Emergency Management Performance Standards

Version 3.0 – December 2019

Working in conjunction
with Communities,
Government, Agencies
and Business

Contents

Introduction

Victoria's emergency management sector strives for the shared vision of "*safer and more resilient communities*" by reducing the likelihood and consequences of emergency events on the community and assets the community values (e.g. built and natural environments). The shared vision provides a description of the future state for the sector and acts as a direction for all other activity.

Communities, government, agencies and business collectively share the responsibility of undertaking Victoria's emergency management functions to achieve the shared vision. Responder agencies are one important element of the sector and perform a range of functions that contribute to the shared vision. The measurement of responder agency performance must be understood in the context of this broader shared responsibility.

The Emergency Management Performance Standards ("Standards") defined in this document are operational standards that provide responder agencies with objectives and minimum requirements for the core emergency management functions they collectively undertake and clarify how these functions contribute to the shared vision of '*safer and more resilient communities*'.

The Standards are a key tool for defining and measuring performance, which helps to foster an environment of continuous improvement in the delivery of services to the community. Establishing and maintaining standards of performance enables the emergency management sector to maximise public value, strengthen community confidence, increase efficiencies in service delivery and identify areas that require a focus into the future.

The *Emergency Management Act 2013 (EM Act 2013)* and other relevant legislation (relevant sections included in Attachment 1) requires the responder agencies to use their best endeavours to carry out their functions in accordance with the Standards.

Intent of Emergency Management Performance Standards

The purpose of the Emergency Management Commissioner (EMC) is to foster a sustainable and efficient emergency management system to achieve the shared vision. To support this purpose, Section 48 of the EM Act 2013 requires that the:

Emergency Management Commissioner must develop, and review from time to time, operational standards in relation to the performance by responder agencies of their functions[1].

For the purpose of this document, an operational standard is defined as:

A document that defines the minimum requirements for products or services that are provided or delivered to the community.

Operational standards describe the minimum requirements that are expected in order to show that the objective is being met. They also describe the criteria that provide a basis for the measurement and assessment of performance.

The Standards defined in this document establish the operational objectives and minimum requirements that are expected to be delivered by responder agencies in order to:

- Ensure that minimum requirements for products and services are provided or delivered to the community.
- Establish clear and consistent expectations that focus on achieving key outcomes to drive improvement.
- Support responder agencies to regularly monitor performance and demonstrate progress towards the shared vision.

The Standards describe the minimum requirements that are expected in order to show that the objective is being met. They also describe the criteria that provide a basis for the measurement and assessment of performance. Responder agencies are responsible for developing plans, strategies and doctrine that align with the Standards and demonstrate a clear contribution to the overall vision

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[1] *Emergency Management Act 2013, Section 48(1)*

of the emergency management sector. In this sense, the Standards are not prescriptive and do not define how the responder agencies will meet the required objectives.

The process of defining and measuring performance helps to foster an environment of continuous improvement in the delivery of services to the community. The Standards are one component of a broader context of continuous improvement across the emergency management sector.

Process of Development

In accordance with the EM Act 2013, the Standards have been developed in consultation with the responder agencies, in a manner that is reasonable and with regard to the resources available to the organisation(s) in the performance of any functions to which the standard relates. Responder agencies have actively cooperated with the EMC in this consultation and contributed to the development of the Standards, consistent with the relevant subsections of legislation (see Attachment 1).

As per the legislative requirement to review the operational standards from time to time, the Standards have been reviewed to address feedback from responder agencies and ensure they align closely with the legislation. This revision specifically focused on ensuring the Standards are clear, streamlined, relevant and focused on the core functions of responder agencies in the delivery of their emergency management responsibilities.

This review process has ensured that the Standards support and are aligned with the State Emergency Management Priorities[2], which emphasise the critical importance of safety and information provision for the protection of life and property. Withdrawing the 'risk & resilience' and 'relief & recovery' elements of the Standards has provided a clearer focus on the 'capability and response' element, which represents the core emergency management functions of the responder agencies.

