

First Nations Acknowledgement

We acknowledge the lands in our region belonging to the Barngarla people, and acknowledge them as the traditional custodians from the past, for the present and into the future.

The Barngarla people are strong, and are continuously connecting to their culture and their country.

Whyalla City Council and the Barngala people can work together to build a stronger future.

The Whyalla City Council acknowledges the assistance of the LGA Council Ready Program in the development of this Emergency Management Plan.



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Executive Summary

Emergencies can occur at any time and with little warning, rapidly spread over designated boundaries and cause diverse and widespread impacts across affected communities.

The Whyalla City Council (Council) has experienced emergencies in the past and anticipates new threats will emerge in response to changing social, environmental, and economic conditions of the future.

Council lays out its future directions in the Whyalla City Council Strategic Plan 2021- 2030. This document has a strong focus on

"...creating a proud and thriving city with an attractive and diverse economy. The focus on strengthening our community, embracing our unique culture and growing our economy are key themes...".

It is possible for emergency events to divert or even derail these aspirations, and through this Emergency Management Plan Council seeks to reduce the risks posed by emergencies.

Council works in strong partnership with our community, businesses and industry in its daily business and will continue to do so in emergency management, contributing to the safety and wellbeing of our community.

The State Emergency Management Plan (SEMP) articulates the roles and responsibilities that Local Government may play in the local emergency management planning.

As well as the legislative and administrative roles under the SEMP, the Local Government Emergency Management Framework (LGEMF) 2019 sets out roles for councils in the areas of disaster risk reduction, incident operations and recovery.

Council has bought these together in its Emergency Management Policy 2021.

This Emergency Management Plan is an implementation document that exists to translate Council's Emergency Management Policy into priorities across disaster risk reduction, incident operations and recovery.

This Emergency Management Plan forms part of the Council's commitment to emergency management and ensures that Council has a coordinated and planned approach to managing the consequences of emergencies on our community.

1. Introduction

1.1. Purpose

The Emergency Management Plan ("the Plan"), reflects Council's Emergency Management Policy (2021) by establishing strategic direction for emergency management and describing how Council can reduce disaster risk, maintain incident operational capability, and prepare for recovery.

The Plan identifies responsibility and resources to achieve broad strategies and is not for use in incident or recovery operations.

The Plan:

- Describes the context in terms of community and Council values, related plans, local emergency management arrangements, and the Council's partners in emergency management.
- Identifies emergency risks in the Council area, and their possible impacts on community and Council values.
- Identifies the strategies Council has or will adopt to manage emergency risks across the areas of disaster risk reduction, incident operations and recovery.
- Identifies the monitoring and improvement processes associated with the Plan.

1.2. Links to related Council plans

The Plan is linked to, and underpinned by a range of Council and regional plans and strategies including:

> Whyalla City Council Emergency Management Policy

- Whyalla City Council Business Continuity Plan
- Whyalla City Council Strategic Plan. 2021 2030



- Asset Management Strategy 2021-2030
- Whyalla Stormwater Management Plan 2019
- City of Whyalla Public Health Plan 2022-2027 (in draft)
- Whyalla City Council COVID19 ToR, Procedure and Directives
- Risk Management Policy and Framework
- Strategic Risk Register
- Eyre and Western Zone Emergency Management Plan
- Regional Climate Change Adaptation Plan for the Eyre Peninsula 2014
- Upper Eyre Peninsula Bushfire Management Area Plan

1.3. Scope and exclusions

This Plan is limited to community emergency risks that are within Council's sphere of influence and responsibility.

This Plan does not address the management of internal emergency risk to Council operations or services as these are addressed in the Whyalla City Council Business Continuity Plan and other internal procedures.

2. Context

2.1. Vision and values

Community and Council values are drivers for why Council is involved in emergency management, as the consequences of an emergency can undermine what is most important to our community.

Council has identified, with our community, its vision, values and aspirations through its Strategic Plan 2021 -2030 (Figure 2) ¹

Figure 2 - Whyalla City Council vision, values and outcomes

VISION

Whyalla will be a vibrant, attractive city offering the community a diverse range of sustainable economic, social, environmental and cultural opportunities.

