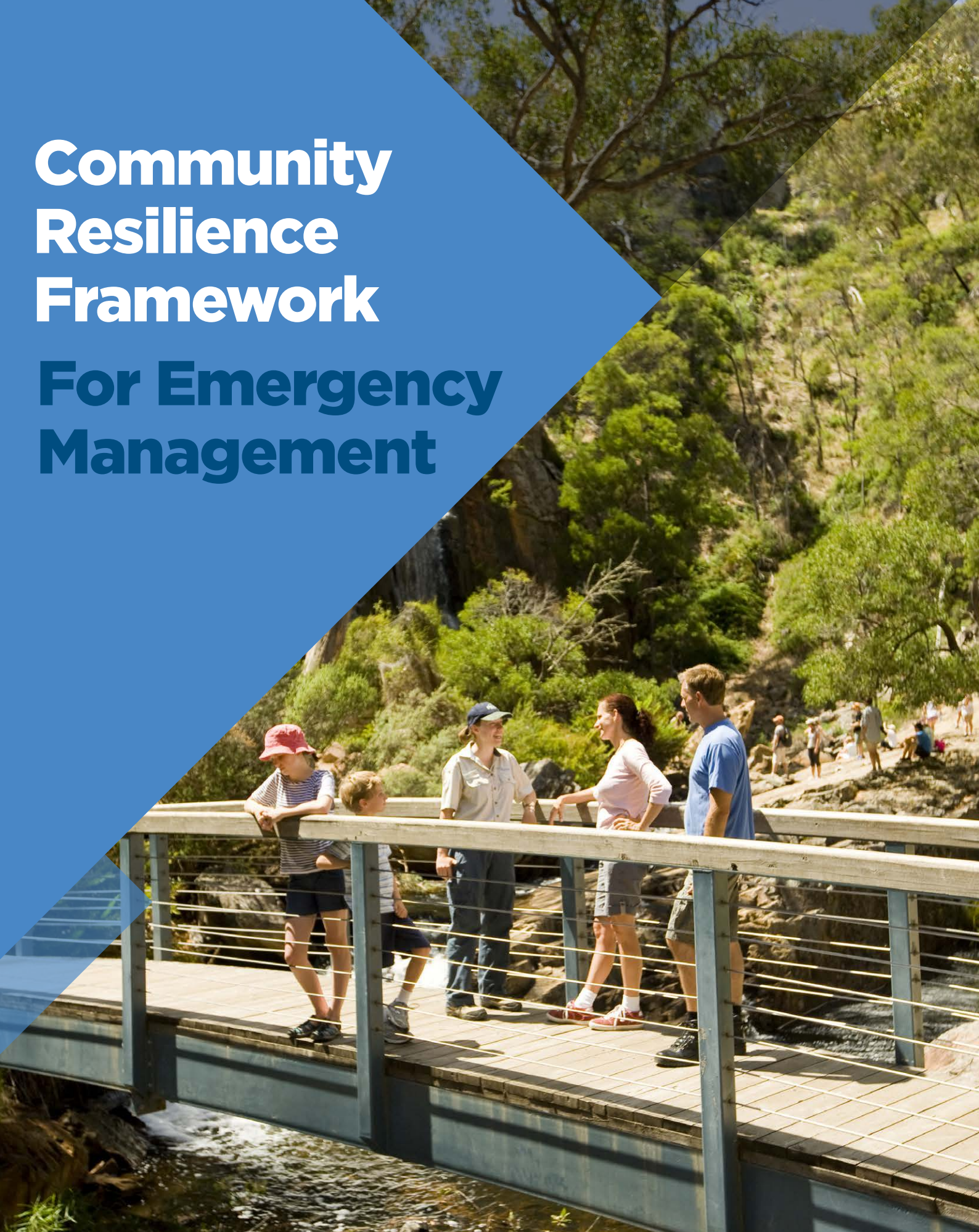


Community Resilience Framework For Emergency Management





Acknowledgment of Country

Emergency Management Victoria (EMV) acknowledges Aboriginal and Torres Strait Islander people as the Traditional Custodians of the land. EMV also acknowledges and pays respect to the Elders, past and present and is committed to working with Aboriginal and Torres Strait Islander communities to achieve a shared vision of safer and more resilient communities.

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Foreword

Commissioner Craig Lapsley



The Victorian community is already resilient in many ways. Victoria's social civil and democratic structures, the rule of law, developed economic base, rich and varied physical environment and inherent community diversity are the foundations upon which a resilient community is built.

Many of the emergency management organisations across the State are expressions of that solid foundation - fire brigades (both urban and rural, paid and volunteer), the ambulance service, Victoria Police, the State Emergency Service, Red Cross, the health and human service functions of government. More than 60 organisations play critical roles in the State's emergency management arrangements.

Many other public and private organisations, industries and businesses also step up to assist in emergencies.

A community with that level of active participation in emergency management is already structured to withstand the acute shocks and chronic stresses that confront modern society.

However, community resilience is a long end game. Victoria, Australia and the world have been focussed on defining what it is and how we do it.

The Community Resilience Framework for Emergency Management has been built based on research, evaluation and knowledge and expertise from the ground up with a broad range of emergency management and community stakeholders keen to embed the notion of safer and more resilient communities in the way we operate.

To do this, and to build resilience across Victorian communities, partnerships are essential, both across agencies and with the community. A range of strategies and programs are already contributing to this approach.

Despite our best efforts, we will be challenged and faced with loss. Both the incidence and severity of emergencies in Victoria will continue to grow, just as the community itself continues to grow. Some of the factors influencing this are beyond our immediate control.

In the end, the cause of an emergency is less important than the capacity of a community to respond to it, to recover from it, to rebuild and to revitalise.

It is that ability to regroup after an acute shock or face up to a chronic stressor that marks a community as resilient. It's this that Victoria is focussed on.

A handwritten signature in blue ink, appearing to read 'CW Lapsley', with a stylized flourish at the end.

Craig Lapsley PSM
Emergency Management Commissioner
Emergency Management Victoria

Executive Summary

The Community Resilience Framework for Emergency Management has two focuses. The first is community, which is at the centre of all emergency management activity in Victoria. The second is the emergency management sector in its broadest definition.

In essence, this Framework is about ensuring that everything those involved in emergency management in Victoria do helps in turn to build a safer and more resilient Victoria.

Like so much in this area, the responsibility is a shared one. But there is greater onus upon emergency managers to ensure that Victorians individually and collectively are empowered to become more resilient.

This is not about transferring risk or responsibility. It is about sharing these more effectively and realistically and understanding how this will be achieved.

At the heart of the Framework are seven resilience characteristics that emergency managers should aim to strengthen and encourage in communities. These characteristics are:

- › Safe and well
- › Connected, inclusive and empowered
- › Dynamic and diverse local economy
- › Sustainable built and natural environment
- › Culturally rich and vibrant
- › Democratic and engaged
- › Reflective and aware

These characteristics are not immediately “emergency” related but reflect instead the qualities that enable all sorts of communities to avoid or manage emergencies and to enable them to rebuild and re-establish when necessary.

Our dependence on vulnerable systems is highlighted when disruption occurs through stresses and shocks that affect our society and

economy and require the sector and its partners to work together to limit the consequences of events.

Increasing resilience involves a focus on the strength and sustainability of a community’s lifelines, as well as building and strengthening the links between people and the services, systems and structures that support the community to function.

All of this complements the aim of strengthening the wellbeing, liveability, sustainability and viability of communities across the State.

Bringing this together, the Framework provides a holistic and integrated approach to resilience. It provides the foundation upon which the sector’s strategies, programs and actions can be planned, integrated and implemented, building safer and more resilient communities.

Representatives from more than 50 organisations, departments, local government, universities and community groups have contributed to the development of this Framework.

Some organisations are already well down the path of testing the application of the Framework.

The VICSES Community Resilience Strategy 2016-2019 provided an opportunity to both align and test the principles embodied in the Framework. Both CFA and MFB have also adopted the resilience principles embodied in the Framework.

There is no “one-size fits all” answer to what it is to be a resilient community or how organisations can collaborate and take actions to reduce the consequences of emergencies. One resilient organisation and community will look different to another. Each will have different social and settlement qualities, risks, services, leadership networks and characteristics – but communities will often have common elements that work together to build resilience.

In this way, the Framework highlights the need for, and encourages us to embrace, the importance of planning for resilience, not just planning for disaster.



Aim and Objective of the Framework

This Framework is aimed at people and organisations operating within the emergency management sector in Victoria. However, it has wider applicability and establishes the basis for common understanding of language and future direction. It provides guiding principles and seven community resilience characteristics that invite individuals, communities and practitioners who play a role in emergency management to engage with community resilience.

A key aim of this Framework is to support the Victorian emergency management sector to align and advance investment toward achieving a shared vision for resilience.

The objective of this Framework is to bring the community to the centre of the emergency management sector's strategies, programs and approaches by establishing a foundation upon which all emergency management activities can be developed and implemented.

Alignment with this Framework will support all emergency management organisations in Victoria to:

- Participate in achieving the vision of safer and more resilient communities;
- Realign policies, programs and activities to help build and strengthen community resilience characteristics;
- Empower staff, volunteers and key partners to better understand and participate in achieving the shared vision;
- Work together to adopt and use Community Based Emergency Management;
- Improve connection and collaboration within organisations involved in emergency management and between these organisations and the community;
- Improve the capacity of emergency managers and their organisations to connect with communities and support them to better understand shocks and stresses and take action before, during and after emergencies;
- Plan for and support resilient recovery through

connecting community systems and networks to support wellbeing, liveability, sustainability and viability outcomes after an emergency;

- Utilise land use planning systems to reduce, as far as is practicable, community exposure to unreasonable risks from known hazards;
- Integrate planning and implementation to reduce risks in a measured and meaningful way.

If successful we should see:

- The emergency management sector align with the broader Victorian Whole of Government approach to resilience;
- Opportunities for agencies to 'work as one' with communities, government, business, industry and non-government organisations;
- Increased opportunities for a range of organisations to connect and work together as part of the community, particularly at the local level;
- Strengthened connections and lifelines identified through collaborative and inclusive approaches;
- The opportunity to identify and measure changes in community characteristics to support continual improvement processes.

