City of Sydney
Local Emergency Management Plan

Photo: Katherine Griffiths / City of Sydney

January 2025

Acknowledgement of Country

City of Sydney Local Emergency Management Committee acknowledges the Traditional Custodians of the lands where we work and live. We celebrate the diversity of Aboriginal peoples and their ongoing cultures and connections to the lands and waters of NSW.

We pay our respects to Elders past, present and emerging and acknowledge the Aboriginal and Torres Strait Islander people that contributed to the development of this plan.

We advise this resource may contain images, or names of deceased persons in photographs or historical content.

City of Sydney Local Emergency Management Plan

Published by the City of Sydney on behalf of the City of Sydney Local Emergency Management Committee.

Acknowledgements

Members of the City of Sydney Local Emergency Management Committee.

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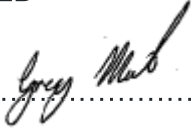
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1 Administration

1.1 Authority

The City of Sydney Local Emergency Management Plan (EMPLAN) has been prepared by the City of Sydney Local Emergency Management Committee in compliance with the *State Emergency and Rescue Management Act 1989*.

APPROVED

……………………………………………………………

Chair

City of Sydney Local Emergency Management Committee

Manager, Security and Emergency Management, City of Sydney, Greg Martin

Dated: 18 November 2024

ENDORSED

……………………………………………

Local Emergency Operations Controller

City of Sydney Local Emergency Management Committee

NSW Police Force Detective Superintendent, Martin Fileman

Dated: 21 November 2024

ENDORSED

……………………………………………………………

Chair

Sydney Metropolitan Emergency Management Region, Region Emergency Management Committee

NSW Police Force A/Assistant Commissioner, A. Johnson, O.B.O.

Regional Emergency Operations Controller, Assistant Commissioner, P. McKenna

Dated: 28 January 2025

1.2   Amendments

Proposals for amendment or addition to the contents of the Pre-Event Recovery Plan are to be forwarded to:

The City of Sydney Local Emergency Management Officer

lemc@cityofsydney.nsw.gov.au

02 9265 9333

Version history

Version updates are recorded in the following table:

Amendment Number	Amendment Date
001	<insert date>

2   Introduction

2.1   Purpose

The purpose of this plan is to detail arrangements for the prevention of, preparation for, response to and recovery from (PPRR) emergencies within the Local Government Area(s) (LGA) 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 are therefore controlled by the LEOCON
- Circumstances where a Combat Agency has passed control to the LEOCON.

2.2   Objectives

The objectives of this plan are to:

- Define Functional Area, Supporting Agency and Participating Organisation roles and responsibilities to prevent, prepare for, respond to and recover from emergencies
- Set out the control, coordination and liaison arrangements at the local level
- Detail activation and alerting arrangements for involved agencies
- Detail arrangements for the acquisition and coordination of resources.

2.3   Scope

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

- Arrangements detailed in this plan assume that the resources upon which the plan relies are available when required.

- The effectiveness of arrangements detailed in this plan is dependent upon all involved agencies preparing, testing and maintaining appropriate internal instructions and/or standing operating procedures.

2.4   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 NSW. 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 the local level. If local agencies and available resources are not sufficient, they are augmented by those at the 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 LGA or region if they are needed.

e) The LEOCON is responsible, when requested by a Combat Agency, to coordinate the provision of resources support. Emergency Operations Controllers (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 with the 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.

2.5   Audience

The audience for this plan is the City of Sydney Local Emergency Management Committee and local non-government organisations (NGOs) business and community groups with a significant role in emergency management.

Although the wider community is not the primary audience, community members may find the contents of this plan informative.

