

# 2021-2025 Community Emergency Management Plan



SAFETY

**WALK THE YORK**  
BEACH WALK is subject to tidal influence  
BERRY BAY NORTH to GRAVEL BAY  
Please check tide times before walking  
and respect the environment



**WARNING**  
DANGEROUS R  
SWIMMERS BEW



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# Executive Summary

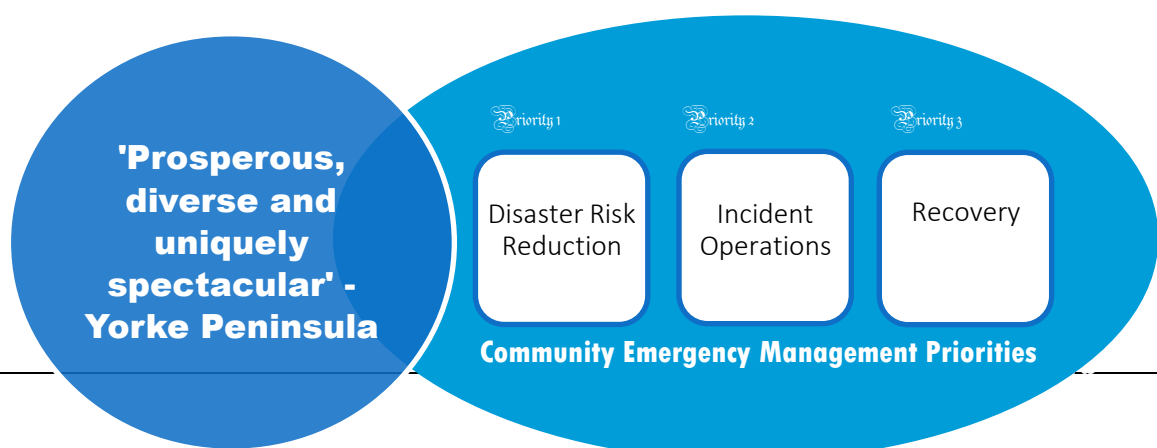
Emergencies can occur at any time with little warning, rapidly spread over designated boundaries and cause diverse and widespread impacts across affected communities. The Yorke Peninsula Council (Council) area has experienced emergencies such as earthquake, bushfire, floods, coastal management issues and regular storm events with new threats being anticipated to emerge in response to changing social, environmental and economic conditions.

Local Government Authorities can help to minimise these threats and contribute to the safety and wellbeing of their communities by participating in local emergency management. 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 considered these arrangements when considering the establishment of the *Yorke Peninsula Community Emergency Management and Disaster Recovery Council Policy* (PO178) and the *Community Emergency Management Plan 2021-2025 (Plan)*.

This Plan is an implementation document that exists to translate Council Policy (PO178) into clearly defined actions for disaster risk reduction, incident operations and recovery. This plan links into Council's Strategic Management Plan 2021-2025 goals and strategies including:

- **Goal 3 – Valued and Restored Environment**
  - 3.1 Support Progress Associations and other local community groups to improve environmental outcomes;
  - 3.3 Integrate environmental sustainability considerations in land use planning and development;
  - 3.4 Partner with other tiers of government and non-local organisations to improve environmental outcomes;
  - 3.5 Deliver projects and services that have direct environmental benefits; and
  - 3.6 Develop, review and deliver Environmental Plans (e.g. Coastal Management Strategy, Environmental Management Plan and Roadside Vegetation Plan).
- **Goal 4 – Community Engaged and Supported**
  - 4.6 Continuous improvement in communicating with and engaging the community.
- **Goal 5 – Responsible Governance and Leadership**
  - 5.3 Meet all legislative requirements and compliance with Council's internal controls; and
  - 5.5 Undertake effective risk management.

The priorities identified for this plan link to our vision and include:



1902

Warooka EARTHQUAKE

1916

Ardrossan FLOODS

1989

Price FLOODS

2016

Coastal STORM

2019

Yorke town FIRES

# 1. Introduction

## Purpose

This document forms part of Council's commitment to emergency management and ensures that council has a coordinated and planned approach to managing the consequences of emergencies impacting our community.

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

The plan is supported by incident operations on how Council will organise and take practical action in the event of an emergency occurring. These arrangements are the documents Council will refer to during an actual incident response.



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

- Describes the context for the plan in terms of Council and community values, related plans, the state emergency management arrangements and council's partners in emergency management;
- Establishes linkages between the plan and other relevant council or regional strategies and plans that contribute to management of emergency risk;
- Identifies emergency risks in the council area, and their possible impacts on Council and community values;
- Identifies the strategies Council has or will adopt to manage emergency risks;
- Describes how the strategies will be acted upon by describing specific tasks; and
- Identifies the monitoring and improvement processes associated with the plan.