There is no suggestion that EMV or the sector is stepping away from the reform in the priority areas but that these are addressed in other high level legislation and policy. In most cases, the minimum requirements being withdrawn are addressed by the current reform to emergency management planning through the implementation of the *Emergency Management Legislation Amendment Act 2018*. This reform sets up the framework for integrated, coordinated and comprehensive emergency management planning at the state, regional and municipal levels across the spectrum of emergency mitigation, response and recovery, including the functions that are being withdrawn.

Scope

In Scope

This document specifies the Standards developed by the EMC for the operational performance of core emergency management functions by EMV and responder agencies in Victoria, in accordance with the EM Act 2013.

As per the EM Act 2013, responder agencies are defined as:

- Country Fire Authority (CFA)
- Department of Environment, Land, Water and Planning (DELWP)
- Metropolitan Fire and Emergency Services Board (MFB)
- Victoria State Emergency Service (VICSES)
- any other agency prescribed to be a responder agency.

This document uses the term 'EM Sector' in the minimum requirements for each function. In this context, 'EM Sector' refers to Responder Agencies (i.e. CFA, DELWP, MFB and VICSES) and Emergency Management Victoria (EMV) as a collective. Therefore, the Standards describe the

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[2] The State Emergency Management Priorities are defined in State Emergency Response Plan (SERP), which is Part 3 of the Emergency Management Manual Victoria and available at https://files-em.em.vic.gov.au/public/EMV-web/EMMV-Part-3.pdf

minimum requirements for these organisations collectively, which reflects the integrated and coordinated nature of delivering emergency management services to the community.

The Standards apply to the functions performed by the EM Sector within the following scope:

- Operational activity relating to the emergency management functions performed by responder agencies
- Activity relating to hazards for which the responder agencies are the control agency, including all Class 1 emergencies (e.g. fire, flood, rescue, storm, tsunami, hazmat and earthquake)
- Emergencies of all sizes and complexities
- All tiers of emergency management (e.g. local, incident, regional and state tiers).

Out of Scope

The following aspects are out of scope, although they may be influenced by the Standards and/or EM Sector operational performance:

- Non-operational or non-service delivery activity (e.g. human resources management)
- Hazards for which the responder agencies are not the control agency, including all Class 2 emergencies (e.g. transport, health, and security emergencies).

While not within the direct scope of this document, all communities, government, and business organisations have a role in emergency management. The critical contribution of these organisations may be influenced by the requirements outlined and has been recognised throughout this document where appropriate.

Review

These Standards will be reviewed regularly to ensure they remain contemporary and meet the needs and expectations of the emergency management sector and the community. They will be reviewed on an annual basis or at the discretion of the EMC.

In accordance with the relevant legislation, these Standards will be reviewed in consultation with the responder agencies, in a manner that is reasonable and with regard to the resources available to a responder agency in the performance of any functions to which the Standards relate.

Application

The *Country Fire Authority Act 1958*, *Metropolitan Fire Brigades Act 1958*, *Victoria State Emergency Service Act 2005*, and the *Forests Act 1958* respectively, specify that each responder agency must use its best endeavours to carry out its functions in accordance with these Standards.

All responder agencies are encouraged to actively share innovative ideas and knowledge with other agencies to ensure consistent application and achieve objectives specified within the Standards.

These Standards are implemented on a 'without prejudice' basis to support overall performance , including the development of robust performance criteria and measures. The application of these Standards is one part of a broader continuous improvement process, including adoption, compliance, monitoring and reporting arrangements.

These Standards do not replace the requirement for responder agencies to perform their legislated functions. Performance against these Standards is not intended to be used to the detriment of the responder agencies. Notwithstanding this, the 'best endeavours' requirement remains applicable to these Standards.

The Standards are intended to be read and applied in conjunction with:

- relevant legislation (relevant sections included in Attachment 1)
- Emergency Management Manual Victoria (EMMV)

- Monitoring and Assurance Framework for Emergency Management
- relevant government policy and procedures
- any other documents specified in the standards.

