Ballina Shire Local Emergency Management Plan May 2024

Part 1 – Administration

Authority

The Ballina Shire Local Emergency Management Plan (EMPLAN) has been prepared by the Ballina Shire Local Emergency Management Committee in compliance with the State Emergency & Rescue Management Act 1989.

APPROVED

John Truman.
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Chair

John Truman / Local Emergency Management Committee

Dated: 22 May 2024.

ENDORSED

JSchultz
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Chair

Superintendent Joanne Schultz APM - Regional Emergency Management Committee

Dated: 17 July 2024

Contents

Purpose

Details arrangements for, prevention of, preparation for, response to and recovery from emergencies within the Local Government Area(s) covered by this plan.

It encompasses arrangements for:

- emergencies controlled by combat agencies;
- emergencies controlled by combat agencies and supported by the Local Emergency Operations Controller (LEOCON);
- emergency operations for which there is no combat agency; and
- circumstances where a combat agency has passed control to the LEOCON.

Objectives

The objectives of this plan are to:

- define participating organisation and Functional Area roles and responsibilities in preparation for, response to and recovery from emergencies;
- set out the control, co-ordination and liaison arrangements at the Local level;
- detail activation and alerting arrangements for involved agencies; and
- detail arrangements for the acquisition and co-ordination of resources.

Scope

The plan describes the arrangements at Local level to prevent, prepare for, respond to and recover from emergencies and also provides policy direction for the preparation of Sub Plans and Supporting Plans:

- Arrangements detailed in this plan are based on the assumption that the resources upon which the plan relies are available when required; and
- The effectiveness of arrangements detailed in this plan are dependent upon all involved agencies preparing, testing and maintaining appropriate internal instructions, and/or standing operating procedures.

Principles

The following principles are applied in this plan:

a) The Emergency Risk Management (ERM) process is to be used as the basis for emergency planning in New South Wales. This methodical approach to the planning process is to be applied by Emergency Management Committees at all levels.
b) Responsibility for preparation, response and recovery rests initially at Local level. If Local agencies and available resources are not sufficient they are augmented by those at Regional level.
c) Control of emergency response and recovery operations is conducted at the lowest effective level.
d) Agencies may deploy their own resources from their own service from outside the affected Local area or Region if they are needed.
e) The Local Emergency Operations Controller (LEOCON) is responsible, when requested by a combat agency, to co-ordinate the provision of resources support. EOCONs would not normally assume control from a combat agency unless the situation can no longer be contained. Where necessary, this should only be done after consultation with the Regional Emergency Operations Controller (REOCON) and agreement of the combat agency and the appropriate level of control.
f) Emergency preparation, response and recovery operations should be conducted with all agencies carrying out their normal functions wherever possible.
g) Prevention measures remain the responsibility of authorities/agencies charged by statute with the responsibility.

Activation, Escalation, Demobilisation and Recovery

There are a number of Activation, Escalation and Demobilisation triggers that initiate and conclude this EMPLAN or elevation of the emergency to a regional or state level.

Activation Triggers:

Support

- Whenever there is an impending or unforeseen emergency operation and support resources may be required to the combat agency
- At the request of the EOCON

Control

- At the request of a combat agency
- When no specific combat agency is nominated

Escalation Triggers:

Local to Regional

- When an emergency grows beyond the capability of the EOC
- When the emergency crosses two or more local emergency management boundaries and the change in control level may improve the situation
- When significant Political, Environmental, Social, Technological or Economic impacts are foreseen;
- When directed by the REOCON/ SEOCON

Demobilisation Triggers:

- When it is determined that the incident has scaled back to the extent a response is no longer required
- When the response has transitioned into a longer-term recovery process and an appropriate handover to a recovery coordinator or committee occurs
- When it is determined that no further control or support is required for the emergency.

