

**Nambucca Valley Council**  
**Local Emergency**  
**Management Plan**  
**March 2021**



## Part 1 – ADMINISTRATION

### Authority

The Nambucca Valley Local Emergency Management Plan (EMPLAN) has been prepared by the Nambucca Valley Local Emergency Management Committee in compliance with the State Emergency and Rescue Management Act 1989.

#### APPROVED



Paul Gallagher (LEMO)  
Chair  
Nambucca Valley Local Emergency Management Committee

Date: 9 March 2021

#### ENDORSED



A/Assistant Commissioner Chad Gillies  
Chair A/RECON  
North Coast Regional Emergency Management Committee

Date: 17/05/2021

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## 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.

## Test and Review Process

The Nambucca 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

The Nambucca Valley is located on the Mid North Coast of New South Wales, between Port Macquarie and Coffs Harbour coastal growth region. It is half way between Sydney and Brisbane.

The Local Government Area (LGA) comprises an area of 1,491 sq. km. The LGA is bounded on the east by the Tasman Sea, the southern and western boundaries of the Valley are defined by the Nambucca River catchment, while the northern boundary begins approximately 10km north of Valla Beach and runs almost directly west. The Nambucca Valley has an estimated width of 23km at its widest extent, the eastern boundary adjacent to the coastline.

The area covered by this plan includes the whole of the Nambucca Valley which has a population of approximately 19,734, a large influx of people occur during the peak tourist times.

Situated within the plan area are the townships of Macksville, Nambucca Heads and Bowraville containing about 60% of the population. The villages of Scotts Head, Valla Beach, Hyland Park, Taylors Arm, Eungai and Eungai Rail also provide concentrations of population.

The Pacific Highway traverses the area on a North/South axis and carries a vast amount of local and interstate traffic. Heavy transport and large passenger vehicles regularly travel this highway giving rise to concern. The Nambucca River also passes through the Valley. This river system is expanding in recreational usage hence the potential for accidents and as for any coastal river there is the flooding threat. The main North Coast Railway Line passes through the area and the Sydney-Brisbane air corridor passes over the rugged interior of the Valley.

#### LANDFORM AND TOPOGRAPHY

The Nambucca Valley LGA has a wealth of natural resources, open coast and estuary beaches, escarpments, estuaries and wetlands.

The western part of the Valley consists of the rugged topography of the eastern edge of the New England Plateau, dominated by steep hill slopes and valleys. The eastern portion of the Valley is characterised by the gentle slopes of the Nambucca River and Taylors Arm floodplains and the adjacent undulating lands. Isolated steeper ridges from the New England Plateau cut into the eastern section of the Valley and define the middle reaches of the Nambucca River and Taylors Arm valleys. A number of substantial headlands exist in the floodplain and are separated by the beaches and dunal systems.

The major vegetation types found in the coastal region include Banksia, Swamp Paperbark, Brushbox, Blackbutt, Coastal Wattle/Spinifex, Kangaroo Grassland.

#### CLIMATE

The Nambucca Valley LGA has a mild temperate climate. The average maximum temperature is around 26 C, while the average minimum temperate is around 18 C. Rainfall averages between 1300mm and 1600mm per annum.

## LAND USE

Nambucca Valley LGA's urban form contains a mix of commercial, residential, recreational and civic functions. This gives way to small towns and villages that have developed principally in areas with some proximity to the various marine environments (ocean, estuaries and other water bodies).

Outside of the developed areas, agriculture is the largest industry, with cattle grazing the main activities.

Land Use Zone / Type / Classification	Area .HA	% of LGA
<i>Rural Zones</i>	110623.883	74.2%
<i>Residential Zones</i>	4488.924	3.0%
<i>Business Zones</i>	89.560	0.1%
<i>Industrial Zones</i>	153.926	0.1%
Special Purpose Zones	384.733	0.4%
Recreation Zones	491.111	0.3%
Environment Protection Zones	31606.866	21.2%
Waterway Zones	1202.190	1.3%
Unzoned Land	NIL	NIL

## POPULATION AND PEOPLE

The residential population of Nambucca Valley in the 2016 Census (REMPlan) was **19,734**. The main centres of population are the towns of Macksville, Nambucca Heads and Bowraville. Other towns include Scotts Head, Valla Beach and other small rural villages.

The median age is 51 years and comprised of:

15 - 29 yrs	15.5%
30 - 64 yrs	43%
>65 yrs	24%

## TRANSPORT ROUTES AND FACILITIES

### Road

The Pacific Highway forms the main road transport route giving access to the Nambucca Valley LGA from the north and south. New England National Park extends along much of the western boundary of the LGA, with minimal road access through that area. The LGA is served by a number of bus operators providing the major form of intra-area public transport.