The Standards are effective as of the date of authorisation and applicable to responder agencies as of 1 January 2020.
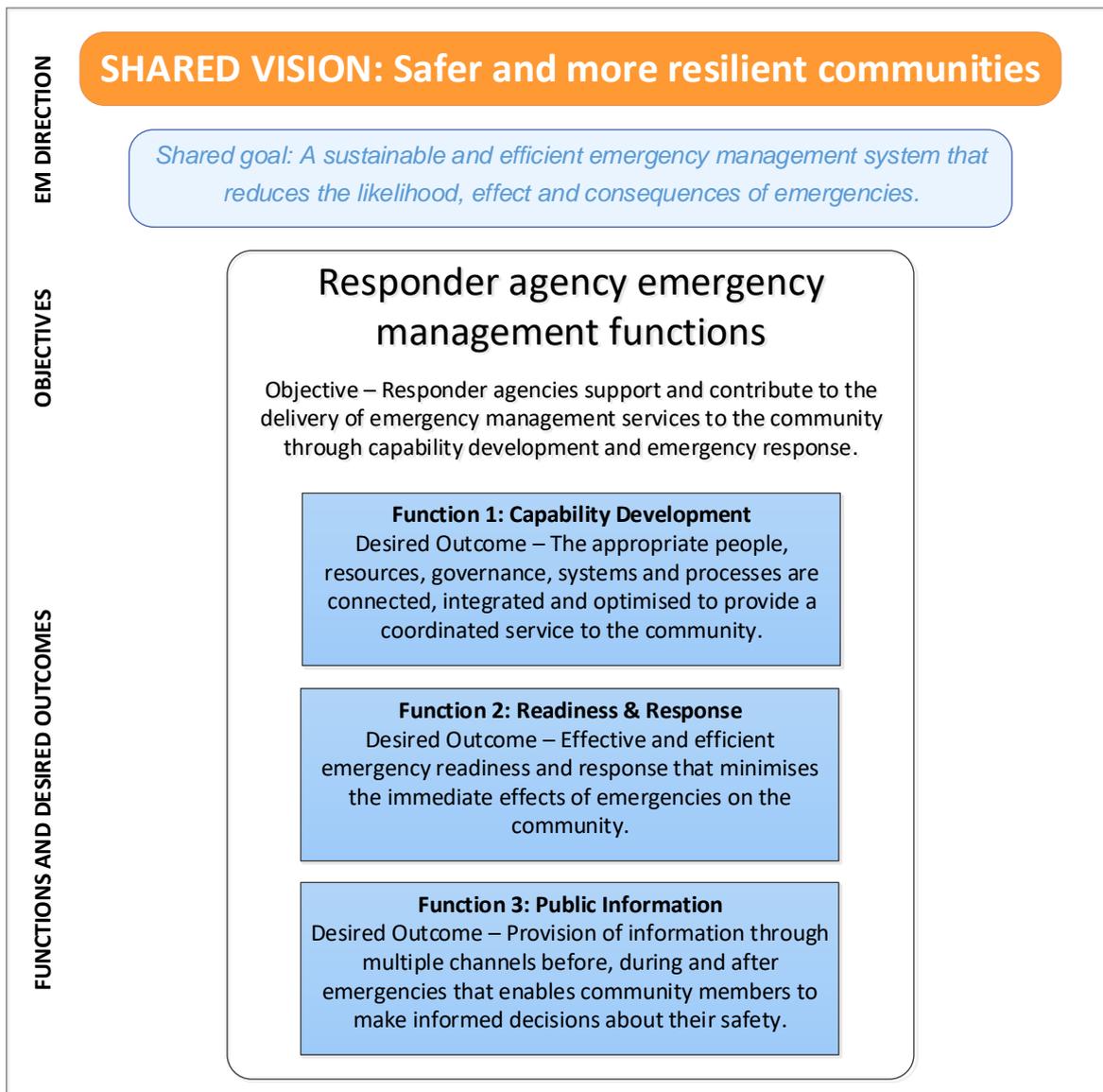
Responder Agency Functions

For the purposes of these Standards, the core emergency management functions of responder agencies are divided into categories that describe a set of operational activities, which are:

1. Capability development
2. Readiness and response
3. Public information

While the functions are categorised for clarity and simplicity, all the functions are linked and overlap with each other; this integration is critical to achieve the shared vision of the sector. Each function has a desired outcome that describes how it contributes to the shared vision.