Transition from Response to Recovery:

As per the State EMPLAN and the State Recovery Plan

- The recovery process begins at impact. It operates in parallel to the response phase and continues long after the response phase is complete. The combat agency retains responsibility until it advises the SERCON and/or Recovery Coordinator (if appointed) that the identified response phase is complete, and the area is now safe.
- The SERCON (or delegate) in agreement with the Combat Agency, or EOCON when there is no designated Combat Agency, will agree on the most effective arrangements for commencing recovery processes.
- Where possible, the handover process should be in writing with clear responsibilities and funding arrangements outlined. This could be based on impact area or local government area. The transition from response to recovery should occur:
    - when the emergency is sufficiently controlled and the area made safe, with significant threats and disruption to community life, property and/or the environment reduced
    - when the Combat Agency, or EOCON if in control of the emergency, has appropriately briefed the responsible recovery agency, SERCON or Recovery Coordinator
    - in accordance with the NSW Recovery Plan or relevant sub plans.
- The combat agency, or EOCON when in control, is to provide information on the response operation to the Recovery Liaison Officer. This data, including damage and impact assessment information, should be used as a basis for planning recovery and feed into the Recovery Needs Assessment. The EOCON should support the combat agency and functional areas on request to develop the impact assessment.

Test and Review Process

The Ballina Shire Local Emergency Management Committee (LEMC) will review this Plan every three (3) years, or following any:

- activation of the Plan in response to an emergency;
- legislative changes affecting the Plan; and
- exercises conducted to test all or part of the Plan.