Parts 9 to 12 contain restricted operational information that is not made publicly available due to the sensitivity and privacy of the information contained. The Local Emergency Management Committee will make available the restricted sections to Combat Agencies and Functional Areas.
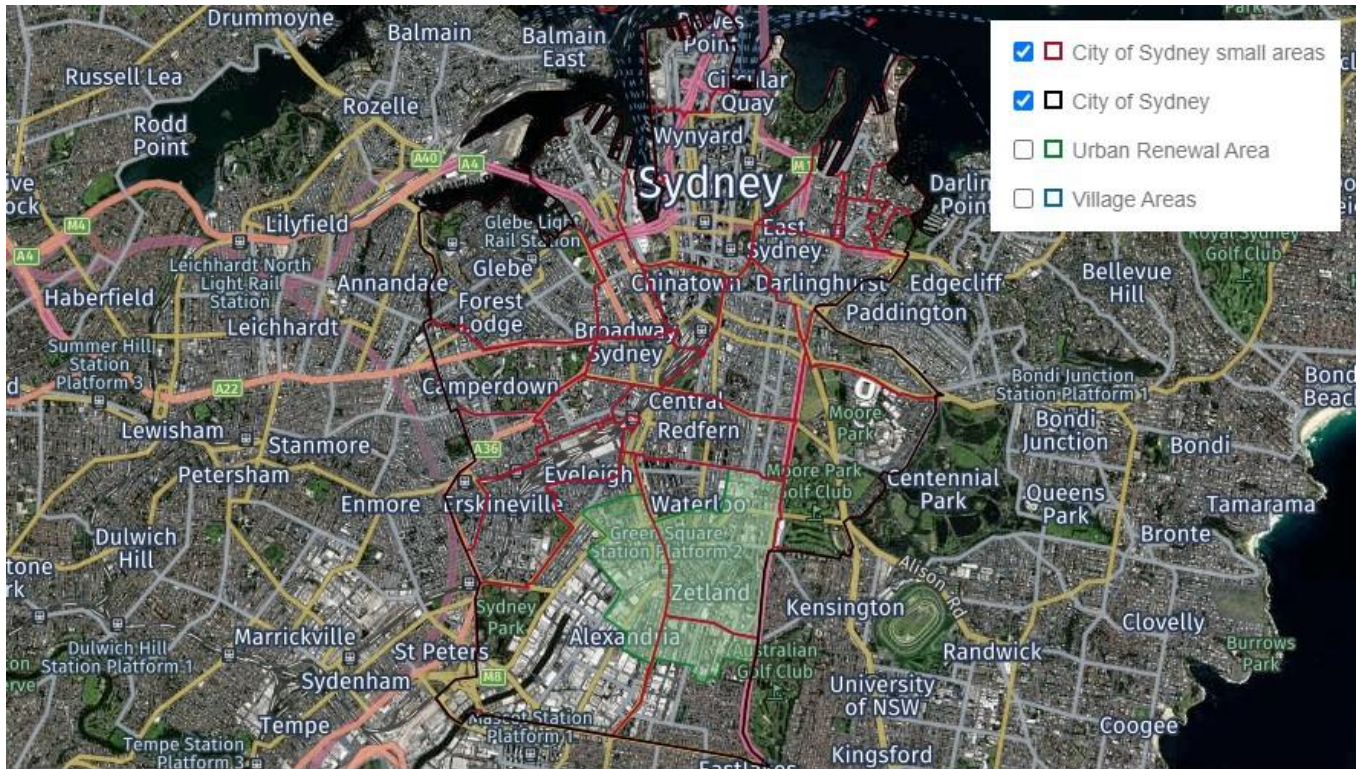
2.6   Test and review process

The City of Sydney Local Emergency Management Committee will review this plan every 3 years, or following any:

- Activation of the plan in response to an emergency
- Legislative changes affecting the plan
- Exercises conducted to test all or part of the plan.

3   Community context

3.1   General

Compiled and presented in profile.id by .id (informed decisions)

[1]The City of Sydney is a mixed-use area, with residential, commercial, industrial, and institutional land use. The local area encompasses a total land area of about 26 square kilometres.

The local area is served by the Bradfield Highway, the Cahill Expressway, the Eastern Distributor, the Western Distributor, Parramatta Road, several railway lines and many buses and ferries.