Nambucca Valley Council also maintains a bridge network of 123 timber bridges, 43 concrete bridges, 6 other bridges (foot/bicycle) and 8 other bridge sized culverts.

### Rail

Countrylink operate through Macksville and Nambucca Heads Railway stations and a number of other stations within the LGA to provide access to and from Sydney and north to Grafton.

Both the road and rail corridors are vulnerable to bush fire causing interruption to service and access for commuters and businesses.

## **Air**

There are no commercial air services to the Nambucca Valley LGA.

## **Hospitals**

There is one public hospital in the LGA – Macksville District Hospital.

## **Schools**

There are 11 primary schools and 3 high schools in the LGA. In addition, 8 child care centres / pre-schools / kindergartens are operated.

## **Utilities**

*Water* - Reticulated water service is provided to all urban and some rural residential areas of the community through the Nambucca Valley Council. The Nambucca Valley water supply is a single source supply drawn from bores sunk into alluvial deposits adjacent to the Nambucca River upstream of the town of Bowraville. Studies have confirmed that the aquifer has limited storage capacity and cannot be expected to meet current and future water supply demands during periods of drought.

*Dam* - Council has constructed Bowra Dam as a water storage to ensure the valley's water supply is secured against drought. The project was completed in 2014 and the dam has a capacity of 5,000 Mega litres. The water storage is filled by pumping water from the bore field during times when river flow is not low. Environmental flows can be maintained in the river by feeding the stored water directly into the town water supply system during periods of low river flows.

*Sewerage* - Nambucca Valley Council provides reticulated sewerage services to the urban areas of Valla Beach, Nambucca Heads, Macksville, Bowraville and Scotts Head. Council operates 4 separate sewage treatment plants (STP) located at Nambucca Heads, Macksville, Bowraville and Scotts Head. Wastewater from the Bowraville STP is reused for agricultural purposes and the wastewater from the other plants is discharged to the environment in accordance with EPA licence requirements.

*Electricity* - Services are provided by Essential Energy.

## **Emergency Services**

There are 3 Fire and Rescue NSW stations in the LGA: Macksville, Nambucca Heads and Bowraville. Other emergency services in the LGA include NSW Police Force, NSW State Emergency Service, NSW Rural Fire Service, and NSW Ambulance.

## **ECONOMY AND INDUSTRY**

The following is a 2020 economic snapshot of the Nambucca Valley:

- Local construction continues to lead the economy.
- The connectivity from the upgrade of the Pacific Highway has brought the region closer together reducing the commuting distances to major centres either side of the Valley.
- Health care and social assistance continues to be the largest employer of the Valley rising to 16.9% in 2018.
- The aged care industry continues to experience increased investment and employment.



- The Valley has an expanding vehicle body manufacturing cluster group and a growing manufacturing sector selling greater than 90% of manufactured goods outside the Valley. The vehicle industry employs over 300 full time staff and turns over more than \$60m in manufactured products from the Valley.
- Agribusiness such as Macadamia's, Blueberries, Bananas, Avocados and Vegetables are well established in the Valley and continue to expand their operations with strong cattle sales through the cattle sale yards.
- The Nambucca Valley has experienced a continuous fall in the unemployment rate since the year 2000 and was 5.1% at 2019.
- A new public hospital has been constructed at North Macksville.
- Nambucca Valley Council is preparing for the construction of a new growth area in Valla comprising 550 hectares and designated for industrial, light industrial and residential development.

## Annexure B – Hazards and Risks Summary

The Nambucca LEMC review the hazards and risks on a regular basis. A review was undertaken in 2018 and 2019 and the Consequence Management Guides were endorsed by the Regional Emergency Management Committee in 2019. These are detailed as follows:

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat Responsible Agency
Biosecurity (Animal and Plant) Emergency	An agriculture/horticulture incident that results, or has potential to result, in the spread of a communicable disease or infestation.	Likely	Major	Extreme	NSW Department of Primary Industries
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.	Possible	Major	High	LEOCON
Building Collapse	Collapse of building owing to structural failure or impact from external/internal event of other hazards /incidents.	Unlikely	Major	High	FRNSW (USAR) LEOCON
Communicable Disease (Human)	Pandemic illness that affects, or has potential to affect, large portions of the human population	Likely	Catastrophic	Extreme	NSW Health
Earthquake	Earthquake of significant strength that results in localised or widespread damage.	Possible	Minor	Medium	LEOCON
Fire (Bush or Grass)	Major fires in areas of bush or grasslands.	Almost Certain	Moderate	Extreme	NSW RFS FRNSW