“ **Communities are at the centre of everything we do.** ”

Craig Lapsley - Emergency Management Commissioner



Guiding principles

The Framework is underpinned by the following guiding principles that closely align with the Community Based Emergency Management Approach, to develop safer, more resilient communities:

- › Each community is **unique** with existing and evolving levels of safety and resilience;
- › **Volunteers** are critical and perform a fundamental role in building and strengthening communities
- › **Listening** is vital and support should be relevant to, and respectful of, communities' needs and pace;
- › **Locally tailored** planning and engagement processes should support community and organisational leadership, through the development of mutual goals and solutions;
- › These processes draw upon combined community and organisational strengths and are **accessible** to, and **inclusive** of, all in the community;
- › **Partnerships** between agencies, community service organisations, business and industry and with the community will be essential to supporting the community to achieve their goals;
- › **Collaborative** processes aim to support people to manage long term challenges (chronic stresses) while better preparing to cope and recover from emergencies (acute shocks).

Safer And More Resilient Communities



Understanding Victorian Communities

Communities are rich, complex and exist in many shapes and forms, generally sharing common characteristics or interests. They can be communities of place (defined by a geographical area such as a city, township, suburb or locality) or communities that share a similar interest, attribute, bond or passion (including faith based groups, sporting clubs or other social networks).

Victoria's greatest asset is its diverse society. The state has a rich Aboriginal heritage and is home to people from more than 200 countries and 260 cultural and linguistic backgrounds. People identify in different ways with respect to their age, gender, ethnicity, cultural background, ability, sexual orientation, faith and socio-economic status, and the communities with which they connect can be many and varied.

The more that emergency managers can support these different communities to be resilient, the stronger and more prepared Victoria will be to navigate the chronic stresses and acute shocks that may come in the future.

Understanding the needs, capabilities and expectations of these different communities is essential in ensuring their safety and strengthening their resilience.

Every physical and interest-based community in Victoria is different. Many of these communities are changing rapidly. Some are experiencing significant growth, which presents both challenges and opportunities. Others, particularly in rural areas, are potentially in decline.

Overall, the Victorian community is ageing. It remains deeply rooted in urban environments, some of which intersect significantly with the surrounding rural landscape.

One of the defining issues for many rural communities is that many services are less accessible. The General Social Survey 2006 found that over 40 percent of people in rural areas encountered difficulties accessing basic services such as medical care, employment services, telecommunications, Centrelink, banks, disability services and family assistance. Rural communities and communities on the rural-urban fringe may also be exposed to greater risks from shocks such as bushfires and floods.

While the population in some rural areas is in


decline, Victoria continues to grow. From 2015 to 2031, the population of Victoria is projected to grow by 1.8 million to 7.7 million, reaching a population of 10.1 million by 2051. During the same period, Victoria will be challenged and confronted in ways that will test the resolve of communities and the emergency management sector.

The pressure to develop land and to rebuild after shocks will be high. How we interact with the land, adapt to Victoria's environment and work together will be critical to managing risks from natural hazards and responding to the consequences of emergencies through good policy, design and human connection.

Communities share many common characteristics. Resilient communities are, however, often connected and able to work together to manage stresses and cope with emergencies. They are self-reliant and able to manage local issues, together with the ability to draw upon other communities and organisations during times of significant need.

Working together to build and strengthen lifelines such as roads, utilities and facilities means that the community and their support systems can continue to function in the face of extremes such as high temperatures, rising water levels, storms, bushfires and potential terrorist attacks. Appropriate land use planning arrangements and advice guides expansion or redevelopment away from known high hazard areas, with existing vulnerabilities managed through modifications and potential relocation to safe areas.

Buildings and critical assets are constructed, hardened or retrofitted to meet code standards, based on agreed risk tolerance levels and modelled consequences of emergencies. The natural environment is recognised, protected and enhanced to support ecosystems, natural resources and provide local amenity.



Resilient communities access and use up-to-date information to support decision making processes and take action before, during and after emergencies.

The shift from the “emergency services” to “emergency management” articulates an end-to-end system that helps build a collective capacity to plan for, withstand and recover from emergencies. The organisations involved in emergency management share a common interest in supporting communities before, during and after emergencies.

Victoria is fortunate to have developed a highly skilled and professional emergency management capacity. It comprises both paid and volunteer personnel who work together to deliver exceptional services to all Victorians regardless of where they live.

Volunteers and volunteering are integral to Victorian community life. This is especially evident in emergency management, where trained and committed volunteers deliver services across the State on a daily basis. “Ordinary” people have long been willing to come together during tough times to pitch in and help affected communities.

Individual volunteers are more likely to be motivated by a strong sense of community and driven by the desire to ‘make a difference.’ A challenge will be to encourage this drive in communities and foster leadership as demonstrated by volunteers both in times of crisis and in daily life.

However, volunteering is undergoing significant changes which will require organisations to adapt and provide broader opportunities for example in episodic, corporate and digital volunteering. This presents new opportunities to engage with a potentially larger, more diverse, more empowered and more innovative volunteer base which may not be easily captured by existing institutions and structures.

Experiences in Victoria and further abroad demonstrates that engaging with volunteers and volunteer organisations in the community provides a range of benefits. Volunteers are genuine stakeholders in a community, they offer an active connection and show a commitment to shared responsibility for emergency management.



Understanding Community Resilience

The concept of resilience has increasingly been adopted by policy makers, practitioners and academics in various disciplines over recent years. Resilience has many definitions and applications. However, at their core, most definitions of resilience are closely connected to the idea of embracing and adapting to a changing future and coping with both slow onset issues (chronic stresses) and emergencies, disasters or crises (acute shocks).

Emergency management in Victoria uses a common definition of resilience, being “the capacity of individuals, communities, institutions, businesses and systems to survive, adapt and thrive no matter what kind of chronic stresses and acute shocks they experience.”

Building resilience requires communities, government, agencies, community service organisations, business and industry to work in partnership and share responsibility. It requires an integrated approach that puts people at the centre of decision-making and supports the emergency management sector to better connect with communities to understand their values, priorities and strengths. For examples of shocks and stresses see Figure 1.

Applying the Framework is empowering and enabling. It moves organisations beyond needing to do everything themselves. It embraces the dynamic nature of communities and seeks to harness the vast potential within them. The resilience approach must be flexible to help the emergency sector understand how to support communities to identify their strengths and to work together to become safer and more resilient in the future.

Resilience can be affected by the types of shocks and stresses a community experiences, changing in intensity through the different phases of a

shock event. The temporal nature of community response to an event will ebb and flow, often with cascading and complex consequences which may create, enhance or alleviate stress according to the response.

Traditional emergency management approaches will be tested by local and overseas impacts associated with climate change, population growth, technology, globalisation and acts of terrorism. Acute shocks such as bushfires, extreme heat, storms and floods have long been experienced or witnessed by many Victorians. A changing climate means the frequency and intensity of such events will likely increase.

By using this Framework, organisations will be better placed to connect and work together with communities to build the collective capacity and capability to better manage long chronic stresses, while better preparing to anticipate, cope with and recover from acute shocks.



Shocks are sudden, sharp events that threaten a city, community or system, while stresses weaken the fabric of such systems on a daily or cyclical basis.

Shocks and Stresses



Figure 1. Shocks and stresses. Adapted from 100 Resilient Cities

A shared vision: safer and more resilient communities

The concept of safer and more resilient communities includes communities building upon their current safety and resilience levels, together with appropriate support. This will require a sector-wide approach involving communities, agencies, all levels of government, business, industry and non-government organisations.

It is only through this coordinated approach that a sustainable emergency management system that builds resilience to emergencies will be realised.

Achieving this vision will require organisations to better connect and work together before, during and after emergencies, to participate with their communities and contribute toward the ongoing development of a modern emergency management system in Victoria.

The development of modern emergency management requires ongoing resilience building tailored to our communities' unique networks, connections and structures. Increasing resilience involves a focus on the strength and sustainability of community lifelines, as well as building and strengthening the links between people and the services, systems and structures that support the community to function.

A key focus of emergency management in Victoria must be to understand the values and aspirations of our communities. Strengthening networks and connections is critical. The traditional emphasis on responding to emergencies will in time become an enabler to the ongoing task of building resilience at all levels.

Those charged with dealing with hazards and emergencies will become:

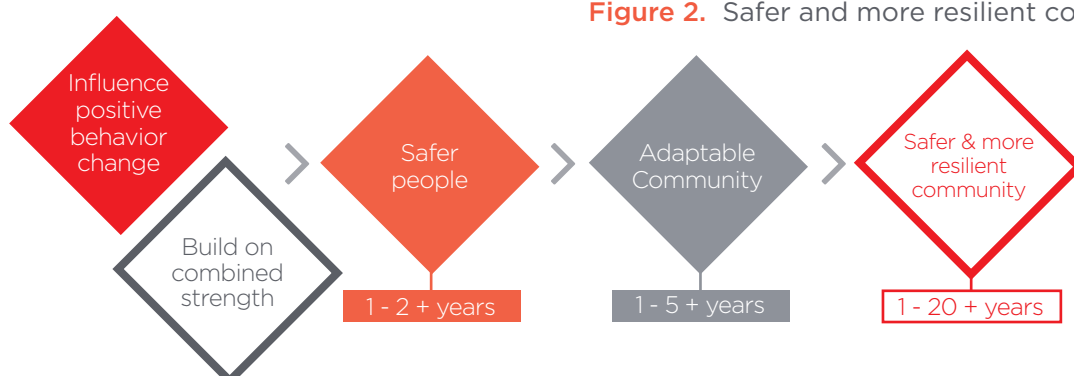
- Connected, within their community and with others.
- Knowledgeable, with the ability to assess, monitor and manage risks, while learning new skills and building on past experiences.
- Able to identify problems, establish priorities and act, with the support of good infrastructure and services.
- Flexible and resourceful, with the capacity to accept uncertainty and proactively respond to change.

The future of emergency management requires a broader approach, focused on connecting community systems and networks to plan for and support wellbeing, liveability, sustainability and viability outcomes for community, agencies and business.