Figure 1: Emergency Management Performance Standards across the core emergency management functions of responder agencies

SHARED VISION: Safer and more resilient communities

Shared goal: A sustainable and efficient emergency management system that reduces the likelihood, effect and consequences of emergencies.

Responder agency emergency management functions

Objective – Responder agencies support and contribute to the delivery of emergency management services to the community through capability development and emergency response.

Function 1: Capability Development
Desired Outcome – The appropriate people, resources, governance, systems and processes are connected, integrated and optimised to provide a coordinated service to the community.

Function 2: Readiness & Response
Desired Outcome – Effective and efficient emergency readiness and response that minimises the immediate effects of emergencies on the community.

Function 3: Public Information
Desired Outcome – Provision of information through multiple channels before, during and after emergencies that enables community members to make informed decisions about their safety.

EM DIRECTION

OBJECTIVES

FUNCTIONS AND DESIRED OUTCOMES

Structure of Standards

Each standard outlines the following components:

- Function – the broad category of operational activities that contributes to the shared goal (e.g. Capability Development)
- Context – the context and scope of the functional area, the sub-functions this relates to and the links to other functional areas
- Desired Outcome – the overall desired impact, result or benefit or aspirational end state that will be achieved by effective delivery of the function. This describes what the EM Sector is working to achieve collectively, which supports an incremental process of continuous improvement
- Standard Objectives – the activities that need to be accomplished or implemented by EM Sector organisations. This describes the contribution of organisations towards to the desired outcome
- Minimum Requirements – the expectations, targets or standard of performance in order to show how the EM Sector should meet the objective. The minimum requirements are based on an understanding of the resources available to agencies in the performance of the functions to which the standard relates. The minimum requirements address the following areas:
  - principles and direction based on an understanding of community need or risk
  - application of principles and direction
  - operating system, including governance, agreements and plans
  - processes and procedures required
  - resources and people required
  - evaluation and review requirements
- Criteria – the basis for the assessment and measurement of performance by organisations against the minimum requirements for each function
- Assumptions – any underlying assumptions or supporting statements that support the understanding of the function or minimum requirements
- Related Doctrine – any relevant documents that are referenced in the standard or provide further guidance for the functional area (available through the Emergency Management Victoria website or Emergency Management Common Operating Picture (EM-COP)[3]).

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[3] EM-COP is a web-based information tool   that provides access to current operational information, accessible via cop.em.vic.gov.au

Capability & Response Standards

Function 1: Capability Development

Context

Capability development is the activity of developing and integrating the people, resources, governance, systems and processes required to achieve emergency management outcomes.

Integrated capability development is an essential part of the emergency management system and works to:

- Drive improved public value by working as one
- Maximise utilisation of capability and capacity
- Embrace continuous improvement, innovation and research
- Enhance partnerships and shared responsibilities
- Commitment to leadership at all levels.

This function includes the following sub-functions:

- Doctrine and systems development
- Facility and infrastructure management
- Training and exercising
- Accreditation and capability deployment.

Desired Outcome

The appropriate people, resources, governance, systems and processes are connected, integrated and optimised to provide a coordinated service to the community[4].

Objective

Responder agencies develop, support and contribute to the overall capability and capacity of people, resources, governance, systems and processes required across the sector.