VALUES

- » We Care
- » We Work Together
- » We're Committed
- » We Own It

OUTCOMES

- » Confident, engaged and proud community
- » Integrated education and training opportunities
- » Attractive city
- » Diverse economy
- » Integrated health, disability and aged care services

¹ Whyalla City Council Strategic-Management-Plan-2021-2030

2.2. Community Profile

Whyalla, on the western shore of the Upper Spencer Gulf, is located approximately 385 kilometres northwest of Adelaide by road and 40 minutes by air. Whyalla is the main administrative centre of the district, supporting Government, health, retail, education and mining and mineral processing sectors.

Figure 3 below provides a summary of key demographic and geographical features of Whyalla, followed by an overview of our people, our economy and our environment as they relate to emergency management.

Figure 3 - Whyalla at a glance



Our people

Most of Whyalla City Council's population live in Whyalla itself. The city has a proud indigenous and migrant heritage, with 4.7% of the nearly 22,000 population identifying as Aboriginal and Torres Strait Islander, and a further 18.4% born overseas. The age and gender profile is relatively consistent with the rest of the Eyre Peninsula².

Whyalla displays a similar level of social disadvantage as other Spencer Gulf Cities, with a SEIFA index measure of 882³. In 2016, 6.8% of the population in City of Whyalla reported needing help in their day-to-day lives due to disability. This means there are approximately 1500 people who may need extra assistance to prepare for or respond to emergencies.

² https://home.id.com.au/demographic-resources/

³ Chief Public Health Officer's Report 2016-2018

Recent community engagement processes undertaken by Council have emphasised the importance of community pride in Whyalla, and aspirations to feel safe, healthy and connected.⁴ Liveability for Whyalla's community is supported by a range of physical and social infrastructure, including health services, recreation, educational institutions, and access to the coast.

Our Economy

Manufacturing is foundational to Whyalla's economy and employs nearly 16% of workers. Heavy manufacturing at the Whyalla steel works produces approximately 1.2 million tonnes of raw steel each year, servicing construction and rail transport industries.⁵ Other manufacturers support the supply chain of the steel works, and shipyards are used for the decommissioning, scrap and salvage of large ships.

Whyalla supports the operations of mines in the region, which employs approximately 10% of workers in the council area. These mines and others in South Australia are supplied with fuel by road from the facility at Port Bonython (Figure 4). Port Bonython includes a hydrocarbon processing facility, fuel storage facility and hydrocarbon export port facility, including 81ML of diesel storage (three 27ML tanks) leading to a designation of a major hazard facility.

Figure 4 - Processing facility at Port Bonython



⁴ Whyalla City Council Strategic-Management-Plan-2021-2030

⁵ https://www.whyalla.com/steel-works,

Health care and social assistance employs more than 14% of Whyalla workers. Many of these are employed through the Whyalla Hospital and Health service, while education and training employs 9% of the workforce.

Whyalla has identified a number of potential and emerging economic opportunities, including:

- Solar power to directly support the steel works and the broader grid
- GHG Alliance's Green Steel transformation vision
- Increased iron ore exports and expanding third-party use of the Whyalla Port for export opportunities
- Aquaculture in the waters of the Upper Spencer Gulf
- Defence spending from activities at the Cultana training ground
- The Federal and State Government's Hydrogen Hub investment, to potentially be located at Port Bonython
- Regional waste potential.

Essential to Whyalla's economy are several important supply lines:

- Electricity for the community and the steelworks, and new solar power facilities
- Water from the Morgan /Whyalla pipeline, which is supported by the Whyalla desalination plant
- Whyalla Airport
- The Lincoln Highway (B100) connects Whyalla with the A1 national highway near Port Augusta
- The Moomba to Port Bonython gas pipeline, and the Port Bonython facility
- The Whyalla port facility
- The Gigcity high speed broadband project.