Major features of the City include the Sydney CBD, Chinatown, Sydney Harbour, Darling Harbour, Circular Quay, Sydney Harbour Bridge, Sydney Opera House, Sydney Tower Eye & Skywalk, ICC Sydney (International Convention Centre), Sydney Observatory, Wild Life Sydney Zoo, Sea Life Sydney Aquarium, The Star (Casino, Hotel & Entertainment Centre), Powerhouse Museum, Sydney Cricket Ground, Allianz Stadium, The Rocks, The University of Sydney (Camperdown/Darlington, Burren Street and Mallett Street Campuses, Conservatorium of Music and Sydney Law School), University of Technology Sydney (City Campus), Sydney TAFE (Eora and Ultimo Colleges), The University of Notre Dame Australia (Broadway and Darlinghurst Campuses), The University of New South Wales (CBD and Paddington Campuses), Central Queensland University (Sydney Campus), University of Tasmania (Darlinghurst Campus), Western Sydney University (Sydney City Campus), Royal Prince Alfred Hospital, St Vincent's Hospital, Sydney Hospital, Sydney Dental Hospital, Sydney Eye Hospital, Royal Botanic Gardens, The Domain, Hyde Park and numerous marinas, wharves, museums, theatres and parks.

The City of Sydney includes the suburbs of Alexandria, Annandale (part), Barangaroo, Beaconsfield, Camperdown (part), Centennial Park (part), Chippendale, Darlinghurst, Darlington, Dawes Point,

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[1] The city at a glance https://www.cityofsydney.nsw.gov.au/guides/city-at-a-glance

Elizabeth Bay, Erskineville, Eveleigh, Forest Lodge, Glebe, Haymarket, Millers Point, Moore Park, Newtown (part), Paddington (part), Potts Point, Pyrmont, Redfern, Rosebery (part), Rushcutters Bay, St Peters (part), Surry Hills, Sydney, The Rocks, Ultimo, Waterloo, Woolloomooloo and Zetland.

3.2   Landform and topography

The City of Sydney is in the heart of the Sydney metropolitan area and features a mix of urban and natural landscapes. The land is generally low-lying, with some elevated points, such as Observatory Hill, but lacks major elevations. It is characterised by flat to gently undulating terrain, typical of areas near the coast.

Sydney Harbour is the most prominent water feature and forms the northern boundary of the local area. It consists of many bays, coves, and inlets, providing a scenic waterfront that includes landmarks like the Sydney Opera House and Harbour Bridge.

Cooks River and Botany Bay catchments lie outside the local area however, some parts of the city fall within the drainage areas of these systems.

Creeks and Stormwater Canals are smaller creeks and drainage systems and are often integrated into urban stormwater management systems. These waterways have largely been modified by human activity, with some areas channelled underground.

The local area is highly urbanised, with much of the natural landforms altered for development. Parks and green spaces, such as the Royal Botanic Garden, Hyde Park, and Barangaroo Reserve, offer preserved natural areas.

Parts of the foreshore, particularly around Darling Harbour and Barangaroo, consist of reclaimed land, where natural wetlands and inlets were filled to support urban expansion.

Overall, the City of Sydney is heavily influenced by its coastal and harbour setting, with water features defining much of its character, while the landforms have been shaped by urban development.

3.3   Climate

A summary of the major climate statistics is provided below. Further information can be found at the Bureau of Meteorology website.