## Link to Related Council Plans

This plan is linked to, and underpinned by, other council plans, strategies, documents and Regional Plans including:

### Council Plans

Strategic Management Plan  
Annual Business Plan  
Strategic Risk Register  
Risk Management Policy  
Coastal Management Strategy  
Strategic Coastal Risk Study  
Asset Management Plan

### Regional Plans

Yorke Peninsula Alliance Public Health Plan  
North and Yorke Coastal Management Action Plan  
Yorke and Mid North Zone Emergency Management Plan  
Flinders Mid North and Yorke Bushfire Management Area Plan  
Yorke and Mid North Climate Change Action Plan

Council's Strategic Management Plan 2021-2025 has several links with emergency management. These include directions relating to harnessing a sustainable city, including the intent to *"promote sustainable development and encourage the conservation of water, energy, the natural environment and minimise waste"*.

This plan is limited to community emergency risks that are within Council's sphere of influence and responsibility. The plan does not address the management of internal emergency risk to Council operations or services as these are addressed in Council's Business Continuity Plan and Workplace Emergency Management system.



## 2. Context

### Community Profile

Council covers an area of 5,899 square kilometres, has a distance of approximately 175 kilometres between its northern and southern boundaries, and being a Peninsula, has a varying width east to west averaging approximately 30 kilometres. The Council area is bordered by sea on three sides with 485 kilometres of coastline. This has implications for the provision of adequate services, infrastructure and protecting the environment, heritage, lifestyle and sense of community, and ensuring new communities are located and designed in ways to minimise exposure to emergency risks.

#### Our People

Yorke Peninsula is the traditional home of the Narungga (traditionally spelt Nharangga) people who have occupied the area for around 40,000 years. Less than 3% of the population identify as Indigenous.

#### Vulnerable Communities

Around 58% of the population was aged over 50 in 2016, with approximately 38% of households being lone person households. The ageing demographic in our Council has implications for the type and levels of services, infrastructure, and variety of housing that will be required. It also may impact the type of support needed to prepare for, respond to, and recover from emergencies.

**11,324**

Current residential population\*

**48%**



Female

**52%**



Male

**2.1**

People per household on average

**1.9**



Average children  
per family

**55**



Median  
resident age

**34.2%**

Of residents undertake volunteer work

**93.1%**



Only speak  
English at home

**84.3%**



Born in  
Australia



51.5%  
residents are  
employed full-time



35.9%  
residents are  
employed part-time



5.7%  
residents are  
unemployed

Data source: 2016 ABS Census Data; \*Data source: ABS 3218.0 - Regional Population Growth, Australia, 2018-19

## **Tourism and Business Assets**

Tourism is a key driver of Council's economy, with local businesses reliant on visitors during the summer months and school holidays. Local jetties are highly valued, and Council has a key role to work closely with the State Government (who own the jetties) to ensure that they are maintained as a key cultural asset for residents and visitors. A wide range of sporting clubs provide a varied range of recreational pursuits, together with the opportunities available from the coastline surrounding the peninsula.

The increase in population during peak tourism periods has an impact for community emergency management. These transient populations often do not have local knowledge and may not be aware of their exposure to a hazard. They are unlikely to be as prepared for an emergency as residents and may not be easily contactable in an event.

## **Natural Assets**

The combination of coastal and rural communities makes the Yorke Peninsula a great place to live and visit. The natural environment is highly valued within the community with major projects scheduled and delivered to protect the coastal environment. Key natural assets of the Yorke Peninsula are:

- **Innes National Park:** the protected area is a popular destination for camping, bushwalking, fishing, surfing, and diving;
- **Flora and fauna:** Yorke Peninsula is rich in biodiversity and houses national, conservation, fauna and marine parks; and
- **Parks and gardens:** including vast coastal environments.