Our places and the environment

Whyalla's identity is closely connected with its coastline and the hot arid outback to its north. The Barngarla people have strong connections to the area with several cultural sites and artefacts along the coast.

The Upper Spencer Gulf is well known as a breeding ground for marine life, in particular, the Australian Giant Cuttlefish. Diving with the cuttlefish is a major tourism drawcard for the city, with the main tourism site for cuttlefish observation located next to the Port Bonython facility. This is set to become even bigger with the \$4.2m Cuttlefish Coast Sanctuary Tourism and Environmental Management Project, which will create a huge boost to the tourism potential of the entire region.

Figure 6 - Diving with the cuttlefish has become a major tourism drawcard



The city has evolved around the mining and steelworks over the last century, and there are nine (9) heritage places on the State heritage register. The city also has a number of iconic places including:

- The Whyalla Foreshore, set to be revitalised following a transformative master planning project
- The iconic circular jetty the only one of its kind in the southern hemisphere
- Bennett Oval, a premier regional sporting hub hosting AFL pre-season games
- Hummock Hill lookout, easy to get to and provides a great view of Whyalla
- Civic and Wilson Parks
- Ada Ryan Gardens
- Fitzgerald Bay, the shingle beach is breathtaking

Our climate is changing. Extreme events such as storms and heatwaves are predicted to increase in frequency, duration and intensity. Some extreme weather events are already happening at an increased frequency. We can also expect emergencies to occur in closer succession, and greater complexity through cascading events that trigger unforeseen consequences on communities.

The impacts of climate change mean that councils will need to support communities affected by emergencies more often. It will also necessitate a stronger focus on resilience, so that communities can survive, adapt and grow through the experience of emergencies.

The more frequent and changing experience of emergencies will impact on Council's ability to achieve its strategic goals. This will drive Council to proactively identify and mitigate risks. Practically, this will require Councils to apply climate and hazard data to better manage our assets, plan community land use and manage risks.

2.3. Local emergency risks

Council has undertaken a risk assessment to identify the emergency risks most relevant to our community and council area.

Council's Risk Management Framework is consistent with the guidelines and principles of risk management as set out in the International Standard ISO31000: 2009 – Risk Management Principles and Guidelines.

This work also builds upon the Zone Emergency Management Plan risk register for Eyre and Western Zone Emergency Management Zone that was developed using the National Emergency Risk Assessment Guidelines (NERAG). NERAG provides a contextualised emergency risk assessment methodology consistent with the AS/NZS 13000:2009. Council through the Zone Emergency Management Committee was a contributor to this work.

Council's emergency risk assessment, including detailed assessment of 26 identified emergency risks, is detailed in a separate *Whyalla City Council Emergency Risk Assessment Report*, with a summary provided in Figure 7.

Figure 7 – Overview of emergency risk assessment

| Hazard | Risk to the community and council area / assets |
|-----------------------------------|---|
| Storms | Damage to essential services (e.g. power, water, food etc), supply chains or major infrastructure Damage to sites of cultural or built heritage High winds affecting the structural integrity of trees Impacts of dust on residents and businesses Coastal damage and erosion |
| Human disease | Impacts of pandemics and air pollution, especially with vulnerable members of the community such as those with underlying health conditions and/or social disadvantage circumstances |
| Transport and hazardous materials | Once-off or long-term deposition of hazardous material which impacts on air quality, water quality or land causing contamination Incidents on road, at Point Bonython or Whyalla steelworks site Road based accidents impacting major road links in and out of Whyalla Airport related accident Marine related accident, with flow on effects on local environment and tourism. |
| Heatwaves | Impacts on vulnerable members of community Impacts on Council managed community infrastructure e.g. roads, parks and recreational facilities. Impacts on structural integrity of large trees Interruption to major events and tourism in the region |
| Bushfire | Impacts assets and places that are more heavily vegetated (especially Point Lowly locality) |

Across all the hazards, when emergencies occur, they may impact the things that are important to the communities:

- They may impact people's health and lead to severe injuries, illnesses and even deaths
- They may disrupt the economy leading to employment losses, business downturn and financial losses or financial unsustainability of Council
- They may disrupt the community sense of connection, well-being, relationships, or community events
- They may damage the environment
- They may disrupt the delivery of essential local government or other services such as power, water, and waste.