| Statistics	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual
Temperature													
Mean maximum temperature (°C)	27.0	26.8	25.7	23.6	20.9	18.3	17.9	19.3	21.6	23.2	24.2	25.7	22.8
Mean minimum temperature (°C)	20.0	19.9	18.4	15.3	12.3	10.0	8.9	9.7	12.3	14.6	16.6	18.4	14.7
Rainfall													
Mean rainfall (mm)	91.1	131.5	117.5	114.1	100.8	142.0	80.3	75.1	63.4	67.7	90.6	73.0	1149.7
Decile 5 (median) rainfall (mm)	67.0	108.3	99.1	75.5	62.8	110.6	60.5	46.1	42.2	44.9	91.4	66.8	
Mean number of days of rain ≥ 1 mm	8.2	9.0	10.1	7.9	7.9	9.3	7.2	5.6	5.8	7.6	8.7	7.9	95.2
Other daily elements													
Mean daily sunshine (hours)													
Mean number of clear days	7.2	5.5	8.0	9.2	10.2	9.2	12.0	15.0	11.8	9.3	5.5	6.6	109.5
Mean number of cloudy days	12.5	13.2	11.6	9.8	10.8	10.3	8.9	6.5	7.3	9.5	13.9	12.9	127.2
9 am conditions													
Mean 9am temperature (°C)	22.4	22.1	20.7	18.0	14.5	11.9	10.9	12.7	16.2	18.7	19.4	21.2	17.4
Mean 9am relative humidity (%)	71	76	74	72	75	74	72	64	60	61	67	69	70
Mean 9am wind speed (km/h)													
9am wind speed vs direction plot	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
3 pm conditions													
Mean 3pm temperature (°C)	25.2	25.3	24.2	22.0	19.5	17.2	16.7	18.0	19.8	21.1	22.2	23.9	21.3
Mean 3pm relative humidity (%)	60	62	59	58	58	56	52	47	49	53	57	58	56

3.4   Land use

City Plan 2036: Local strategic planning statement is a 20-year land use vision that links state and local strategies with our planning controls to guide development.

The Sydney Local Environmental Plan 2012 including maps adopted by this plan has been developed to regulate land use and development in our area.

Land use

City of Sydney

■ Parkland: 14.0%   ■ Residential: 48.0%   ■ Other: 38.0%
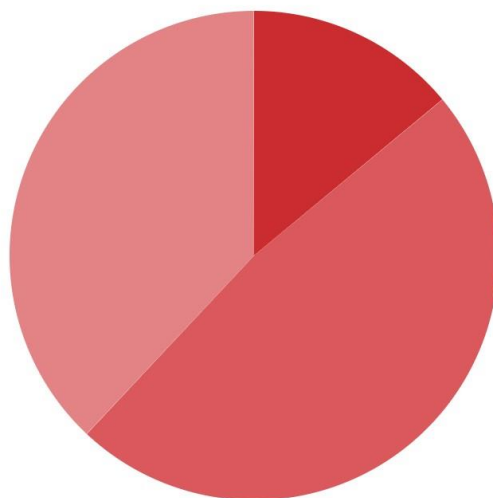
.id informed decisions

3.5   Population and people

[2]The city of Sydney is one of the largest and fastest growing local areas in Australia. As of 30 June 2022, the estimated resident population in our local area was 218,096 people. This represents around 4.1% of Greater Sydney's total population of 5,302,736. The population density in the City of Sydney area is 8,176 people per square kilometre compared to 429 people per square kilometre for Greater Sydney. From 2017 to 2022, the population fell by nearly 10,000 people, representing a 4% decrease over this period. Covid disrupted migration patterns, which largely contributed to this loss. Before Covid, the City of Sydney was growing at an average yearly rate of 2.8% from 2012 to 2019 compared to the metropolitan average of 1.7%.

In the 2022/23 financial year, 5.4 million international and domestic overnight visitors stayed in commercial accommodation in the local area. This represents around 81% of levels seen before the pandemic in the 2018/19 financial year. In 2018/19, the top 3 countries of visitors were China, the US and UK. In 2022/23, the top 3 countries of visitors were the US, UK and New Zealand. In 2022 nearly 114,000 residents living in the local area were born overseas. Nearly 82,000 speak a language other than English at home.

Mandarin was the most prevalent, with an estimated 20,000 speakers in 2022 followed by Cantonese and Thai, each with an estimated 6,500 speakers in the local area. Our local area is also home to one of Sydney's largest communities of Aboriginal and Torres Strait Islander peoples.

The median age of residents is 34 years and relatively younger compared to the Greater Sydney median of 37 years. In 2022 our largest group were 25–29-year-olds, making up almost 17% of our resident population or just over 36,000 people. This was followed by 30–34-year-olds, representing around 16% of the resident population or nearly 35,000 people. Collectively, these 2 groups represent around a third of the City of Sydney population in 2022. Conversely, there are proportionally fewer teenagers, children and people aged 75 and older residing in our local area compared to Greater Sydney.