Minimum Requirements and Criteria

Minimum Requirements	Criteria
1. EM Sector defines the principles and future capability and capacity requirements based on a clear understanding of the risk to the community.	a. Capability Blueprint and principles are developed, in place and adhered to. b. Emergency management service delivery model to manage existing and future risk is defined. c. The current and future sector capability and capacity requirements are identified and communicated to all stakeholders.
2. EM Sector organisations integrate the sector requirements into their long and short term organisational capability and capacity requirements.	d. Long and short term sector capability and capacity requirements are integrated into agency plans and priorities. e. Agency capability and capacity gaps are regularly identified and addressed as appropriate, as determined by each agency, through capability development programs.

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[4] Elements of capability are defined in the Victorian Preparedness Framework (May 2018), p.9, available at https://files-em.em.vic.gov.au/public/EMV-web/VictorianPreparednessFrameworkMay2018.pdf.

Minimum Requirements	Criteria
3. EM Sector adopts an integrated and consistent system for delivering capability development programs in line with the Capability Blueprint principles.	f. The State Training Framework and State Exercising Framework is adopted and applied. g. Current capabilities are leveraged through connected partnerships across communities, government, agencies and business (e.g. joint training and development, cross utilisation of resources, etc.). h. A consistent and interoperable system is adopted and applied to guide the acquisition, accreditation, and maintenance of capabilities (e.g. skills, equipment, and infrastructure).
4. EM Sector develops and implements processes and procedures to regularly develop and test capabilities.	i. Policies and processes are in place which ensure interoperability and accessibility to capability development programs across agencies. j. Processes and procedures are in place that create opportunities for experience-based skill development (e.g. exercises, coaching and mentoring). k. Capability development processes and procedures acknowledge the safety and welfare of personnel as paramount.
5. EM Sector ensures the appropriate people and resources are available to deliver the required capability development programs.	l. Agencies support and contribute to an integrated workforce to deliver capability development programs for the sector. m. Resources (e.g. facilities, equipment, infrastructure, IT systems) are made available to support the delivery of capability development programs for the sector.
6. EM Sector regularly evaluates capability development programs.	n. Exercises and programs are evaluated to ensure they meet their aims and inform improvements. o. Processes are in place to ensure lessons from exercises, training programs and emergencies are captured and shared with stakeholders.

Assumptions

This standard recognises the following assumptions:

- Protection and preservation of life is paramount, including the safety and welfare of emergency management personnel
- The capability of the EM Sector is defined as "our collective ability to reduce the likelihood and consequences of an emergency before, during and after" (Victorian Emergency Management Capability Blueprint 2015-2025). The elements of capability are: people, resources, governance, systems, and processes
- The development of capability described in this standard includes the concept of capacity, which is defined as "the extent to which the core elements of capability can be sustained, before, during and after an emergency"
- A sector approach to identifying capability and capacity requirements will reduce duplication of capability development programs and ensure development programs are integrated
- The term 'capability development program' applies to the arrangements for developing any element of capability (i.e. people, resources, governance, systems and processes)
- Skill development programs will be most effective if they recognise the importance of experience-based learning and development. This relies on gaining foundational knowledge and skills through training courses and builds on this through approaches that support personnel to learn from others and gain practice and experience in a role
- Operational doctrine includes both shared sector wide doctrine and agency specific doctrine

- Individuals perform to best endeavours - where all that is prudent and reasonable is done in the circumstances to produce the desired result and make a positive contribution to the obligation.

Related Documents

- Victorian Emergency Management Capability Blueprint 2015-2025
- State Fire and Emergency Services Training Framework
- State Exercising Framework
- EM-LEARN Lessons Management Framework.

Function 2: Readiness and Response

Context

Readiness and response is the combination of processes, decisions and actions taken to resolve all types, scales and complexity of emergencies. The aim of these activities is to minimise and stabilise the immediate effects on a community to reduce the impact of emergencies on the community.

Emergency readiness ensures the sector can rapidly identify, evaluate, and react to a wide spectrum of emergencies. Agencies maintain a base level of readiness through business as usual arrangements in order to respond to emergencies at any time. Readiness arrangements are scalable and can be elevated when a significant emergency can be reasonably expected, such as a flood prediction, planned community event or bushfire danger period.