3. Emergency management arrangements

3.1. South Australian emergency management arrangements

The roles of local government in emergency management are informed by the State Emergency Management Plan (SEMP) and the Local Government Emergency Management Framework (LGEMF). They are enabled by the Local Government Act 1999, which outlines the requirement for councils to consider risks (including emergency risks) as follows:

- make informed decisions (section 6)
- take measures to protect their area from natural hazards (section 7)
- provide infrastructure for community and for development (section 7)
- ensure the sustainability of the council's long-term financial performance (section 8)
- assess the maintenance, replacement or development needs for infrastructure (section 122)
- identify anticipated or predicted changes in any factors that make a significant contribution to the costs of the council's activities or operations (section 122).

In addition, the Local Government Act requires councils to "give due weight, in all its plans, policies and activities to regional, state and national objectives and strategies concerning the economic, social, physical and environmental development and management of the community" (section 8).

The SEMP sets out the role of local government in emergency management as follows:

"Local government has a fundamental enabling role in emergency management because of their strong relationships with local community networks and knowledge of locally available resources.

Local governments have responsibilities, in partnership with state government, to contribute to the safety and wellbeing of their communities by participating in local emergency management response and recovery."⁷

As well as the legislative and administrative roles under the SEMP, the Local Government Emergency Management Framework 2019 sets out roles for councils in three key areas: disaster risk reduction, incident operations, and recovery.

This Plan supports Whyalla City Council to fulfil its roles in emergency management in accordance with the Local Government Act, State Emergency Management Plan and the Local Government Emergency Management Framework.

3.2. Partners in emergency management

Council acknowledges that emergency management is a shared responsibility. Council is active in local emergency management and works with its key partners to manage emergency risk, support incidents and recovery, including through

- Local emergency services MFS, SAPOL, CFS, SES, SA Ambulance
- Safework SA, EPA and operators of major hazardous facilities
- Community and service groups including charitable and not-for-profit organisations,
- Other State Government Agencies,
- Local businesses and manufacturers.

https://www.legislation.sa.gov.au/LZ/C/A/LOCAL%20GOVERNMENT%20ACT%201999/CURRENT/1999.62.AUTH.PDF

⁶ South Australian Local Government Act 1999

⁷ State Emergency Management Plan 2019 https://www.dpc.sa.gov.au/responsibilities/security-and-emergency-management/state-emergency-management-plan

Council participates in regional emergency management planning through:

- Eyre and Western Zone Emergency Management Committee
- Upper Eyre Bushfire Management Area Committee

In addition, Council is a participant in the Local Government Functional Support Group (LGFSG). The LGFSG has the responsibility of "Coordinating response from local government during an emergency" in accordance with Section 2.2 of Part Two of the State Emergency Management Plan.

4. Emergency Management Plan

4.1. Disaster Risk Reduction

Definition

Strengthening community resilience and reducing disaster risks are the key priorities for Council before an emergency. This involves taking action to avoid the creation of new disaster risks, reducing existing disaster risks, and managing any residual risk by being prepared. Proactive management of disaster risks reduce the need to respond to and recover from emergencies.

Disaster risk reduction includes both eliminating and reducing exposure to hazards (prevention) and accepting that some emergencies will happen (mitigation). Accepting that emergencies will happen means that we need to reduce their impact or increase the resilience of the community exposed to the impact.

While Council undertakes specific actions to build community resilience for emergencies and reduce disaster risks, most of the activity happens through our everyday business activities.