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[2] The city at a glance https://www.cityofsydney.nsw.gov.au/guides/city-at-a-glance

In 2022 lone person households represented around two-fifths of total households in the local area, making it the largest group. In June 2022 there were 138,184 dwellings in the local area with around 89% representing private dwellings. Private dwellings are all housing except boarding houses, student accommodation and residential care services such as aged care. Around 81% of all private dwellings were in multi-storey apartment buildings and just over 16% were terrace houses.

In 2021 around 64% of the 126,800 working residents who lived in our local area also worked here. Just over 460,000 people who lived outside the local area also identified as working in the city. In 2021, around 540,600 people had jobs located in our local area. Nearly a quarter worked in the finance and financial services sector and over one-fifth worked in professional and business services. Around half of the local workforce in 2021 were born overseas with people born in India, UK and China each representing around 6% of the total workforce in the city.

3.6   Transport

Over 60% of households have access to a car in the city compared to nearly 90% in Greater Sydney.

The average number of cars per household in the City of Sydney local area is 0.8 which is around half the rate for Greater Sydney (1.5).

In 2016, public transport use accounted for 35% when commuting to work while just over a quarter (26.3%) drive to work and nearly a third (32.5%) of residents used active transport to work such as riding a bike or walking.

3.7   Economy and industry

In 2021 the median household income for local households was $2,212 per week and was $135 higher than the Greater Sydney median. Median personal income was $1,241 per week and was $360 higher than the Greater Sydney median. Median rent in the city was $550 per week and was $80 higher than the Greater Sydney median. Median mortgage repayment was $2,700 per month and was $273 higher than the Greater Sydney median. Around one third of all rental households were paying over 30% of household income on rent. Around one fifth of all owner mortgage households were paying over 30% of household income on repayments.

Being the economic and cultural heart of the Greater Sydney area, the city is highly and densely urbanised. Our local area has nearly 38 million sqm of internal floor space. In 2017, around 45% of internal floor space was devoted to businesses in key industries including the finance sector, professional and business services and tourism. Just over a third (34.4%) was dedicated to residential uses.

4 Hazards and risk summary

A Local Emergency Risk Assessment has been undertaken by the City of Sydney Local Emergency Management Committee. This identifies 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.

The Local Emergency Risk Assessment aligns to AS/NZ ISO 31000:2018 – Risk Management – Guidelines and the National Emergency Risk Assessment Guidelines Handbook 2020.

The Local Emergency Risk Assessment should be referenced to identify the complete list of consequences and risk descriptions.

The Resilient Sydney Strategy 2025-20230 and the City of Sydney Resilience Strategy 2023-2028 (Disaster Adaptation Plans) may be referenced for disaster adaptation measures.

A summary of all risks including priority, category, risk level and ranking are detailed in the Risk Assessment Table along with definitions below:

Risk

Risks relating to the City of Sydney LGA determined through the risk identification process.

Risk priority

The outcome of the risk evaluation process is to assign a priority to each risk based on the risk level and confidence associated with that risk. Risks are prioritised from level 1 (highest priority, requiring the highest level of attention) to level 5 (lowest priority, requiring monitoring and maintenance of existing controls). NERAG Tables 15-19 are used to determine the level of priority, based on the level of overall confidence for the risk, and the likelihood and consequence levels.

Risk category

Following risk prioritisation, each evaluated risk is assigned to one of the following categories:

Category 1: Requiring treatment (Risk Priority 1–4)

Category 2: Requiring further analysis and subsequent re-evaluation

Category 3: Requiring ongoing monitoring and maintenance (Risk Priority 5)

Risk level

The qualitative risk matrix (NERAG Table 11) combines the consequence and likelihood levels to determine the risk level, which ranges from very low to extreme. The risk level of each risk is to be recorded in the risk register.