Response is a function delivered by agencies, both individually and collectively, in accordance with legislative and planning frameworks. Planned and timely response is critical to ensure an effective and coordinated response is delivered to communities affected by emergencies.

This function includes the following sub-functions:

- Readiness arrangements
- EM systems at state, region and incident tiers of emergency management
- Command, control and coordination arrangements at state, region and incident tiers of emergency management
- Incident management during readiness and response.

Desired Outcome

Effective and efficient emergency readiness and response that minimises the immediate effects of emergencies on the community.

Objective

Responder agencies develop, implement and maintain an interoperable system of work that ensures the efficient and effective delivery of readiness and response services to the community.

Minimum Requirements and Criteria

Minimum Requirements	Criteria
1. EM Sector establishes principles, priorities and governance arrangements to guide readiness and response to achieve the needs of the community.	a. Principles for emergency readiness and response are defined and communicated to all stakeholders. b. State control priorities are defined and communicated to all stakeholders. c. The state's emergency management arrangements are defined for all emergencies at all tiers (i.e. incident, region and State). d. The principles of Australasian Inter-service Incident Management System (AIIMS) are adopted and applied when managing emergency incidents of all types, scales and complexity.
2. EM Sector adopts and applies the sector principles, priorities and governance arrangements.	e. The State Emergency Management priorities are taken into account and actioned during the planning for and management of any emergency incident. f. The command, control and coordination arrangements in the State Emergency Response Plan (SERP) inform the planning, preparedness and response activities for emergencies of any size and complexity.
3. EM Sector adopts and uses agreed arrangements, plans and structures for emergency readiness and response.	g. Sector principles and State Emergency Management priorities are taken into account when developing, establishing and implementing operational arrangements and plans. h. Incident management structures and processes are used to integrate the response activities and disparate resources of multiple agencies. i. Readiness arrangements are elevated in line with predetermined triggers, such as when a significant emergency can be reasonably expected informed by an understanding of the risk (e.g. flood prediction or bushfire danger period).
4. EM Sector adopts and uses processes and procedures consistent with the state principles and priorities.	j. Safety processes and procedures are established, applied and monitored. k. Effective and efficient information sharing processes are established and applied to support shared situational awareness and sound operational decision making. l. Appropriate systems, policies, processes, doctrine are established and implemented to enable interoperability. m. Incidents are managed in accordance with the relevant operational doctrine, including any Joint Standard Operating Procedures (JSOPs).
5. EM Sector ensures the appropriate people and resources are available to effectively manage incidents.	n. Agencies develop personnel to support and contribute to an integrated emergency management workforce to perform incident management functions. o. Personnel perform the roles they are accredited and/or endorsed for within the parameters of the established arrangements and processes. p. Resources (e.g. facilities, equipment, infrastructure, IT systems) are made available and used to support personnel to undertake their roles across the sector.

Minimum Requirements	Criteria
6. EM Sector reviews and evaluates performance during and after emergencies to inform continuous improvement.	q. A consistent integrated process is developed and adopted to ensure operational monitoring, debriefing and review activities are conducted as required. r. Lessons from readiness and response operations are captured, analysed and shared with stakeholders to inform improvements and reassessment of priorities.

Assumptions

This standard recognises the following assumptions:

- Protection and preservation of life is paramount, including the safety and welfare of emergency management personnel
- Each agency has different business as usual arrangements and triggers for readiness and response activities
- Support agencies also engage in readiness and response activities, including elevated activation levels in periods of readiness
- Shared situational awareness, understanding of risk and sound operational decision making will result in improved safety of all personnel and provision of information to the community
- A more effective and efficient response to an emergency will minimise the consequences for a community
- Readiness and response supports the shared vision of community through:
    - building a greater capacity to protect homes, businesses and livelihoods
    - minimising damage to communities and infrastructure
    - being better placed to save lives and reduce the personal trauma and hardship that can accompany severe emergency events
    - having effective arrangements in place to manage the risks facing the State
    - assisting people to be safe in the face of adversity and uncertainty.
- Individuals perform to best endeavours – where all that is prudent and reasonable is done in the circumstances to produce the desired result and make a positive contribution to the obligation.