Council activities that contribute to disaster risk reduction

Council currently undertakes the following activities to reduce disaster risk to our community:

- Land-use planning
- Public health measures (e.g. immunisation, food safety, hygiene and sanitation)
- Bushfire management planning
- Tree management planning and operations
- Road maintenance, renewal and upgrade
- Stormwater infrastructure maintenance, renewal and upgrade
- Climate change adaptation
- Coastal management
- Vegetation management (roadside, parks and reserves)
- Appointment of Fire Prevention Officers to undertake inspections of private and council land, issue notices (Fire and Emergency Services Act 2005)
- Participation in Bushfire Management and Zone Emergency Management Committees
- · Maintenance of asset, liability and work health and safety insurance
- Participation in LGA iResponda training.

Council's priorities

Council's priorities for disaster risk reduction are:

- 1. Understand and communicate current and emerging disaster risks.
- 2. Integrate a disaster risk lens into Council planning and decision-making.
- 3. Partner with local stakeholders to address priority emergency risks and build community safety.
- 4. Strengthen disaster resilience in our communities through information provision, community engagement and community development activities.

4.2. Incident operations

Definition

In incident operations, Council will support our community, other councils and emergency services immediately before, during and immediately after an incident.

When participating in incident operations, the Whyalla City Council will do so within the scope of its emergency management policy, the i-Responda operating platform, the Local Government Incident Operations Protection Guide and, when appropriate, as members of the Local Government Functional Support Group.

The specific procedures which outline how Council coordinates its emergency operational activity are detailed in Council's Incident Operations Arrangements document, which sits alongside Council's Business Continuity Plan.

Council activities that contribute to incident operations

Council undertakes the following activities to support emergency services and our community when emergencies occur:

- Contribute local knowledge, and local networks
- Communication links and platforms
- Environmental health services (food safety, sanitation, hygiene)
- Waste management
- Traffic management
- Flood mitigation
- Provision of community facilities
- Coastal Management
- Vegetation Management
- Provision of plant or equipment to support emergency services
- Provision of specialised and skilled staff.

Council's priorities

Council's priorities for incident operations are:

- 1. Maintain a locally relevant risk-based suite of Incident Operational Arrangements.
- 2. Build capability of Council to participate in the Local Government Functional Support Group (LGFSG).
- 3. Participate in incident operations in accordance with the i-Responda operating platform.

4.3. Recovery

Definition

Recovery is the process of restoring emotional, social, economic and physical wellbeing, reconstructing physical infrastructure, and restoring the environment following an emergency. It can take weeks, months, or even years depending on the scale of the emergency.

After a major emergency, recovery becomes a 'whole of Council' concern that impacts upon all aspects of the organisation and requires a level of responsiveness to changing community needs that may go beyond 'business as usual'.

Council does not undertake recovery alone. It is a shared effort between the affected communities, all levels of government and the not-for-profit and private sectors.

Council activities that contribute to recovery

Council will undertake the following activities to contribute to the recovery of our community following an emergency event:

- Contribute local knowledge, and local networks
- Communication links and platforms
- Environmental health services (food safety, sanitation, hygiene)
- Supplementary waste management services
- · Road maintenance, renewal and upgrade
- Traffic management
- Stormwater infrastructure maintenance, renewal and upgrade
- Coastal management
- Vegetation management (road side, parks and reserves)
- Community and City development (e.g. community events, economic and tourism development)
- Advocating for and management of community grant programs
- Building maintenance, renewal and upgrade
- Advocacy for grants and services
- Communication/Media and leadership with community.

Council's priorities

Council's priorities for recovery are:

- 1. Provide leadership, co-ordination and advocacy when the community is impacted by disasters
- 2. Support the identification and assessment of community impacts
- 3. Secure grants and other funding assistance to support disaster recovery.

5. Implementation arrangements

Responsibility for this plan sits within the Corporate Division within the Whyalla City Council, who will maintain this plan, along with the Emergency Management Policy and the Emergency Risk Assessment Report.

Responsibility for Incident Operations Arrangements sits within the Infrastructure Division as the primary resource for operational response lies within this Division.

The Corporate and Infrastructure Divisions will work together ensuring a seamless connection between strategic policy, plans, and operations.

This Plan will be reviewed every 4 years.