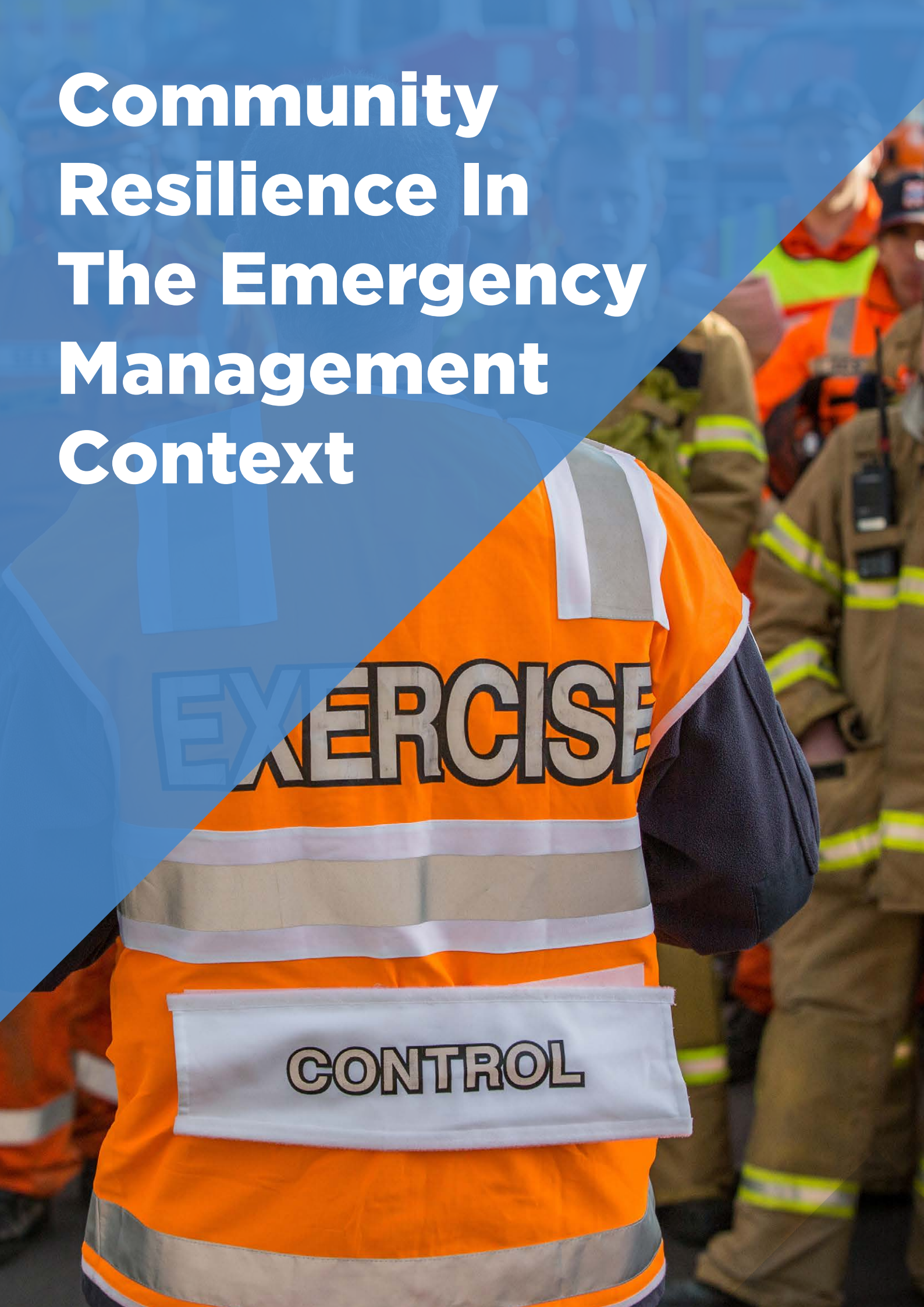
“Building safer and more resilient communities” is the shared vision for the emergency management sector in Victoria.

The Journey

Figure 2. Safer and more resilient community



Community Resilience In The Emergency Management Context



Emergency Management and Resilience

The emergency management sector has a unique place in the community. It enjoys the trust of the community. Its staff and volunteers are usually active members of their communities. How the sector connects with community has a direct impact upon community safety and resilience.

Achieving safer and more resilient communities is a shared responsibility, but not always shared equally. There are some activities where the State and the organisations that support emergency management must assume greater responsibility than the general community. Often this responsibility is laid down by law. Similarly, there are areas where communities will take a lead and a greater share of the responsibility.

Emergency organisations already support community resilience in many ways. While not always called “resilience”, support to communities has always been central to emergency management in Victoria. The concepts outlined in this Framework are not entirely new, but provide an invitation to organisations to build on, enhance and adapt activities through a common approach with community at the centre of everything that we do.

Continuing to support Victoria's diverse communities through old and new challenges will require collaboration across communities, within government, not-for-profit service providers and the private sector. It will require sector-wide awareness of the global changes that will drive local changes in Victorian communities. Our dependence on vulnerable systems is highlighted when disruption occurs through stresses and shocks that affect our economy and society and require the sector and its partners to work together to limit the consequences of events.

Regardless of the sector's efforts, natural disasters and emergencies are inevitable. Part of the resilience-based approach is simply accepting that despite our best efforts we will be challenged and confronted with loss. However, it is possible for the sector to integrate, better prepare for, respond to and recover from emergencies to reduce individual and collective consequences.

This is not just about the emergency services responding. It is an end-to-end system that starts well before an emergency even occurs. It is about

building the community's capability to connect and work together at a local level. Improving the preparedness, capability and resilience of all communities in preparing for, responding to and recovering from emergencies is a shared responsibility and will require the sector to continue to work as one.

Strengthened capability is a collective responsibility which draws on abilities and skills from across the community: from local government, emergency services, individual community members, business or volunteer organisations.

To cope with the inevitability, increasing complexity and uncertainty of emergencies, emergency managers need to adopt a new approach. This must be centred on supporting and enabling communities to adapt to challenges and the associated stresses, to survive when shocks occur, and to thrive afterwards. This approach will link new resilience-building actions with existing efforts across the sector and communities to ensure Victoria is a better place for future generations to live in, and whose services and amenity can be enjoyed by everyone.

Ultimately, building community resilience in Victoria will include the integration of community based emergency planning across preparedness, response and recovery as a contribution toward developing a modern emergency management system in Victoria.

Building resilience is an ongoing process that includes developing opportunities for communities, emergency management organisations, government, business, industry and non-government organisations to better identify strengths and opportunities to overcome challenges through co-design and collaborative approaches. Every person, every family, every organisation and every community will have their own journey toward resilience.

This Framework is designed to support emergency management organisations in Victoria to consider and use approaches that will support the community to become safer and more resilient. More than 60 such organisations are identified in the Emergency Management Manual for Victoria. Other organisations identify with other sectors (for example, local government, water, or energy). All have an important role to play to reduce the consequences of stresses and shocks on our community.



Shared resilience challenges

Just as communities are complex and dynamic, so too are the challenges they face. To better support communities to develop the characteristics that enable resilience, it is important to consider some of the shared challenges that Victorian communities currently face and will continue to face into the future.

Each will experience demographic, economic, environmental, social and governance challenges that affect them differently. The key theme running through these challenges is change – while this change presents risks for communities, in many cases it presents an opportunity to find new ways of doing things that better suit communities' evolving needs through the use of innovative tools, systems and programs for paid and volunteer emergency management personnel.

The following is a brief summary of some of the resilience challenges facing Victoria. For more, see the Further Reading section.

Demographic challenges

- › The population is growing rapidly – Victoria's population is predicted to grow from 5.5 million in 2011 to 10.1 million in 2051. Much of the State's population growth is expected to occur in outer Melbourne suburbs;
- › Some rural areas are in decline – these areas may experience difficulty keeping services and facilities viable. This is likely to affect levels of engagement and participation within communities;
- › The population is ageing – by 2050 there will be only 2.7 people of working age to support each Australian aged over 65, compared to 5 in 2010 and 7.5 in 1970;
- › Households are getting smaller, but there are more of them – the average Australian household size is expected to decline to approximately 2.4 people per household by 2026 and the number of one-person households is also increasing;
- › Victorians are diverse – across the state, communities speak more than 260 languages and dialects, follow 135 faiths and identify themselves by reference to a broad range of attributes.

Social and governance challenges

- › Communities are changing and less engaged in traditional structures. Social cohesion is sometimes fragile;
- › Chronic disease – cardiovascular disease, cancers and mental disorders are the largest causes of poor health and disability, and over the past two decades adult obesity in Victoria has increased by about 40 per cent, with more than 2.3 million Victorians now overweight or obese;
- › The growth profiles of inner, middle and outer Melbourne, as well as our rural communities, tell different stories of wealth and liveability. The average weekly earnings of women in Victoria are, on average, 14 per cent less than their male counterparts. Workforce participation is also lower for women at 58.8 per cent, compared to 71.4 per cent for men;
- › Competition for human resources, especially volunteers, is changing. Emergency management organisations must compete against a range of other volunteer-based organisations which offer different, sometimes tailored volunteer experiences as many people become increasingly time poor.
- › The scale and pace of emerging challenges is straining current governance systems.

Economic and infrastructure challenges

- › The Victorian economy is in transition – financial and insurance services have replaced manufacturing as the largest contributor to employment and Gross State Product. Rural communities are often more vulnerable to shocks and crises due to their economic dependence on agriculture or other natural resource-based industries;
- › Lifelines are under stress – public transport services and road infrastructure is challenged by growing residential development, particularly in peri-urban areas. As Melbourne becomes more transport intensive and less transport efficient, both congestion and travel times can be expected to increase;

Environmental challenges

- › Climate change will exacerbate existing stresses and compound pre-existing challenges – this is expected to include lower rainfall, meaning more severe and frequent droughts and bushfires in rural and peri-urban areas. Higher temperatures will result in an increased urban heat island effect in the CBD. Among coastal communities, between 31,000 and 48,000 homes are at risk from sea level rise, along with 3,500 kilometres of roads, 125 kilometres of railways and 2,000 commercial buildings;
- › Development is becoming denser while also pushing out further – peri-urban development, subdivision, or urban infill, puts increasing pressures on biodiversity, food production, services and infrastructure provision, and social amenity levels. Increasing housing prices push low income earners into outer suburbs while the inner city is experiencing denser development in the form of residential high rise buildings.

A shared approach

The Community Resilience Framework for Emergency Management supports “the capacity of local communities to be ready to withstand, and recover from an emergency, using community, social and business networks to raise awareness, share responsibility and build self-reliance to strengthen resilience.”

This Framework alone will not achieve safer more resilient communities. It forms part of a sustained, whole-of-government approach to supporting community resilience. Partnerships and collaboration that puts community at the centre will be an essential pathway to achieve this shared vision.