## **Major Infrastructure**

The Yorke Peninsula has an extensive road network, with both Council and the Department Infrastructure and Transport (DIT) being responsible for its maintenance. The local road network is highly valued by the community as a facilitator of tourism, and key access for local industry and emergency services. The Council area is serviced by the Spencer Highway, the St Vincent Highway, the Yorke Highway, the Port of

Ardrossan, Klein Point Port and Port Giles. In addition to the vast road network, the principal supporting physical infrastructure for Yorke Peninsula comprises of:

- **Jetties and boat ramps:** for recreational fishing, diving, sailing and other water sport activities;
- **Walk the Yorke:** collection of walking and cycling trails;
- **Caravan parks:** visitors enjoy over 15 caravan parks as well as 19 bush camping grounds;
- **Waste Water Management:** 18 Community Wastewater Management schemes and 4 portable water schemes.
- **Marion Bay Desalination Plant:** servicing the Marion Bay Caravan Park, businesses, residents, and visitors to the area;
- **Yorke Peninsula Community Transport:** non-profit community-based organisation helping transport approximately 3,000 clients;
- **Public toilets:** many public toilets and facilities throughout the region, with several facilities offering accessibility and baby change options;
- **Cemeteries:** Council provides and manages 11 community cemeteries on the Peninsula;
- **Caravan access points:** the many dump points and water filling stations for self-contained camper;
- **Airstrips:** located in Yorketown, Minlaton and Maitland utilised by emergency services;
- **Education:** boasts both private and public schooling, from reception to year 12 with four main libraries and eight depot library locations;
- **Health care:** serviced by 3 hospitals (2 public, 1 private) and associated specialist and aged care providers. Ambulance and volunteer services are provided throughout the area, with emergency access to the air ambulance;
- **Community Inclusion:** Council provides social, recreational and living skill support for both people with a disability and older residents;
- **Council locations:** maintains 6 worksites (three offices, YP Leisure Options, Wood Shed and Tree Propagation) located in various locations including Maitland, Minlaton and Yorketown and 4 works depots in Maitland, Minlaton, Yorketown and Warooka;
- **Electricity, street lighting and mobile network;**
- **Community and town halls.**



## Council and Community Values

Council and community values were workshopped with Council staff in the preparation of this plan. The values of both Council and the community act as drivers for the ways in which Council contributes to emergency management.

The three key values of the community were strongly articulated as:

1. Roads;
2. Environment including the coast; and
3. Tourism.

Access to open space and recreation facilities are an important part of the lifestyle and there is a strong ethos of volunteering with many people contributing to the community.

The following assets, services and values are important for Council and its community which are the foundation for understanding the potential impacts of emergencies upon Council:

- Road and transport networks;
- Jetties and boat ramps;
- Tourism;
- Relaxed lifestyle and sense of community;
- Coastal, marine areas and natural environment;
- Open space and recreational activities;
- Recreational and tourism facilities in townships e.g. fishing, boating, sailing, golf courses, bowling clubs;
- Agriculture and industry;
- Regional produce e.g. oyster farm, lentils, barley, salt, beer, gin distillery;
- Town Halls, Libraries and Caravan Parks; and
- Waste removal.

## South Australian Emergency Management arrangements

The roles of local government in emergency management are informed by the SEMP and the 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); and
- 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 council's 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."*

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

This plan supports 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.



## Partners in Emergency Management

Council acknowledges that emergency management is a shared responsibility, and that council has roles in the emergency management plans of its partners. It is also a key partner in regional planning, and is part of the local government sector.

Key partners of Council are:

- Region 2 South Australia Country Fire Service;
- South Australian State Emergency Service – Warooka Unit and Maitland Unit;
- SAPOL – Yorke Mid North Local Service Area;
- Legatus Group and other Councils;
- Partnership Regional Development Yorke; and
- Local community and sporting groups.

Council participates in regional emergency management planning through:

- Yorke and Mid North Zone Emergency Management Committee;
- Yorke and Mid North Zone Emergency Support Team; and
- Flinders Mid-North Yorke Bushfire Management Committee.

In addition, Council is also a participating organisation of 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.

## Emergency Risk

Council’s Strategic Risk Register 2021-2025 identifies the ‘*Impacts of climate and increased number and/or severity of major disaster/ Community Emergency Management Events*’ as a **high risk** (residual risk rating).

Details of the emergency risks within our community were further assessed through a document analysis and structured workshops with staff to collect information relevant to the design of this plan.