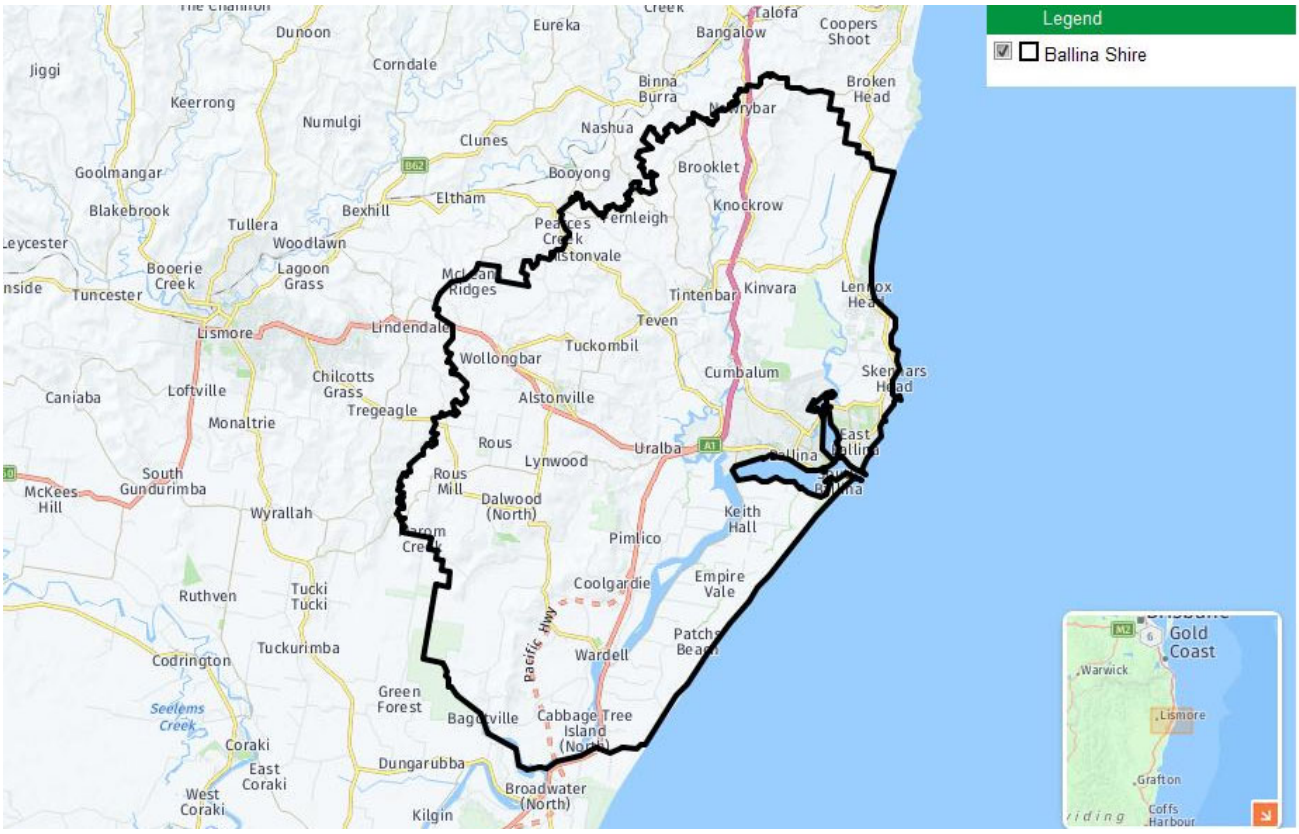
Part 2 – Community Context

Annexure A – Community Profile

General

Ballina Shire is located within the Richmond River catchment in the Northern Rivers Region of Northern NSW. The region is characterised by having a dispersed settlement pattern of towns, villages and residential hamlets, by being in close proximity to the coast and by having a mild sub-tropical climate.

The region has an area of approximately 484 square kilometres, with the majority of the Shire's land area being utilised for rural uses, with the majority of the Shire's population residing in several distinct urban localities. These urban localities are Ballina, Lennox Head, Skennars Head, Alstonville, Wollongbar and Wardell. Parts of Ballina can be further distinguished as: Ballina Island; Ballina Heights; East Ballina; West Ballina; and North Ballina.



Landform and Topography

Sixty per cent of Ballina Shire is composed of a low-lying coastal plain, with much of the remainder dominated by the eroded remnants of an ancient shield-volcano known as the "Alstonville Plateau". The plateau is crossed by a number of creeks and is divided from the coastal plain by an escarpment running in a north-south direction through the Shire. The coastal fringe of the Shire consists of an extensive floodplain fronted to the coast by sand

dune systems, interrupted by a number of coastal ridges along the coast from Ballina to Lennox Head. These coastal ridges are formed over layers of volcanic rock (basalt), which can be seen at the various headlands.

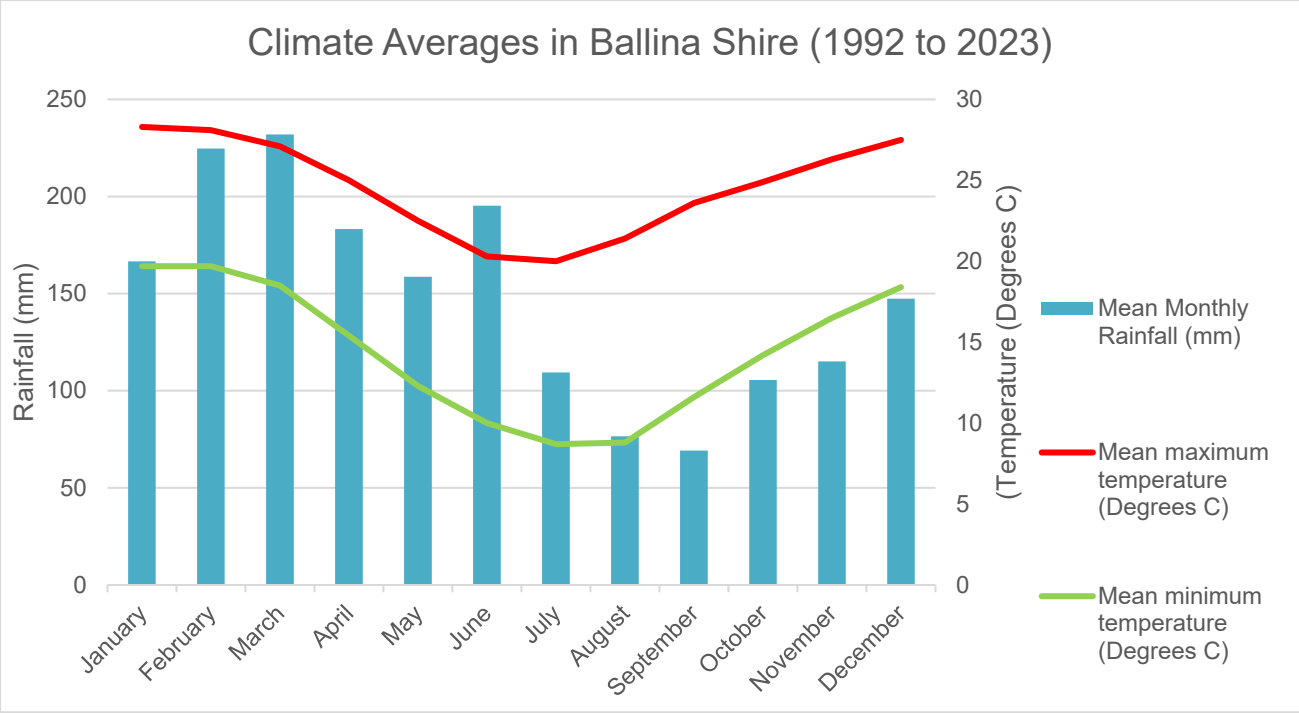
Approximately 60% of the Shire has an elevation of below 20 metres above sea level. Of the remainder, 20% has an elevation of 20 to 100 metres above sea level, and 20% is over 100 metres above sea level.

