV will confirm the outcome of the 13 October 2022 ANZEMC meeting, and take the necessary steps outlined in paragraph 8 should there be an unexpected non-approval of the Framework.

Attachments

Attachment A: SEMP Extreme Heat Sub-Plan, October 2022

Attachment B: Statement of Assurance for the SEMP Extreme Heat Sub-Plan, October 2022

Author details



Attachment E: Example text of a SEMP Sub-Plan SCRC paper (SEMP Extreme Heat Sub-Plan)

The below is an example paper only and is not prescribed text. It is provided as it may be a helpful basis for you to expand or modify for the purposes of your paper.

The SCRC paper template can be accessed through your department's committee secretariat, or if a non-government agency, via emv.vic.gov.au.

RECOMMENDATION

That the State Crisis and Resilience Council (SCRC):

- 1. Approve the State Emergency Management Plan (SEMP) Extreme Heat Sub-Plan (Attachment A)
- 2. Note the Statement of Assurance for the SEMP Extreme Heat Sub-Plan (Attachment B).

Objectives

1. To seek SCRC approval of the updated SEMP Extreme Heat Sub-Plan (<u>Attachment A</u>), with regard to its accompanying Statement of Assurance (Attachment B).

Key Issues and Risks

- 2. On 30 September 2020, Victoria's first State Emergency Management Plan (SEMP) was released and replaced four key parts of the now retired Emergency Management Manual Victoria, including the SEMP, of which the currently published State Extreme Heat was a Sub-Plan.
- 3. As per the Guidelines for Preparing State, Regional and Municipal Emergency Management Plans, the State Extreme Heat Sub-Plan has remained in force in its current form until its next update, at which point it is to be assured and approved as a SEMP Extreme Heat Sub-Plan, in accordance with the *Emergency Management Act 2013* (the EM Act), as amended.
- 4. Emergency Management Victoria (EMV) embarked on the review and transition of the State Extreme Heat Response Plan Sub-Plan to a SEMP Sub-Plan in March 2022. All agencies and departments with relevant content in the currently published Sub-Plan were invited to participate in the drafting process of the updated Sub-Plan.
- 5. Formal consultation was then completed between 22 July and 19 August 2022, and the final draft endorsed by the State Emergency Management Planning Committee on 4 October 2022.
- 6. The Statement of Assurance is completed (<u>Attachment B</u>), which shows how each of the checklist requirements are met. Of note, checklist requirements 16 and 17, about incorporation of the Victorian Preparedness Framework and exercising respectively, will benefit from being tested through exercising in the coming planning cycle. Each of these items will benefit from being expanded on in the Sub-Plan once further testing and exercising is completed. Under section 60AH(3) of the EM Act, SCRC must have regard to a statement of assurance in its decision to approve a plan.
- 7. During the drafting and consultation process of the Sub-Plan, the National Heatwave Warning Framework was also being negotiated. EMV collaborated with the Department of Health (DH) on the inclusion of the National Heatwave Warning Framework throughout the Sub-Plan, given DH's lead in this area. Following SEMPC's endorsement of the Sub-Plan, it was confirmed that the National Heatwave Warning Framework was not presented for approval at the 13 October Australia New Zealand Emergency Management Committee meeting, as previous advice had indicated it would. Minor amendments have been made to the Sub-Plan accordingly, however there is no material change to the processes outlined in the Sub-Plan as a result. When the Framework is approved in future, it may warrant minor updates to the Sub-Plan which will be progressed to SCRC for approval as per standard process.

Next Steps

8. Following SCRC approval, the Sub-Plan will be uploaded to the EMV website as soon as practicable, and all relevant agencies advised of the publication of the updated Sub-Plan.