As a result of this work, the priority emergency risks within Community Emergency Management Events for Council include:

Hazard	Consequence of Emergency Management Event to Council and our community
Coastal storm, erosion, and inundation	<ul style="list-style-type: none"> <li>• Coastal flooding from storm surge;</li> <li>• Sea level rise and coastal inundation risk to Council infrastructure along coast;</li> <li>• Decrease in revenue, potential population and asset shift and decrease in land value;</li> <li>• Damage to infrastructure resulting in safety hazards to Council and community;</li> <li>• Non insurable events and unbudgeted costs; and</li> <li>• Loss of natural biodiversity.</li> </ul>
Extreme weather – storm	<ul style="list-style-type: none"> <li>• Damage to essential services (e.g. power, water, food etc.) causing impact on residents and businesses;</li> <li>• High winds affecting the structural integrity of trees and assets;</li> <li>• High rainfall leading to failure of CWMS and other infrastructure;</li> <li>• Flooding risk to areas resulting in damage to infrastructure and private property;</li> <li>• Extreme storm leading to asset damage and road access issues;</li> <li>• Extreme storm leading to hospitalization and / or death of people at risk in the community; and</li> <li>• Service disruption and reduced Council services.</li> </ul>
Bushfire	<ul style="list-style-type: none"> <li>• Decreased ability of Council to support emergency services in response to emergency hazard;</li> <li>• Fire from open grassland landscape – nothing to stop fire run;</li> <li>• Impacts to townships;</li> <li>• Rural fire threat to life and property and damage to rural economy; and</li> <li>• Reputational damage resulting in potential population shift and decrease in land value.</li> </ul>



### **3. Community Emergency Management Plan**

#### **Council's Emergency Management Priorities**

Based upon the community profile, the council and community values and the emergency risk outcomes above, Council's emergency management priorities are:

##### **PRIORITY 1 – DISASTER RISK REDUCTION**

- 1.1 Build resilient communities that are aware of hazards in region and understand management is a shared responsibility
- 1.2 Council actively plans and implements activities that mitigate emergency risk
- 1.3 Council advocates to State Government

##### **PRIORITY 2 – INCIDENT OPERATIONS**

- 2.1 Develop and maintain Council's capacity and capability to support emergency operations

##### **PRIORITY 3 – RECOVERY**

- 3.1 Continue to support recovery from emergencies

## Priority 1

### - Disaster Risk Reduction

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 reduces 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 and taking action to lessen the impacts (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 everyday business activities.

#### Council's Role in Disaster Risk Reduction

Council's roles in disaster risk reduction include:

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

#### Council Activities that Contribute to Disaster Risk Reduction

Council currently undertakes the following activities to reduce the disaster risk to its communities:

- Road maintenance, renewal, and upgrade;
- Land-use planning;
- Bushfire Management Planning and fire prevention activities;

- Flood Emergency Action Planning;
- Public health measures (e.g. immunisation, food safety, wastewater management, hygiene, and sanitation);
- Coastal management:
  - Seawalls to prevent or minimise seawater inundation including soft and hard engineered options;
  - installing consistent beach access signage, dredging near boat ramps, sand carting, boat ramp redevelopment, Strategic Coastal Risk Study;
- Land management;
- Tree management;
- Waste management;
- Vegetation management (roadside, parks and reserves);
- Stormwater infrastructure maintenance, renewal and upgrade;
- Flood barriers/mitigation works;
- Maintain assets, liability and work health and safety insurance;
- Appoint Fire Prevention Officers to undertake inspections of private and council land and issue notices of non-compliance (*Fire and Emergency Services Act 2005*);
- Participate in the state-wide jetty working group;
- Partnering with CFS to deliver community bushfire awareness workshops;
- Provision of public information e.g. text messages to campers on high risk days;
- Waste management; and
- Assist with provision of buildings for safe locations during an emergency (i.e. reserves/ open spaces that are safe havens etc.).

#### Council Actions for Disaster Risk Reduction

The strategies for disaster risk reduction are listed overleaf. These tables describe the actions Council will undertake to reduce the identified disaster risks and strengthen community's resilience.





### 1.1 - Build a resilient community that is aware of the emergency hazards for our region and understands management is a shared responsibility.

Actions
1.1.1 Use social media networks and other media to create awareness of and encourage community to prepare for emergency hazards and risks
1.1.2 Work with hazard leaders, control agencies and not-for-profit agencies on community engagement programs to better prepare our community and encourage them to write their own plans
1.1.3 Develop an emergency management page on Council Internet and keep up to date
1.1.4 Strengthen relationships with emergency services sector (i.e. CFS, MFS, SES, Red Cross, SAPOL etc.) by attendance at relevant committees
1.1.5 Organise emergency management training for EMs and staff to raise awareness and understand Council's role in managing these risks

### 1.2 - Council undertaking specific actions that mitigate emergency risk.

Actions
1.2.1 Continue community education sessions on bushfire risk in conjunction with CFS
1.2.2 Continue to provide and refine process of SMS warning notifications to all registered campers in high fire danger days
1.2.3 Implement hazard warning signage (erosion, cliffs, rips, jellyfish etc.) at high priority beach access points where there is a known hazard
1.2.4 Finalise Council's Coastal Management Strategy
1.2.5 Maintain and upgrade airstrips at Maitland, Minlaton and Yorketown to ensure the region has access in an emergency