Climate

Ballina Shire has a mild subtropical climate, with an average annual daily temperature of 24.6 degrees Celsius. The warmest summer month is January whereas the coldest month being July.

Rainfall is strongly seasonal with approximately 60 per cent of the annual average rainfall (of 1758.7mm) falling in the months of January to May. March is traditionally the wettest month and September the driest.

Detailed information from the Bureau of Meteorology (BOM) is shown below.



Land Use

Ballina Shire is a rural area, with increasing urban land use in many towns and villages. The main townships are Alstonville, Ballina, Lennox Head, Wardell and Wollongbar. Ballina township is the main centre. The Shire encompasses a total land area of over 480 square kilometres, including significant areas of coastline. Rural land is used largely for grazing, and fruit and nut growing.

The total area of each 'land use zone' is provided in the table below, extracted from the Ballina Local Environmental Plan (2012).

Land Use Zone / Type / Classification	Area	% of LGA
RU1 Primary Production	23732	48.2%
DM Deferred Matter	13684	27.8%
RU2 Rural Landscape	5765	11.7%
E1 National Parks and Nature Reserves	1452	3.0%
W1 Natural Waterways	1440	2.9%
R2 Low Density Residential	1114	2.3%
R3 Medium Density Residential	922	1.9%
RE1 Public Recreation	353	0.7%
W2 Recreational Waterways	276	0.6%
IN1 General Industrial	145	0.3%
SP2 Infrastructure	145	0.3%
RE2 Private Recreation	49	0.1%
B3 Commercial Core	44	0.1%
B2 Local Centre	26	0.1%
B6 Enterprise Corridor	24	0.0%
B1 Neighbourhood Centre	14	0.0%
B5 Business Development	11	0.0%
B4 Mixed Use	6	0.0%

Population and People

Ballina Shire has a current population of 46,296. The majority of the Shire's land area is rural in land use, with the majority of the Shire's population residing in several distinct urban localities. These urban localities are Ballina, Lennox Head, Alstonville, Wollongbar and Wardell.

Transport Routes and Facilities

The road network within Ballina Shire comprises of the Highways, Regional and Local network components. The Highway includes the Pacific Highway which bypasses Ballina and the Bruxner Highway which provides access to the West, bypassing Alstonville and Wollongbar.

The Regional (urban + rural) public road network comprises of 49km in length, while the Local (urban + rural) public road network comprises of 667km in length. There are 12 urban bridges and 36 rural bridges – consisting of large box culverts, steel concrete and timber bridges.

Marine Transport infrastructure includes the Burns Point Ferry (connecting South Ballina and West Ballina via the Richmond River), and 17 boat ramps located throughout the shire.

The Ballina Byron Gateway Airport is owned and operated by Ballina Shire Council and is a certified aerodrome under CASR Pt139.050. The airport is situated at 210 Southern Cross Drive, Ballina, approximately 4kms north of the main Central Business District. The airport is now recognised as a large regional Jet airport, catering for 635,000 passengers per annum.