Ranking

When the risk assessment is complete (identification, analysis, and evaluation), risks should be ranked to determine which order they are considered for treatment planning and/or further assessment. The suggested process for risk ranking is:

1. Rank risks by Priority (Priority 1 is the highest, 5 is the lowest)

2. Within each of the 5 levels of Priority, rank by Category (Category 1 is highest priority to treat risks etc.)

3. Within each 3 Categories, rank by risk level (Extreme risk is the highest, Very Low Risk is the lowest) The possible combinations of Priority, Category and Risk Level in the sections above results in a total of 27 possible rankings of risk, as shown in NERAG Table 20.

Combat agency

A Combat Agency is the agency identified in the State Emergency Management Plan as the agency primarily responsible for controlling the response to a particular emergency.

Risk	Risk priority	Risk category	Risk level	Ranking	Combat agency/ responsible agency
Transport emergency, disruption, or failure (air/road/rail/maritime)	1	3	Extreme	1	Emergency Operations Controller
Infrastructure failure (electricity, telecommunications, water, gas)	2	3	Extreme	2	Emergency Operations Controller
Severe and extreme heatwave	2	3	High	3	State Emergency Operations Controller
Structure collapse or compromise	3	1	High	4	Fire and Rescue NSW
Terrorism	3	3	Extreme	5	NSW Police Force

Risk	Risk priority	Risk category	Risk level	Ranking	Combat agency/ responsible agency
Pandemic Influenza, and other human infectious disease emergencies	3	3	High	6	NSW Health
Tsunami	3	3	High	6	NSW State Emergency Service
Civil unrest/disorder/violence/riot	3	3	High	6	Emergency Operations Controller
Subsidence	3	3	Medium	7	Emergency Operations Controller
Flash flood	4	3	Medium	7	NSW State Emergency Service
Severe weather	4	3	Medium	7	NSW State Emergency Service
Biosecurity	4	3	Medium	7	Department of Primary Industries & Regional Development
Hazardous materials, waste, and air quality	5	3	High	8	Fire and Rescue NSW (land & inland waters)/Port Authority/NSW Health
Earthquake > 5.5 magnitude	5	3	High	8	Emergency Operations Controller
Fire (commercial, residential, industrial, structure)	5	3	High	8	Fire and Rescue NSW

4.1 Risk treatment plan

Risk	Risk treatment (decision action)	Responsible agency	Timeframe	Status
Structure collapse or compromise	The Opal Towers Structural Integrity Debrief recommends that all LEMCs consider having a consequence management guide developed for High Rise Building incidents where appropriate and that this should be mandatory for all Metro LEMCs.	LEMC/Combat Agency	N/A	Completed
Hazardous materials/waste/air quality	NSW Emergency Waste Sub Plan requires councils to develop a waste management plan or include waste management in LEMC consequence management guides to ensure timely and efficient waste management in emergencies.	LEMC/Combat Agency	N/A	Completed
Civil unrest	NSW Police Force to develop an LEMC consequence management guide for emergency response to civil unrest.	LEMC/Combat Agency	N/A	Completed

5   Local plans and policies

Responsibility for the preparation and maintenance of local plans rests with the relevant lead agency (e.g. Combat Agency).

Local plans are developed in consultation with the City of Sydney LEMC and the community.

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

These plans are retained by the Local Emergency Management on behalf of the LEMC and public release versions may be made available on the City of Sydney and NSW Reconstruction Authority websites.

Plan/policy	Purpose	Responsible agency
City of Sydney Pre-Event Recovery Plan	To outline the arrangements for recovery within the City of Sydney	City of Sydney
City of Sydney Resilience Strategy 2023-2028	A strategy to strengthen our community's ability to prepare for, withstand and adapt following major disruptions	City of Sydney

6   Informal volunteer management

The LEMC recognises that informal volunteers may be a source of local knowledge, skills and surge capacity to meet the immediate demands of an emergency and facilitate recovery.