The Framework acknowledges, draws upon and aligns with the significant contribution of previous work in the field of resilience and community development in Victoria. It also draws inspiration for national and international work such as the National Disaster Resilience Strategy and the UNISDR Sendai Framework for Disaster Risk Reduction 2015-2030.

The range of Victorian strategies and programs already contributing to this approach include:

- › **Resilient Melbourne**, a collaborative initiative with input, guidance and support from organisations and community groups across Melbourne, including its 32 Metropolitan councils, to address chronic stresses and acute shocks the city is likely to experience, and to achieve a vision of a city that is viable, sustainable, liveable and prosperous, today and into the future.
- › **A Modern Emergency Management System for Victoria**, working in conjunction with communities, government, agencies and business.
- › **Community Based Emergency Management Overview**, which provides a practical approach towards development of a modern emergency management system to integrate community-based planning, response and recovery arrangements.
- › **Victoria's Strategic Framework for Social Cohesion** outlines why strengthening social cohesion and building community resilience is


important, key principles for working together and high level objectives, priority themes, activities and indicators.

- › **Emergency Management Diversity and Inclusion Framework: Respect and Inclusion for All** which lays the foundation for creating a diverse and inclusive sector that draws on the full potential of all its members and connects with all the communities it serves.
- › **Victoria's Critical Infrastructure Resilience Strategy** outlines how industry and government are working together to enhance the resilience of Victoria's critical infrastructure and limit service disruption to the community and other industry sectors as a result of emergencies.
- › **Safer Together** which sets out a new approach to reducing the risks of bushfire across private and public land, moving from a hectare target for planned burns to a risk reduction target. It recasts fuel management as just one of a range of different actions to protect lives, homes, jobs and the environment.
- › **Victoria's Emergency Management Climate Change Program** is working with communities, businesses, agencies and government to integrate climate risks, impacts and projections into all phases of emergency management.
- › **Resilient Recovery Model** which provides a new model for relief and recovery that focusses on community wellbeing, liveability, sustainability and viability aligned with the objectives of community resilience.

Building safer and more resilient communities will not happen overnight. It will be an ongoing process that is reflective of current and future challenges and adaptive to measures that can be taken to reduce the consequence of emergencies.

The resilience journey will take time and effort. Organisations will not always get it right but what is certain is that the sector is committed to building resilience.

To help the sector, some shifts in thinking and new tools will become increasingly important.



Community development principles are essential underpinnings to a community resilience approach. These include:

- › community participation and empowerment - everyone has a valuable contribution and volunteers and community members are integral to the decision-making
- › community ownership and inclusion - governance models must work for the community in co-operation and collaboration with staff, volunteers and the wider community
- › community networking and self-help - building on trusted networks, through both formal and informal means; sharing information, knowledge, skills and life experiences.

A modern emergency management planning framework is being developed that includes a new level of community based emergency management planning. It is time to supplement the traditional risk and hazard approach with a community-centric approach that incorporates community development principles and focuses on consequence management, building community resilience and where necessary the revitalisation of affected communities.

This will require:

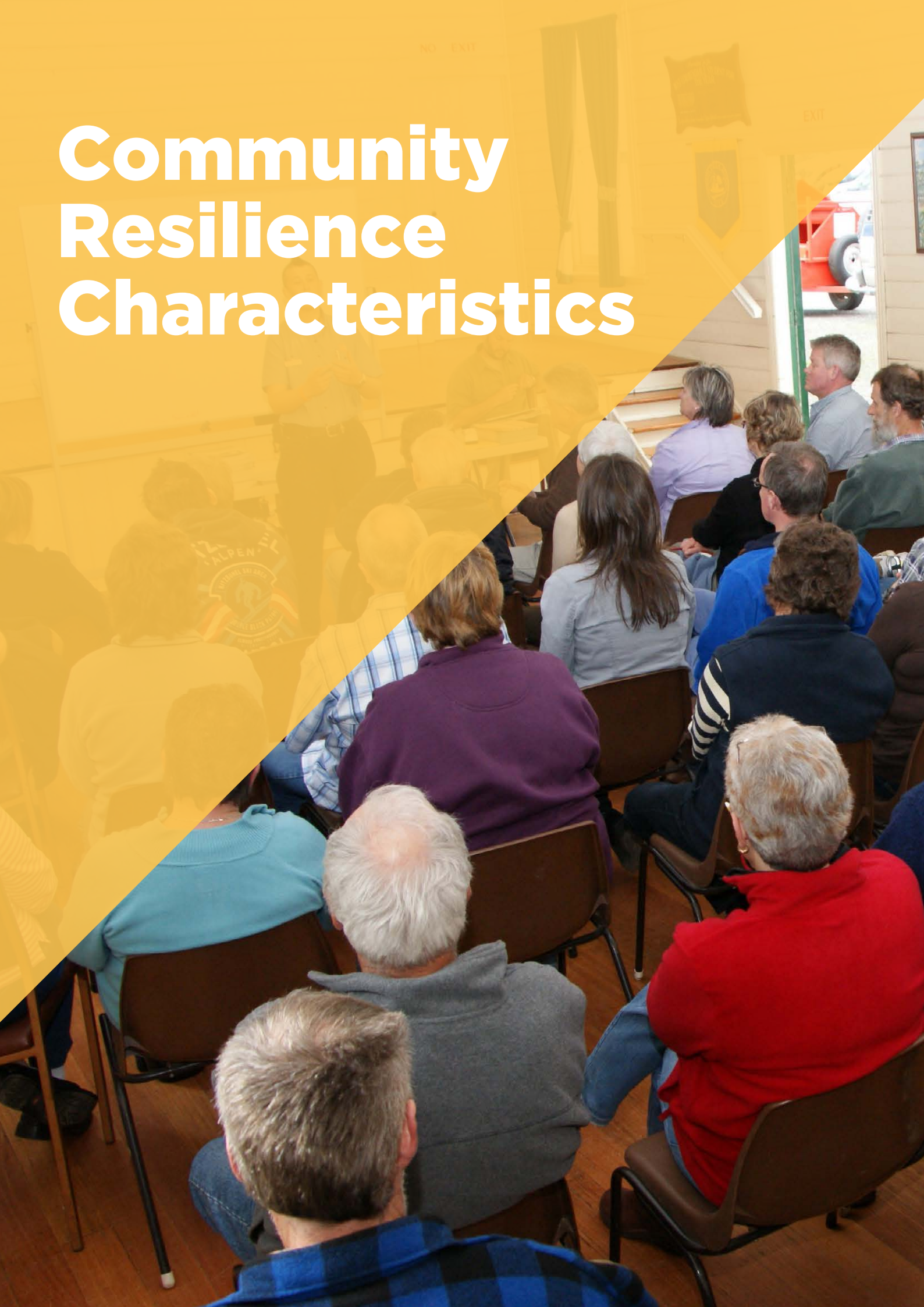
- a policy shift from risk and hazard to a more community focussed approach;
- a refresh of the emergency management planning processes at Municipal, Regional and State levels and the inclusion of community based emergency management planning;
- an emergency management systems refresh that incorporates the emergency planning framework and the capability (training) approaches;

A change management strategy will require significant attention and ongoing commitment to achieve sector wide reform that is long term and sustainable.

The change management approach will need to build upon the Community Resilience Characteristics of:

- Safe and well
- Connected, inclusive and empowered
- Dynamic and diverse local economy
- Sustainable built and natural environment
- Culturally rich and vibrant
- Democratic and engaged
- Reflective and aware

Community Resilience Characteristics





Community Resilience Characteristics

This Framework encourages organisations to consider how their actions contribute to the seven broad community resilience characteristics.

Each of the seven characteristics is made up of three to five components – these highlight the wide range of factors that contribute to each. For each component, potential indicators have been proposed in the Assessing Community Resilience User Guide, adapted from the relevant Victorian

Community Indicators Project (VCIP). This list is not exhaustive. The VCIP provides further detail on specific data sources that could potentially be used for each indicator.

The following pages outline each of the characteristics, identified components of each, a descriptor and a case study to illustrate practically how they come together.



Figure 3. Community resilience characteristics

Safe and well



Components

Personal health and wellbeing
Personal and community safety

Descriptor

Health and wellbeing outcomes are strong across all age groups and demographics. The community is a safe place to be with low workplace accidents, crime and family violence. Community members are healthy and knowledgeable, with the ability to assess, monitor and manage risks, while learning new skills and building on past experiences.

Case study: Keep Cool in Yarra – heatwave safety campaign

Yarra City Council developed and led a campaign to build resilience and reduce the vulnerability to the undesirable consequences of heatwave among the city's culturally and linguistically diverse (CALD) communities living in social and public housing.

The Council partnered with 25 different agencies and community groups to deliver the campaign over 2015-16.

This initiative involved engaging directly with vulnerable community members through activities which already involved vulnerable groups (e.g. English language classes, Migrant Centres, Cultural Community festivals, etc). The initiative used service providers trusted by CALD groups to deliver heatwave risk information and resilience-building products (e.g. Pharmacists, Red Cross, Yarra Community Housing, VicDeaf, Victorian Aboriginal Health Service etc.)

The program involved distributing CALD-tailored heat safety information in creative, accessible formats and modifying Council's Home and Community Care client assessments to also consider client heatwave vulnerability. Traditional and social media channels used by CALD community members (e.g. ethnic radio, branding heat safety information on community buses in languages other than English) were also used.

Campaign products had an estimated reach of 40,000 people. Media advertisements had an estimated reach of 450,000 people. Feedback surveys from the target audience showed that the Campaign:

- › Increased heatwave risk awareness among Yarra's CALD residents of Public and Social Housing;
- › Encouraged and facilitated heatwave safety behaviour;
- › Provided useful resources for vulnerability reduction to occur;
- › Forged new connections between Council and vulnerable groups;
- › Strengthened relationships between government agencies and local social service providers.

Connected, inclusive and empowered



Components

Community connectedness
Service availability/accessibility

Descriptor

The community has high levels of networks and structures facilitating collaboration, communication, sharing, learning and the provision of support to individuals and families. All members of the community feel encouraged and welcome to participate. They are actively engaged and share local knowledge, allowing emergency management processes to be more effective. Relationships are in place to allow access to a wide support environment and a supply of goods and services when required. The community can work in partnership with emergency services, their local authorities and relevant organisations before, during and after emergencies.