Facilities:

- Runway 06/24 1900m long x 30m wide Code 3 Instrument, Non-Precision runway
- Two RPT taxiways (TWY A and TWY B)
- RPT Apron with four marked Parking Positions and a Light Aircraft Parking Apron
- Passenger Terminal with eight Check-In Counters, Passenger and Checked Bag Screening areas, Departure Lounge, Arrivals Hall, Ground Transport Service Desks, Café and Public Amenities
- Airservices Aviation Rescue Fire Fighting Service (ARFFS)
- Public Car Parking (long term and short term)
- Car Rentals, Shuttle Bus, and Taxi service
- Aircraft refuelling facilities
- Private hangars and Aero Club

Level of Service:

- Virgin Australia: B737-700 (140 seats) / 800 (176 seats) aircraft.
- Jetstar: A320 (180 seats) aircraft
- Regional Express REX: SAAB 340 (34 seats) aircraft.
- QantasLink: Bombardier Dash 8-200 (39 seats) / 300 (56 seats) / 400 (78 seats) aircraft
- Light aircraft training and charter operations (fixed and rotary wing)
- Corporate aircraft (small jets)
- General aviation, aviation engineering maintenance and private (small) aircraft operators

Economy and Industry

The top five industries in Ballina Shire are retail trade, health care and social assistance, accommodation and food services, education and training and public administration and safety, with 62% of all persons working in the Ballina locality working in these five industries. Supporting these key industries are a range of professional, technical and administrative support industries.

Annexure B – Hazards and Risks Summary

A Local Emergency Risk Management (ERM) Study has been undertaken by the Ballina Shire Local Emergency Management Committee identifying the following hazards as having risk of causing loss of life, property, utilities, services and/or the community's ability to function within its normal capacity. These hazards have been identified as having the potential to create an emergency.

Hazards Identified as creating an *Emergency*, which may require the opening of the EOC to coordinate multiple agencies to respond.

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat / Responsible Agency
Biosecurity (Animal & Plant)	Biosecurity hazards impact on agriculture, plants and animals. They may result in economic loss, risk to community, risk to public amenity and risk to the environment.	Possible	Major	High	Department of Primary Industries
Communicable Disease (Human/Animal)	Pandemic illness that affects, or has potential to affect, large portions of the human or animal population	Unlikely	Major	High	Department of Health
Dam Failure	A dam is compromised that results in localised or widespread flooding.	Rare	Catastrophic	High	Rous Water NSW SES
Earthquake	Earthquake of significant strength that results in localised or widespread damage.	Rare	Catastrophic	High	LEOCON
Flood (Riverine)	River flows exceed the capacity of normal river systems resulting in flood waters escaping and inundating river plains	Possible	Major	High	NSW SES

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat / Responsible Agency
Tornado	A mobile and destructive vortex of violently rotating winds that advances beneath a large storm system.	Rare	Moderate	Medium	NSW SES
East Coast Low / Cyclone	Developed over warm tropical waters from pre-existing tropical weather disturbances, bringing strong winds, flooding rains, high seas and storm surges.	Possible	Major	High	NSW SES
Tsunami	A tsunami wave of magnitude that presents a risk to land and marine elements.	Rare	Catastrophic	High	NSW SES

Hazards Identified as creating an *Incident*, able to be managed by the combat agency, if escalated, triggers an *Emergency*.

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat / Responsible Agency
Bridge Collapse	Failure of a major bridge structure with or without warning owing to structural failure or as a result of external/ internal events or other hazards/ incidents.	Rare	Moderate	Medium	LEOCON
Building Collapse	Collapse of building owing to structural failure or impact from external/internal event of other hazards /incidents.	Rare	Moderate	Medium	FRNSW (USAR) LEOCON