#### Actions

- 1.2.6 Complete Port Clinton Foreshore Protection Works to mitigate the impacts of coastal flooding
- 1.2.7 Apply for Coast Protection Grant funding to complete the Stansbury Seawall to protect the community from coastal storm surge
- 1.2.8 Complete Yorke Peninsula Coastal Risk Study funded through Coast Protection Grants to provide an action plan for vulnerable communities

### 1.3 - Council advocacy to State Government

#### Action

- 1.3.1 Advocate to State Government for changes to the CFS Code of Practice
- 1.3.2 Advocate to State Government about jetty proactive maintenance funding to reduce economic impacts and reputational damage to Council as a result of damage from significant storm events



## Priority 2

### - Incident Operations

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

When participating in incident operations Council will do so within the scope of Council Policy (PO178) and the *Provision of Council Resources During Emergency Events (PR146)* which aligns with the i-Responda operating platform, the Local Government Incident Operations Protection Guide and, when appropriate, as members of the Local Government Functional Support Group.

### Council's Role in Incident Operations

Council's Incident Operations Arrangements:

- Develop a locally relevant risk-based suite of incident operational arrangements;
- Build capability of council to participate in the Local Government Functional Support Group (LGFSG); and
- Participate in incident operations in accordance with the i-Responda operating platform.

### Council Activities that Contribute to Incident Operations

Council currently undertakes the following activities to contribute to incident operations that support the emergency services and their communities during an emergency.

- Environmental health services provision;
- Contribution of local knowledge to responding agencies;
- Waste management;
- Traffic management managing public safety;
- Flood mitigation and management on public lands;
- Management of community facilities;
- Provision of resources including building, plant and equipment to support incident response;

- Clearing and management of debris from storms, accidents, fires, and flood; and
- Communication linkages with the community.

### Council Actions for Incident Operations

The strategies for incident operations are listed below. This tables describe the actions Council will undertake to maintain capacity to participate in incident operations.

#### 2.1 - Develop and maintain council's capacity and capability to support emergency operations.

Action
2.1.1 Develop Incident Operations arrangements for Council
2.1.2 Ensure staff training in i-Responda and modules is up to date to meet resource requirements
2.1.3 Run testing exercise of Council's Incident Operations Arrangements.
2.1.4 Assist and advise the LGFSG to improve LGFSG communication with and the messaging to councils regarding emergencies



## Priority 3

### - Recovery

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

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's Role in Recovery

Council's roles in recovery include:

- Provide leadership, co-ordination and advocacy when the community is impacted by disasters;
- Plan for recovery to establish the principles, structures, partnerships and approaches that will guide council;
- Support the identification and assessment of community impacts; and
- Secure grants and other funding assistance to support disaster recovery.

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 currently undertakes the following activities to contribute to recovery of the community:

- Environmental health services (e.g. food safety, sanitation, hygiene);
- Animal management;
- Supplementary waste management services;
- Road maintenance, renewal, and upgrade;
- Traffic management;
- Stormwater infrastructure maintenance, renewal, and upgrade;
- Vegetation management (roadside, parks, and reserves);
- Community 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 from State and Federal Governments and NGO's;
- Communication and leadership with community;
- Provision of economic measures (e.g. rate relief, stimulus, or development grants); and
- Supporting meetings of community and government agencies.

### Council Actions for Recovery

The strategies for recovery are listed below. This table describes the actions Council will undertake.

**Continue to support recovery from emergencies.**

#### Action

3.1 Continue to work with key agencies to assist with recovery arrangements.



## 4. Implementation arrangements

### Resourcing this Plan

Council will ensure the resourcing of this plan by:

- Embedding necessary resources and expertise within existing resources and budgets (as reasonably practicable); and
- Maintaining existing services as described in this plan i.e. environmental health, vegetation management, fire prevention duties.

### Monitoring and Improvement

This Plan has been developed in line with Council's planning cycle, which occurs every four (4) years in line with the Strategic Management Planning process.

Whilst Council's Corporate Management Team (CMT) are ultimately responsible for this Plan, the People, Culture and Safety team will collaborate with the Emergency Planning Committee to identify and set key priorities to drive this Plan in areas that will direct the future of our Community Emergency Management systems. An annual review of the three priorities and actions will be undertaken on an annual basis and reported back to CMT.

Stenhouse Bay Jetty – May 2003