Case study: Be Ready Warrandyte – Living with Bushfire Risk (2012-2015)

‘Be Ready Warrandyte’ began with the aim of getting most households in ‘Greater Warrandyte’ to have an effective bushfire plan. The tagline ‘Living with Bushfire Risk’ was adopted to emphasise that this was not a scare campaign but an essential component of living in bushfire prone areas.

A program was developed to encourage residents to prepare an effective fire plan. A baseline survey was completed then a ‘toolkit’ of products, events and activities was developed that included: a website; ‘fire-watch app’; sample fire plans; several community forums; fire bunker tours; local and state media campaign and ‘Heatwave’ effects survey and pilot study.

Overall, Be Ready Warrandyte was assessed as an effective vehicle for sharing responsibility in bushfire preparedness that had community safety benefits reaching beyond its specific goal and beyond its local community.

Participants felt it had struck a good balance between focusing on meeting community goals and needs while also respecting the established emergency management system, and between seeking to complement community safety approaches while also challenging and influencing them.

A general increase in the level of bushfire planning amongst local residents over the term of the Be Ready Warrandyte project was evident.



Dynamic and diverse local economy



Components

Employment

Income and wealth

Skills

Business continuity planning

Descriptor

Victoria has vibrant local economies, which sustain vibrant local communities. Communities are resilient to economic shocks due to diversified employment and a sustainable work life balance. Local employment is strong and businesses are experiencing growth, have flexibility and resources to embrace new technologies and opportunities and have the capacity to resume function after a disaster. Businesses are engaged in continuity planning that links with community and emergency management arrangements. All work is valued, whether inside or outside the home, for the valuable contribution it makes to the economy and wellbeing.

Case study: The Dig In Community Cafe

The Emerald Community House (ECH) team of volunteers creates meals from food donated by local businesses and community through a food collection/donation partnership on a regular monthly basis. The Dig In Community Cafe brings together experiences and people with an opportunity to practice feeding the community in a spontaneous environment through participating in a shared responsibility exercise.

The Dig In Community Cafe was developed to provide volunteers an opportunity to participate and train in spontaneous community dining. It also increased the working relationships with other organisations and businesses such as Woolworths, local bakeries, local community groups and greengrocers to participate in a shared responsibility model. The venue used is managed by ECH and owned by the local council.

By partnering with diverse groups, collecting ingredients, donating services, cooking and serving food for the monthly meals, this project is a great example of the National Strategy for Disaster Resilience statement which identifies local government, business, organisations, families and individuals as key shared responsibility stakeholders.

Sustainable built and natural environment



Components

Transport accessibility

Housing

Open greenspace

Infrastructure

Communications infrastructure

Descriptor

The natural and built environment is managed in a way to ensure sustained high levels of community amenity, accessibility and planning. Lifelines, including energy, water and waste are used and managed sustainably and reliably. Critical assets are known and hardened against future shocks.

Negative environmental impacts are minimised, resources are recycled and biodiversity is protected. The benefits of open space, high air quality, and biodiversity are valued, acknowledged and accessible to all. Transport options are diverse and accessible to all. Future proofing by good planning and design ensures that industry and housing stock is suited to shocks and stresses, is accessible and affordable.

Case study: AusNet Services Dandenong Ranges powerline replacement program

In the Dandenong Ranges, east of Melbourne, AusNet Services completed a multi-faceted powerline replacement program, as part of the Victorian Government's Powerline Replacement Fund (PRF). The Program's aim was to increase electricity reliability, especially during severe weather events and reduce the risk of bushfires caused by electrical assets.

Renowned for its Mountain Ash trees, the unique landscape of the region provided many challenges which were largely overcome through design innovation, industry-leading construction and environmental and safety management.

Underpinning the program's model was a mature and responsive engagement strategy that incorporated a

tailored stakeholder plan for local council, businesses, the broader community and environmental groups.

An example of this was the 'redesign' of sections of the high voltage network where the terrain was unsuitable for undergrounding the power supply. While planning the work, consideration was given to amenity design, traffic management, business operations and tourism, while avoiding avoid fire danger periods.

In areas where undergrounding was absolutely necessary, the cables were installed deep below roadways to minimise impacts to trees and vegetation.

Before work was undertaken near waterways, AusNet Services collaborated with the Arthur Rylah Institute, the biodiversity research centre of the Department of Environment, Land, Water and Planning. Together, they developed what is understood to be Victoria's first 'Threatened Fauna Management Plan', specifically for burrowing crayfish and amphipod species.

This collaborative end-to-end engagement approach has set a new standard in undergrounding electricity infrastructure in Victoria.

Culturally rich and vibrant



Components

Arts and cultural activities
Leisure and recreation
Culturally diverse

Descriptor

Victoria's communities are diverse. Understanding the diverse needs, capabilities and expectations of different communities is imperative for ensuring their safety and strengthening their resilience. Diversity and inclusion is accepted and celebrated, bringing shared understanding. The community has a range of diverse cultural, arts, leisure and other resources which are reflective of and draw on the full potential of all its members.

Case study: Arts House Refuge project

For many, unseasonal variations in the weather are enough to support the notion that climate change is happening. But what happens if these variations become even more extreme? Where will you go and who will you turn to if disaster strikes? These thorny questions are just some of the issues a group of artists set out to explore as part of an ambitious event/project staged over 24 hours in July 2016.

The project, led by Arts House and funded by the City of Melbourne, used art to help examine what might happen in the event of a disaster that triggers emergency management procedures in Melbourne. Based at the North Melbourne Town Hall, a designated local relief centre for the area and the home of Arts House, a group of six artists from across Australia and overseas have worked with disaster management professionals and local community groups to devise an arts-based response to a fictitious, yet possible, climatic disaster.

The artists grappled with the question of what they could bring to the process and to understand the bigger question of the artist in such a project and whether their role was to, 'affect people, or to be effective?' The group were conscious of their responsibility to be practical and to make real connections to the community through their work. The finished product, Refuge, functioned as an actual rehearsal in preparedness that fully incorporated artists and artistic thinking into the planning, delivery and rollout of such a scenario.

It also forms part of a five-year initiative to investigate the contribution a cultural response can make to a disaster management plan. Some of the outcomes Arts House and the City of Melbourne would like to see are stronger connections with and between the local communities of North and West Melbourne, an increased capacity for Arts House staff and artists to contribute in an emergency and a general increase in the community's awareness of the potential impacts of climate change.

Democratic and engaged



Components

Citizen engagement
Volunteerism
Youth engagement

Descriptor

Citizen engagement is high with community members actively involved in decision making processes. Political candidates are representative of community interests and there is a high level of trust. Organisations that manage emergencies in Victoria maintain high levels of trust and confidence. There is equal opportunity for people of different genders in roles of power and high levels of membership of community organisations and high volunteerism. People work together with their leaders using local knowledge and resources before, during and after disasters.

Case study: Bird boxes in Wye River/Separation Creek

Following the Christmas 2015 bushfires in Wye River/Separation Creek, two volunteers from Volunteering Victoria's HelpOUT emergency volunteering service, Neil Fisher and Brendon Brackin, partnered with Southern Otway Landcare Network to help distribute habitat kits to the impacted area.

The habitat kits, also known as 'bird boxes', provide essential relief to the birdlife that lost food and shelter in the fires. A total of 50 boxes were couriered from Monbulk in Melbourne's East to Wye River by the HelpOUT volunteers.

Upon receiving Landcare's request for a volunteer

driver, Volunteering Victoria searched its HelpOUT database for a volunteer who had offered to assist in both eastern Melbourne and the Colac Otway Shire area. Neil was the perfect fit – he lives in Melbourne's eastern suburbs and has a holiday home in Wye River that survived the recent fires. Neil registered as a HelpOUT volunteer because he wanted to support the Wye community's recovery, saying HelpOUT is "such a great idea". He recruited his Wye River neighbour Brendon and the pair delivered the boxes to Wye River CFA in time for the local Easter fete.

The boxes are part of an initiative launched by Monbulk Landcare after the Black Saturday fires in February 2009. The kits are designed to remedy the loss of large habitat trees and vegetation in areas affected by fire and aim to act as substitute nests. Almost 500 boxes have been built to date, through fundraising and donations. A number of local colleges, secondary schools and organisations have helped compile tailored kits for a range of species, including yellow-tailed black cockatoos, parrots, possums and owls. The boxes donated to Wye River were built by students at Monbulk College and Ranges Trade Educational College.



Reflective and aware



Components

Emergency management and mitigation plans
Responsibility and self-organisation
Lifelong learning

Descriptor

We work together to better understand stresses and shocks while implementing community-based solutions. Governance and institutional frameworks concerning the community are joined up and focussed on building connections and resilience over time. When services, products and policies are developed, adaptation and community resilience is paramount. Information is shared openly to assist a community to make informed decisions and to act purposefully.

Case study: Charlton Flood Triggers Template

The township of Charlton has a history of flooding from the adjoining Avoca River. There are detailed and comprehensive planning and readiness guidelines for local flooding available to the emergency agencies.

Charlton residents have also been provided with a local flood guide compiled by the VICSES. This provides information about local flooding, flood warnings and preparing for floods.

A regular history of flooding means that there are a number of inherent 'triggers' locals use to prepare for, or avoid, the impacts and consequences of flooding within the town. VICSES has been working with the community to identify which local 'triggers' are important to them and what actions they have taken.

These triggers and actions have been recorded on a map of the town and in a "flooding triggers table" that aligns to other upstream and catchment flood 'triggers' that emergency agencies use. The Charlton Flood Triggers Template, expressed on a

double-sided A3 sheet, provides the community with information about predicted flood heights, impacts on community assets, times available for emergency agencies and the community to respond to floods and information about where they will be able to meet and source public flood information and materials such as sand and sandbags.

Using this information, the community has taken ownership of what they consider to be the local flood risk and the response priorities - and the actions that they will need to undertake in order to deal with the impacts of flooding on their township.