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat / Responsible Agency
Fire (Bush or Grass)	Major fires in areas of bush or grasslands.	Almost Certain	Major	Extreme	NSW RFS FRNSW
Fire (Industrial)	Serious industrial fire in office complexes and/or warehouses within industrial estates.	Possible	Minor	Medium	FRNSW NSW RFS
Fire (Commercial)	Serious commercial fires in shopping centres, aged persons units, nursing homes and hospitals.	Unlikely	Moderate	Medium	FRNSW NSW RFS
Fire (Residential)	Serious residential fire in medium/high rise apartments.	Unlikely	Minor	Medium	FRNSW NSW RFS
Flood (Flash)	Heavy rainfall causes excessive localised flooding with minimal warning time	Almost Certain	Moderate	High	NSW SES
Hazardous Release	Hazardous material released as a result of an incident or accident.	Possible	Moderate	High	FRNSW
Heatwave	A sequence of abnormally hot conditions having the potential to affect a community adversely.	Likely	Moderate	High	SEOCON
Landslip	Landslip/landslide resulting in localised or widespread damage.	Possible	Minor	Medium	LEOCON

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat / Responsible Agency
Storm	Severe storm with accompanying lightning, hail, wind, and/or rain that causes severe damage and/or localised flooding.	Almost Certain	Moderate	High	NSW SES
Transport Emergency (Air)	Aircraft crashes in LGA resulting in large number of fatalities, injuries and/or damage to property.	Rare	Catastrophic	High	LEOCON
Transport Emergency (Sea)	A major accident that results in environmental damage and major recovery operation	Rare	Major	Medium	Relevant Port / Maritime
Transport Emergency (Road)	A major vehicle accident that disrupts one or more major transport routes that can result in risk to people trapped in traffic jams, restrict supply routes and/or protracted loss of access to or from the area.	Almost Certain	Minor	Medium	LEOCON
Utilities Failure	Major failure of essential utility for unreasonable periods of time as a result of a natural or man-made occurrence.	Rare	Minor	Medium	LEOCON

Annexure C – Local Sub Plans, Supporting Plans and Policies

Responsibility for the preparation and maintenance of appropriate sub and supporting plans rest with the relevant Combat Agency Controller or the relevant Functional Area Coordinator.

The sub/supporting plans are developed in consultation with the Ballina Shire LEMC and the community.

The plans listed below are supplementary to this EMPLAN. The sub/supporting plans have been endorsed by the LEMC and are determined as compliant and complimentary to the arrangements listed in this EMPLAN.

These plans are retained by the LEMO on behalf of the LEMC.

Plan/Policy	Date Adopted	Purpose/ Trigger	Combat / Responsible Agency
Sub Plan			
Emigrant Creek Dam Safety Emergency Plan	February 2021	Dam Failure	Rous Water
Ballina Byron Gateway Airport Emergency Plan	December 2023	Transport Emergency (Air)	Ballina Shire Council
Ballina Shire Flood Emergency Sub Plan – Volume 1 to 3	August 2023	Flood (Riverine)	NSW State Emergency Service
Northern NSW Infectious Disease Emergency Response Plan	November 2011	Communicable Disease (Human/Animal)	NSW Health
Supporting Plan			
Coastal Waters Marine Pollution Plan	September 2022	Transport Emergency (Sea) – Marine Oil or Chemical Spills and Maritime Incidents	Transport NSW – NSW Maritime

Plan/Policy	Date Adopted	Purpose/ Trigger	Combat / Responsible Agency
NSW North Coast Marine Oil and Chemical Spill Contingency Plan	January 2017 (Draft update in review – to be endorsed by REMC September 2024)	Transport Emergency (Sea) – Oil & Chemical Spills	Transport NSW – NSW Maritime
Welfare Services Functional Area Supporting Plan	September 2023	Welfare Services	Department of Communities and Justice
Consequence Management Guides			
Biosecurity Emergency CMG	February 2023	Agricultural Disease (Animal/Animal)	Department of Primary Industries
Earthquake CMG	November 2019	Earthquake	NSW Police Force
Tsunami Emergency CMG	February 2022	Tsunami	NSW State Emergency Service
Storm, Cyclone, East Coast Low CMG	November 2019	East Coast Low / Cyclone, Tornado	NSW State Emergency Service
Communicable Disease CMG	February 2023	Communicable Disease	NSW Health