The following resources should be considered when planning for informal volunteers:

- Volunteering – Australian Disaster Resilience Knowledge Hub
- Spontaneous Volunteer Management Resource Kit – Australian Government
- NSW Volunteer Charter – NSW Government
- Managing spontaneous volunteers in emergencies: a local government perspective

The City of Sydney's Volunteer Policy provides principles and guidance as to how people who donate their time should be engaged, inducted and managed.

The LEMC has considered the community and risk profile of the local area and identified opportunities where informal volunteers may be engaged.

Opportunity	Purpose	Existing groups to liaise with
Emergency food relief	For community	Safe City
Emergency/disaster response and recovery	For community	Security and Emergency Management Unit

7   Engagement and communication plan

As the local government authority for Sydney's CBD and surrounds, the City of Sydney has an important role to play in responding to and managing emergency situations in our area. Our communities look to us for information and advice in the lead up to, during and following emergencies, so it's essential we have a strong emergency communications capability.

The City of Sydney Emergency Communications Framework outlines the principles of our approach to emergency communications, explains when and how we activate emergency communications, and outlines the channels we can use in a range of emergency situations.

The City of Sydney has a range of communications channels we can use to communicate with our communities in times of emergency. These include media, social media, City of Sydney News, QMS screens, corporate website, What's On, internal communications, e-newsletters, Google My Business listings, venue signage, advertising and letters.

City Communications can advise on the most appropriate communications channels to use for the different types and phases of emergency situations.

City Communications has prepared a suite of communications materials across a range of channels for use in the emergency situations covered in this framework.

8   References

State emergency management policy

- Evacuation Management Guidelines (PDF 791.88KB)
- Local Emergency Management Planning Guidelines (PDF 356.51KB)
- Local Emergency Management Plan Template (DOCX 101.93KB)
- Consequence Management Guide Template (DOCX 60.78KB)
- Emergency Management Planning Guidelines – State sub and Supporting Plans (PDF 296KB)
- State Emergency Management Planning Guidelines Supporting Plan Template (DOCX 943.83KB)
- State Emergency Management Planning Guidelines Sub Plan Template (DOCX 899.18KB)
- NSW Government Emergency Management Community Engagement Framework (PDF 449.76KB)
- NSW Government Emergency Management Community Engagement Strategy (PDF 509.2KB)

State Emergency Management Plan (EMPLAN)

- State Emergency Management Plan (EMPLAN)

State Emergency Management Supporting Plans

- Agriculture and animal services Supporting Plan
- Energy and utility services Supporting Plan
- Engineering services Supporting Plan
- Environmental services Supporting Plan
- Health services Supporting Plan
- Public information Supporting Plan
- NSW Recovery Plan
- Telecommunications services Supporting Plan
- Transport services Supporting Plan
- Welfare services Supporting Plan

State Emergency Management Sub Plans

Natural disasters

- Bushfire emergency Sub Plan
- Flood emergency Sub Plan
- Heatwave emergency Sub Plan
- Storm emergency Sub Plan

- Tsunami emergency Sub Plan

Energy and technology

- Electricity supply emergency Sub Plan
- Cyber security emergency Sub Plan
- Lucas Heights emergency Sub Plan
- Natural gas supply emergency Sub Plan

Environmental

- Disaster waste Sub Plan
- Hazardous materials emergency Sub Plan
- Coastal waters emergency Sub Plan
- Mass fish kill Sub Plan
- Wildlife in emergencies Sub Plan

Precincts and areas

- Blue Mountains snow emergency Sub Plan
- Botany Bay emergency Sub Plan
- Hawkesbury-Nepean flood emergency Sub Plan
- Kooragang precinct emergency Sub Plan
- Sydney CBD safety Sub Plan

Transportation and infrastructure

- Aviation emergency Sub Plan
- Major structure collapse emergency Sub Plan
- Mine emergency Sub Plan

Food and biosecurity

- Biosecurity emergency Sub Plan
- Food safety emergency Sub Plan

Pandemic

- Human influenza emergency Sub Plan

Terrorism

- Counter terrorism emergency Sub Plan

Sydney Metropolitan Emergency Management Region

- Region Emergency Management Plan
- Sydney Harbour marine emergency Sub Plan