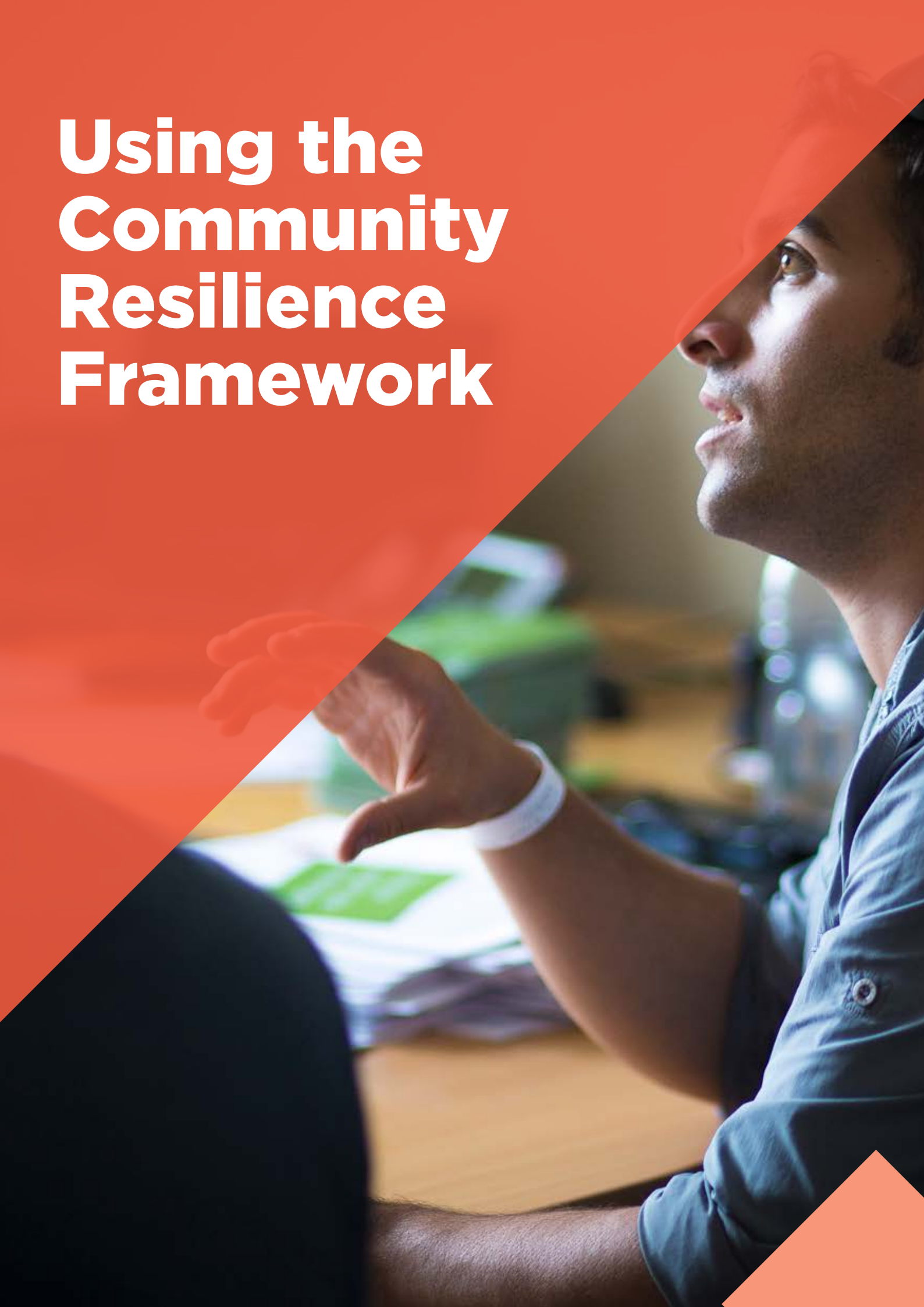
The template and schematic map includes the community priorities, actions and timings. Use of the template has been enthusiastically endorsed and adopted by the community.

In the event of a possible flood in Charlton, the emergency agencies will activate the appropriate resources and control to the incident and escalate the response as required. Whether emergency agencies are involved or not, communities will take actions to protect themselves and the things that are important to them. The template also assists VICSES, Victoria Police, North Central Catchment Management Authority and Buloke Shire to understand community priorities and to provide support and assistance based upon these



We work together to better understand stresses and shocks while implementing community-based solutions. Governance and institutional frameworks concerning the community are joined up and focussed on building connections and resilience over time. When services, products and policies are developed, adaptation and community resilience is paramount. Information is shared openly to assist a community to make informed decisions and to act purposefully.

Using the Community Resilience Framework



There is no one-size fits all answer to what it is to be a resilient community or how organisations can collaborate and take actions to reduce the consequences of emergencies. One resilient organisation and community will look different to another. Each will have different social and settlement qualities, risks, services, leadership, networks and characteristics – but communities will often have common elements that work together to build resilience.

The Framework recognises that just as every community is different, the organisations involved in emergency management in Victoria are each unique. This is not just a Framework for emergency services and organisations involved in emergency management such as State Government, councils and non-government organisations (NGOs).

Victorians rely upon the continuity of important services provided by critical infrastructure that supports our most basic needs: safe drinking water, food, reliable transport, accessible public health services, energy for homes and industry, access to banking, finance and government services and global communications networks to connect us socially and in business. This Framework is also intended to speak to private sector and industry with a stake in emergency management, and advance the view of communities as active members of the sector.

Increasing resilience involves a focus on the strength and sustainability of a community's infrastructure and institutions, as well as building and strengthening the links between people and the services, systems and structures that support the community to function. As such, it is expected that organisations within the sector will work to incorporate and reflect this Framework in their strategies, programs and activities.

The Framework should be a lens through which activities before, during and after emergencies can be viewed – an alignment tool to ensure all activities seek to achieve common community resilience outcomes at their core. It will help organisations to ensure that empowering communities and leaders to develop awareness, shared responsibility and self-reliance is part of all emergency management activities, plans, programs and systems.

The sector will fully realise a sustainable and

efficient emergency management system that reduces the consequences of emergencies when agencies, departments, industry, business, all levels of government and community work together.

The Assessing Community Resilience User Guide provides examples of how organisations involved in emergency management can contribute to community resilience. The User Guide is not an exhaustive or prescriptive list but is intended to be a guide for organisations to review their approach to community resilience and to ensure that communities are at the core of their activities.

To apply the Framework in your organisation, see the suggested steps outlined on the next page.

For further information, guidance or help in applying the Framework please email:
communityresilience@emv.vic.gov.au

The emergency management sector is currently engaged in an ambitious and necessary reform agenda that is focussed on the community and based on government, agencies, business, industry and the community “working as one”.

Sector leaders have already committed to promoting and building resilience within their organisations. Organisational initiatives are underway to translate commitment to action.

How To Use The Framework



Step one ▶

Consider the seven community resilience characteristics.



Step two ▶

Consider the specific organisational and community context in which your organisation's policies, programs and activities are being developed.



Step three ▶

Review the Assessing Community Resilience User Guide



Step four ▶

Review your current policies, programs and activities with these community resilience outcomes in mind and reflect these outcomes in current activities where possible, and in any future plans and activities.



Step five ▶

Discuss with your peers.



Step six ▶

Explore where you may be able to partner with the community or other organisations in the delivery of your activities.