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat Responsible Agency /
Fire (Industrial)	Serious industrial fire in office complexes and/or warehouses within industrial estates.	Unlikely	Moderate	Medium	FRNSW NSW RFS
Fire (Residential/Commercial)	Serious residential fire in medium/high rise apartments. Serious commercial fires in shopping centres, aged persons units, nursing homes and hospitals.	Unlikely	Major	High	FRNSW NSW RFS
Flood - Dam Failure (included in Flood CMG)	A dam is compromised that results in localised or widespread flooding.	Rare	Moderate	Medium	Dam Owners NSW SES
Flood (Riverine/Flash)	River flows exceed the capacity of normal river systems resulting in flood waters escaping and inundating river plains	Almost Certain	Major	Extreme	NSW SES
Hazardous Materials	Hazardous material released as a result of an incident or accident.	Unlikely	Moderate	Medium	FRNSW
Heatwave	A sequence of abnormally hot conditions having the potential to affect a community adversely.	Likely	Major	Extreme	SEOCN
Landslip	Landslip/landslide resulting in localised or widespread damage.	Possible	Major	Extreme	LEOCON
Storm - Severe	Severe storm with accompanying lightning, hail, wind, and/or rain that causes severe damage and/or localised flooding.(includes tornado)	Possible	Moderate	High	NSW SES

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat Responsible Agency /
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 (Road and Rail)	A major vehicle accident or rail incident 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.	Possible	Major	Extreme	LEOCON
Transport Emergency (Sea)	A major accident that results in environmental damage and major recovery operation.	Rare	Major	High	Transport for NSW: Maritime
Transport Accidents involving Animals	Transport accidents involving animals requiring a coordinated response to manage health and safety of rescuers and public and maintain animals welfare.	Possible	Moderate	High	LEOCON
Tsunami	A tsunami wave of magnitude that presents a risk to land and marine elements.	Unlikely	Catastrophic	Extreme	NSW SES
Utilities Failure	Major failure of essential utility for unreasonable periods of time as a result of a natural or man-made occurrence	Likely	Moderate	High	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 Nambucca 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 and public release versions may be available on the Council Website.

Plan/Policy	Purpose	Combat / Responsible Agency	Document Type & Reference No.	Last Reviewed:
Nambucca Flood Emergency Sub Plan	Flood	NSW State Emergency Services	Sub Plan CM9: SF81: 4006/2013 <i>replaced Nambucca Shire Local Flood Plan SF1753: 7050/2011</i>	February 2013
NVC Floodplain Risk Management Plan	Flood	NVC	Supporting Plan CM9 SF1958: 26471/2017	Adopted by NVC on 25 May 2017.
NVC Dam Safety Emergency Plan - Bowra Dam	To comply with the NSW Dams Safety Committee requirements and the Dams Safety Act, 1978	Other - NVC	Supporting Plan CM9: SF2007: 16774/2015	Updated 27 March 2109.
Bush Fire Operations Plan and Risk Management Plan 2018	Bush Fire	NSW RFS  Lower North Coast Bush Fire Management Committee	Sub Plan  CM9: 11682/2021	
Neighbourhood Safer Places – Last Resort Guidelines	Fire	NSW Rural Fire Services	Supporting Plan  CM9: SF81 29122/2009	
NSW State Tsunami Plan 2018	Tsunami in NSW	NSW State Emergency Service		13 September 2018

Plan/Policy	Purpose	Combat / Responsible Agency	Document Type & Reference No.	Last Reviewed:
Mid North Coast Tsunami Response Arrangements 2013	Tsunami	State Emergency Services		
Nambucca LGA Emergency Operations Centre – Standing Operating Procedure	Emergency Operation Centre Arrangements	Nambucca LEMC	LEMC Document CM9: SF81:21332/2018	26 June 2018
NSW Welfare Services Functional Area Supporting Plan 2018	Welfare Services	DCJ – Department of Communities and Justice		June 2018
NSW Human Influenza Pandemic Plan 2018	Outlines the strategic intent, coordination arrangements, responsibilities and mechanisms to prepare for, respond to and recover from an influenza pandemic in NSW.	NSW Health		June 2018
Macksville Health Campus reviewed updated 2020	Local Hospital Emergency Arrangements	NSW Health		
NSW Telecommunications Services Functional Area Supporting Plan 2013		NSW Telco Authority		
NSW Agriculture and Animal Services Supporting Plan 2017 (NSW DPI)			Agriculture and Animal Services local coordination centre at Coffs Harbour Ph: 6650 3111	
Biosecurity (Plant and Animal) Sub Plan 2017				

<b>Plan/Policy</b>	<b>Purpose</b>	<b>Combat / Responsible Agency</b>	<b>Document Type &amp; Reference No.</b>	<b>Last Reviewed:</b>
NSW Evacuation Management Guidelines and COVID-19 Supplement	Outlines the principles, processes and responsibilities for managing evacuation. The supplement outlines controls that may reduce the risk to as low as reasonably practicable.	Resilience NSW	CM 9: 28447/2020	

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