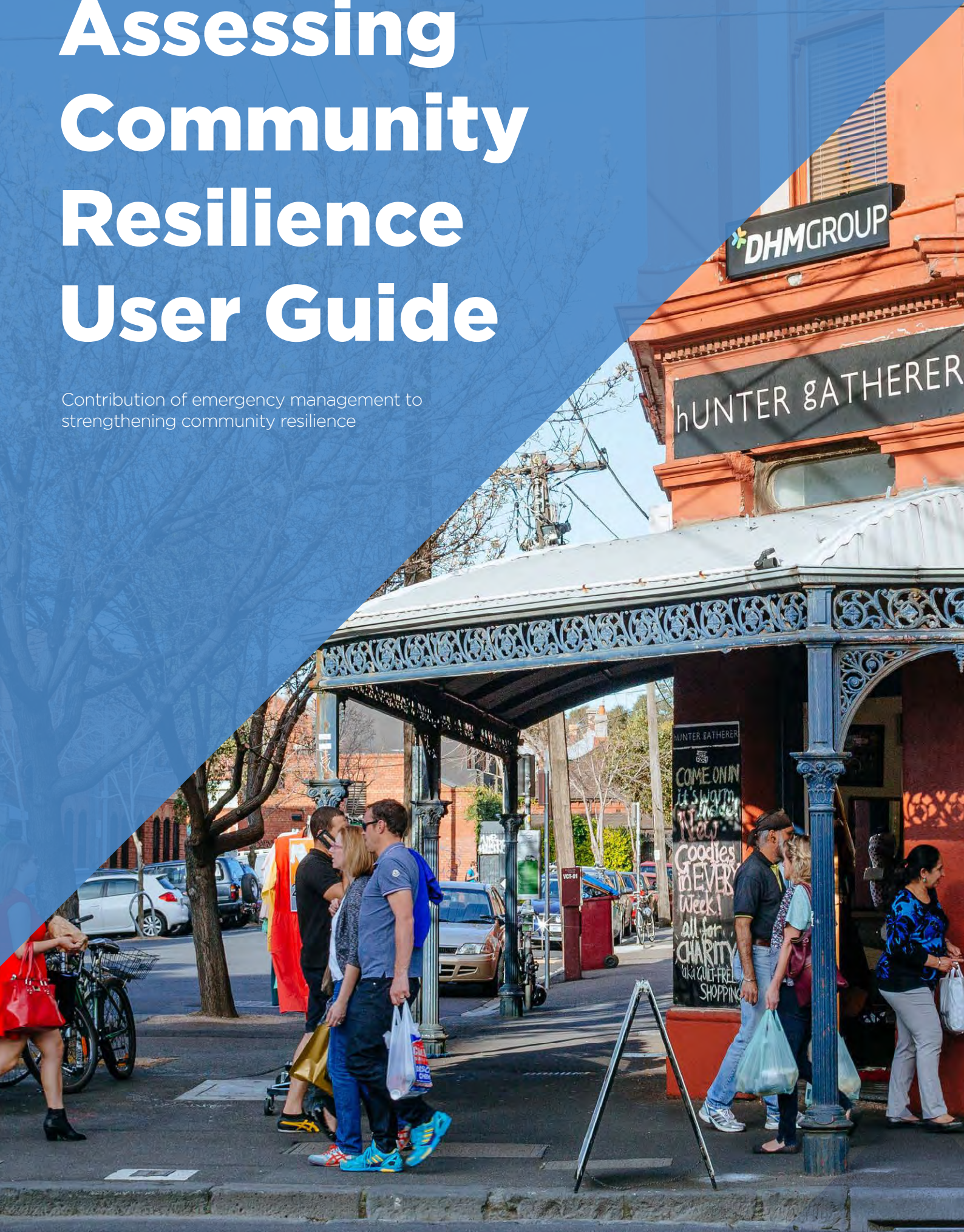
Figure 4. How to use this Framework

**“ Every Resilience
Journey is Unique. ”**

Focus Group participant



Assessing Community Resilience User Guide

Contribution of emergency management to
strengthening community resilience




Assessing Community Resilience

User Guide

Resilience characteristic	Components	Potential self-assessment questions for agencies	Examples of EM contribution*	Example measures**
 Safe and well	Personal health and wellbeing	<ul style="list-style-type: none"> - How do your programs support better health (including mental health) and wellbeing outcomes in the community? 	<ul style="list-style-type: none"> - Ambulance in Schools programs aligned to health and physical education curriculum - Mental health programs - Personal Helpers and Mentors and Save a Mate programs (Red Cross) 	<ul style="list-style-type: none"> - Self-reported health - Life expectancy - Adequate exercise - Food accessibility - Fruit and vegetable consumption - Obesity - Psychological distress - Drug and alcohol use
	Personal and community safety	<ul style="list-style-type: none"> - How do your programs reduce violence and crime in the community? 	<ul style="list-style-type: none"> - Chain of Survival and 4 Steps for Life Plus capacity building community education programs (Ambulance Victoria) - Neighbourhood Watch and Crime Prevention Officers (VicPol) - Council community safety programs 	<ul style="list-style-type: none"> - Perception of Safety - Crime - Family violence - Road safety - Workplace safety
 Connected, inclusive and empowered	Community connectedness	<ul style="list-style-type: none"> - How do your organisation's programs support people to feel a part of the community? 	<ul style="list-style-type: none"> - City of Greater Bendigo Cultural Diversity and Inclusion Plan - Emergency management volunteers (Red Cross, Salvation Army, VICSES, CFA, Ambulance Victoria, etc.) 	<ul style="list-style-type: none"> - Feeling part of the community - Social support - Volunteering - Parental participation in schools
	Service availability and accessibility	<ul style="list-style-type: none"> - How do you support the community to access services? 	<ul style="list-style-type: none"> - Seniors Fire Safety Program (MFB) 	<ul style="list-style-type: none"> - Access to services - Services for older people - Perceptions of access to services - Internet access




Resilience characteristic	Components	Potential self-assessment questions for agencies	Examples of EM contribution*	Example measures**
 Dynamic and diverse local economy	Employment	<ul style="list-style-type: none"> - Does your organisation provide local employment opportunities to your community? 	<ul style="list-style-type: none"> - In many rural areas, organisations involved in emergency management, including councils, are important employers 	<ul style="list-style-type: none"> - Participation Rate - Unemployment - Local employment
	Income and wealth	<ul style="list-style-type: none"> - Does your organisation provide grants or have programs that are accessible to low income households? 	<ul style="list-style-type: none"> - Grants and personal hardship assistance 	<ul style="list-style-type: none"> - Income - Income distribution - Per capita wealth - Distribution of wealth - Financial stress
	Skills	<ul style="list-style-type: none"> - What training or capacity building programs do you provide to communities? - Do they receive any formal qualifications? - Who are these programs aimed at? Can you make them more inclusive? 	<ul style="list-style-type: none"> - Emergency management training - Provide 'transferable skills' volunteers can also use in the paid workforce - Capacity building of the community to run relief centres and undertake other emergency management activities, before, during and after an emergency 	<ul style="list-style-type: none"> - Community/safety qualifications - Educational qualifications
	Business continuity planning	<ul style="list-style-type: none"> - How does your organisation support businesses to undertake planning before, during and after a disaster? 	<ul style="list-style-type: none"> - Business continuity planning information and advice - Tourism Branch, Department of Economic Development, Jobs, Transport and Resources 	<ul style="list-style-type: none"> - Business continuity plans

Resilience characteristic	Components	Potential self-assessment questions for agencies	Examples of EM contribution*	Example measures**
 Sustainable built and natural environment	Transport accessibility	<ul style="list-style-type: none"> - How does your organisation contribute to the community's mobility, including public transport accessibility? 	<ul style="list-style-type: none"> - Yarra Trams operations centre, manages incidents and ensures services are maintained - Driver Reviver (VICSES and Rotary) 	<ul style="list-style-type: none"> - Public transport access and availability and patronage - Dedicated walking and cycling trails - Schools walkability - Practical non-car options - Roads and footpaths
	Housing	<ul style="list-style-type: none"> - How does your organisation support housing and shelter in communities? 	<ul style="list-style-type: none"> - Home safety training and hoarding materials (MFB) - Temporary housing following emergencies (Councils and DHHS) 	<ul style="list-style-type: none"> - Housing affordability - Housing diversity - Housing adequacy - Stability of Tenure
	Open green space	<ul style="list-style-type: none"> - How does your organisation support access to, and sustainable use of open green space? 	<ul style="list-style-type: none"> - Fire management on public land and managing fire risk in recreational areas such as National Parks (DELWP) 	<ul style="list-style-type: none"> - Access to areas of public open space - Appearance of public space - Quantity of green space - Air quality - Migration corridors
	Infrastructure	<ul style="list-style-type: none"> - What does your organisation do to provide, support and/or protect infrastructure in your communities? 	<ul style="list-style-type: none"> - Community Shelters and Evacuation Centres (Councils, DHHS) - Emergency response programs for CityLink, Peninsula Link, EastLink) - Critical infrastructure strategy 	<ul style="list-style-type: none"> - Household safe electricity generation - Public building stock - Established Evacuation Centres - Continuity of infrastructure
	Communications infrastructure	<ul style="list-style-type: none"> - If communications infrastructure was to be shut down (e.g. phone, internet, radio) what impact would this have on your organisation and on your community? - How does your organisation work with critical infrastructure providers to protect communications infrastructure? 	<ul style="list-style-type: none"> - Critical infrastructure strategy 	<ul style="list-style-type: none"> - Communications infrastructure




Culturally rich and vibrant

Resilience characteristic	Components	Potential self-assessment questions for agencies	Examples of EM contribution*	Example measures**
Culturally rich and vibrant	Arts and cultural activities	<ul style="list-style-type: none"> - Does your organisation support arts and cultural activities in the community? - If so, how can you make these activities more inclusive? 	<ul style="list-style-type: none"> - Many EM organisations are involved in local festivals 	<ul style="list-style-type: none"> - Opportunities to participate in arts and cultural activities, participation in these activities are high
	Leisure and recreation	<ul style="list-style-type: none"> - Does your organisation support leisure and recreation activities? - If so, how can you make these activities more inclusive? 	<ul style="list-style-type: none"> - Many EM organisations are involved in community sporting teams - With a growing population, an increasing number of Victorians are frequently visiting national parks and areas outside the city. These expose people to different risks. 	<ul style="list-style-type: none"> - Opportunities to participate in sporting and recreational activities, participation rates in these activities are high
	Culturally diverse	<ul style="list-style-type: none"> - Are your programs inclusive, do they provide opportunities for men and women, young people and old and people from diverse backgrounds? 	<ul style="list-style-type: none"> - Building preparedness through relationships in Koori and culturally and linguistically diverse communities (VICSES) - Multicultural Water Safety and Settlement Program (Life Saving Victoria) - Multicultural Liaison Officers (MFB) - Flames for teenagers and Flames for adult migrants, delivers fire safety education to secondary school students and adults newly arrived in Australia (MFB). 	<ul style="list-style-type: none"> - Community acceptance of diverse cultures

Resilience characteristic	Components	Potential self-assessment questions for agencies	Examples of EM contribution*	Example measures**
 Democratic and engaged	Citizen engagement	<ul style="list-style-type: none"> - How do you engage with the community? Is this appropriate for everyone in the community? - How is your engagement with the community relevant to, and respectful of the communities' needs, values and pace? - Are you giving the community an opportunity to have a say in emergency management issues? 	<ul style="list-style-type: none"> - Community messaging and emergency warnings. - Community briefings, forums and committees. - Community based emergency management programs 	<ul style="list-style-type: none"> - Opportunity to have a say in important issues - Participation In Citizen engagement - Gender diversity among local councillors and /or leaders in the community - Opportunity to vote
	Volunteerism	<ul style="list-style-type: none"> - Do your current volunteer opportunities take into consideration the changing nature of volunteering (less hours, more flexible working conditions)? What are you doing to address this? - How can you encourage more diversity in your volunteer workforce? - How are volunteers valued in your organisations? 	<ul style="list-style-type: none"> - Emergency management volunteers (Red Cross, Salvation Army, VICSES, CFA, Ambulance Victoria, etc.) - Volunteer Consultative Forum 	<ul style="list-style-type: none"> - Membership of community organisations - Hours spent volunteering per month - Volunteerism (EM Volunteers) - Group and Organisational Membership
	Youth engagement	<ul style="list-style-type: none"> - Do you work with youth in your organisation? If so, are your programs inclusive and do they cater for increasingly culturally and linguistically diverse communities? 	<ul style="list-style-type: none"> - Junior volunteers (CFA) - Fire Safe Youth/Juvenile Fire Awareness and Intervention Program (CFA, MFB) - School visits (SES, CFA, Ambulance Victoria, etc.) - Ambulance in Schools programs aligned to Health and Physical education 	<ul style="list-style-type: none"> - Youth access to decision makers - Youth Volunteering



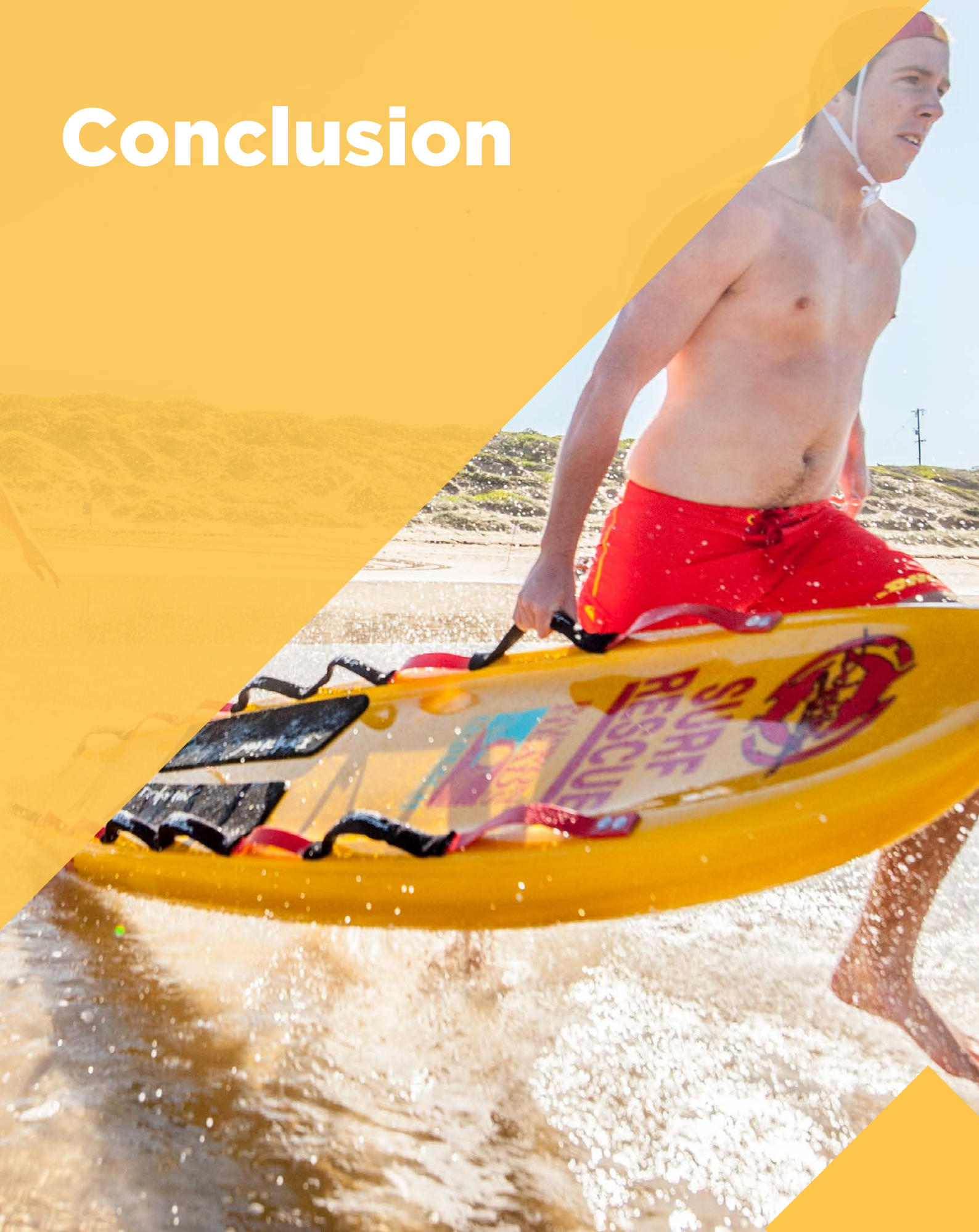
Resilience characteristic	Components	Potential self-assessment questions for agencies	Examples of EM contribution*	Example measures**
 Reflective and aware	Emergency management and mitigation plans	<ul style="list-style-type: none"> - How does your organisation work with the community? - What kind of role do you play (are you leading, supporting or enabling)? - How can you make this process more community driven - Are there opportunities for you to partner with other organisations in your engagement with communities? 	<ul style="list-style-type: none"> - Community based emergency management planning (with Councils and Emergency Service Organisations). - Community Flood Plan – Charlton (with VICSES) - Community Fireguard (CFA) - Fire Ready Victoria (CFA) 	<ul style="list-style-type: none"> - Emergency management/mitigation plans that are developed with community consultation, have been developed collaboratively with a range of organisations, are adaptive and flexible
	Responsibility and self- organisation	<ul style="list-style-type: none"> - How does your organisation support community organisations or activities? - Do you know any other organisations involved in emergency management that support community organisations and their activities? - Do you know the community-based organisations in your area that might be concerned about emergency management or related issues? 	<ul style="list-style-type: none"> - Support for community organisations that respond to the community's emergency management needs e.g. Jewish Emergency Management Plan (JEMP) - Driver Reviver (VICSES and Rotary) 	<ul style="list-style-type: none"> - Community/citizen groups
	Lifelong learning	<ul style="list-style-type: none"> - What programs or activities does your organisation offer that helps communities build skills in emergency management or other related areas? 	<ul style="list-style-type: none"> - Emergency management training programs for health and human organisations (DHHS) - Volunteer opportunities (Red Cross, Salvation Army, SES, CFA, etc.) 	<ul style="list-style-type: none"> - Apprenticeship/vocational training opportunities - Library membership - School retention

*Examples only, not an exhaustive list.

**Indicators provided are examples only to help guide organisations towards measures of their contribution. Indicators may be considered more formally as part of this Framework at a later stage, following a review of the initial application of the

Framework by agencies. Indicators used have been derived from Community Indicators Victoria (CIV), for access to Local Government Area-based reports by indicator, see the CIV website www.communityindicators.net.au

Conclusion





Conclusion

Regardless of the sector's best efforts, natural disasters and emergencies are inevitable. Major events, disruptions, emergencies and disasters will happen and when they do Victoria will have no choice but to confront them.

Part of the resilience-based approach is accepting that despite the sector's best efforts, we will be challenged and faced with loss.

This Framework recognises and embraces the importance of planning for resilience, not just planning for disaster.

The Framework accepts the possibility that a wide range of disruptive events – both stresses and shocks – may occur which are not necessarily predictable. Therefore, the focus is on identifying community resilience characteristics that will strengthen the performance of emergency management through an integrated sector wide approach to build safer and more resilient communities.

Community participation in emergency management before, during and after emergencies is fundamental to saving lives and reducing the consequences of emergencies. Engaging communities, listening and being part of their resilience building efforts will open new possibilities for collaboration and action.

The sharing of experiences and lessons learned on this journey will help maintain the Framework's currency and relevance. Additional resources and guidance will be developed over time to support the emergency management sector to implement the Framework.

For the sector to operate effectively and continue to support Victoria's diverse communities through old and new challenges, sustained, collaborative

efforts across communities, within government, not-for-profit service providers and the private sector will be required.

This Framework provides a holistic and integrated approach to resilience. It provides the foundation on which the sector's strategies, programs and actions can be planned, integrated and implemented, building safer and more resilient communities.

Thank you for applying the Framework and its principles within your organisation.

Please email any feedback to:

communityresilience@emv.vic.gov.au



With thanks to the following organisations for their participation in the Framework development focus group sessions:

AECOM	Metropolitan Fire and Emergency Services Board
AGL	Mitchell Shire Council
Alpine Shire Council	Monash University
Ambulance Victoria	Mornington Peninsula Shire Council
Ararat Rural City Council	Morwell Neighbourhood House
Barwon Water	Neighbourhood Houses Victoria
Buloke Shire Council	Parks Victoria
Cardinia Shire Council	Powercor
Carisbrook Project	Public Transport Victoria
City of Greater Bendigo	Pyrenees Shire Council
City of Melbourne	Red Cross
City of Kingston	Regional Development Victoria
City of Whitehorse	RMIT
Country Fire Authority	South Gippsland Shire
Department of Education and Training	Surf Coast Shire Council
Department of Environment, Land, Water and Planning	Tourism Victoria
Department of Health and Human Services	Victorian Council of Social Services
Department of Economic Development, Jobs, Transport and Resources	Victoria Police
Department of Premier and Cabinet	Victoria State Emergency Service
East Gippsland Shire Council	VicRoads
Golden Plains Shire Council	VLine
Horsham Rural City Council	Voices of the Valley
Latrobe City Council	Wellington City Council
Macedon Ranges Shire Council	Yarra Ranges Shire Council
Manningham City Council	
Maroondah City Council	
Melbourne Water	



Further Reading

A range of strategy and research publications have influenced the formulation of this framework. The following is a selection of key resources:

- › *100 Resilient Cities*, www.100resilientcities.org
- › City of Melbourne (2016), *Resilient Melbourne Strategy* <http://resilientmelbourne.com.au/strategy/>
- › Department of Premier and Cabinet (2016), *The Strategic Framework to Strengthen Victoria's Social Cohesion and the Resilience of its Communities* <http://www.dpc.vic.gov.au/index.php/about/community-resilience-unit>
- › Emergency Management Victoria (2015), *Emergency Management Strategic Action Plan 2015-2018*, www.emv.vic.gov.au
- › Emergency Management Victoria (2016), *Emergency Management Strategic Action Plan Update 2016-19*, www.emv.vic.gov.au
- › Emergency Management Victoria (2017), *Resilient Recovery – Discussion Paper* www.emv.vic.gov.au
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Glossary

Term	Definition
Acute shocks	Sudden, sharp events that can threaten individuals, households and the community. These include bushfire, floods, earthquakes, disease outbreaks and terrorist attacks.
Chronic stresses	Long-term issues weaken the fabric of a community on a daily or cyclical basis. Examples include: high unemployment, inefficient public transport system, poor health, endemic violence, food or water shortages and the impact of climate change.
Community	A group sharing common characteristics, attributes or interests including communities of place (township, locality etc.); and communities of interest (faith, club, business, virtual, etc.).
Diversity	The differences between people in how they identify in relation to their age, cultural background, disability, gender, indigenous background, sexual orientation and socio economic background.
Emergency	A situation where people need immediate assistance to cope with an acute shock.
Inclusion	Inclusion occurs when a diversity of people (e.g. different ages, genders) feel valued and respected, have access to opportunities and resources, and can contribute their perspectives and talents to improve their community or organisation.
Lifelines	The people, connections and support systems that support individuals, households and communities to function normally. These can also be strengthened and/ or weakened by chronic stresses and the impacts from acute shocks.
Resilience	The capacity of individuals, communities, institutions, businesses and systems to survive, adapt and thrive no matter what kinds of chronic stresses or acute shocks they experience (100 Resilient Cities 2016).
Self-reliance	The social and economic ability of an individual, a household, business or a community to meet essential needs. These include protection, food, water, shelter, personal safety, health and education.
Shared responsibility	A common understanding that communities and organisations have significant roles to play in building resilience before, during and after emergencies. This includes increasing capacity and capability for individuals, households and communities to take greater responsibility for their own safety and resilience levels; together with the appropriate support from emergency services, government, business, industry and non-government organisations.



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