Related Documents

- State Emergency Response Plan (SERP – EMMV Part 3)
- Australasian Inter-service Incident Management System (AIIMS) Manual
- Fundamentals for Emergency Management (Class 1 Emergencies).

Function 3: Public Information

Context

Public information is the provision of information, alerts and warnings to the public about a potential or actual emergency situation before, during and after the emergency that enables community members to make informed decisions about their safety.

The public information function is a critical feature of any emergency management activity that requires a mix of skills, tools and services. Public information is one element of an integrated public safety campaign, and predicated upon a principle of shared responsibility for safety with communities.

This function includes the following sub-functions:

- Warning education

- Communications systems
- Public information channels.

Desired Outcome

Provision of information through multiple channels before, during and after emergencies that enables community members to make informed decisions about their safety.

Objective

Responder agencies provide timely, relevant and tailored public information to the community in anticipation of, or in response to, an emergency through the appropriate resources, systems and processes.

Minimum Requirements and Criteria

Minimum Requirements	Criteria
1. EM Sector defines the principles and protocols that guide the provision of public information based on an understanding of the needs of the community.	a. Principles and protocols for public information are defined and communicated to all stakeholders, consistent with the national approach to public information. b. Protocols for public information are based on the principle of shared responsibility and an understanding of the life cycle of an incident (e.g. initiation, closure).
2. Agencies adopt and apply the sector principles and protocols for the provision of public information.	c. The Victorian Warnings Protocol is adopted and applied. d. Communities are informed regarding warning systems and procedures likely to be used during emergencies, including the methods for disseminating public information and the responsibilities of the community to take action based on the information provided.
3. Agencies contribute to the development and implementation of common arrangements and systems to support the dissemination of public information.	e. Consistent and integrated systems and information sharing platforms are developed and adopted (e.g. authorising channels, dissemination methods). f. Arrangements are in place to enable the monitoring of public information and the sharing of incident data in a timely manner. g. Arrangements are in place to support resulting actions by communities concurrent with the dissemination of public information (e.g. community access, egress and impacts of traffic management requirements). h. Arrangements are in place to manage the consequences of warnings (e.g. likely community response, impact on systems and services).
4. Agencies establish and use processes and procedures consistent with the sector principles and protocols for public information.	i. Common systems and processes are developed, adopted and used to provide a consistent and integrated approach to the provision of information throughout the life cycle of an incident. j. Decision making and authorisation processes reinforce the criticality of timely warnings to the community. k. Policies and procedures that address the differing needs of communities (e.g. culturally and linguistically diverse, hearing and vision impaired individuals) are developed and adopted.

Minimum Requirements	Criteria
5. Agencies ensure the appropriate people, resources, facilities, and equipment are available to deliver the required public information in an integrated and coordinated approach.	l. Agencies develop personnel to support and contribute to an integrated workforce to perform public information functions. m. Personnel perform the public information roles they are accredited and/or endorsed for within the parameters of the established arrangements and processes. n. Resources (e.g. facilities, equipment, infrastructure, IT systems) are made available and used to support personnel to undertake their public information roles across the sector.
6. Agencies evaluate the provision of public information to inform continuous improvement.	o. A consistent process is developed and adopted to ensure operational monitoring, debriefing and review activities regarding public information are conducted as required. p. Lessons regarding public information are captured reviewed, analysed and shared with stakeholders to inform improvements.

Assumptions

This standard recognises the following assumptions:

- Protection and preservation of life is paramount, including the safety and welfare of emergency management personnel
- The provision of public information during an emergency is one element of an integrated public safety campaign, and predicated upon a principle of shared responsibility for safety with communities
- An incident has a life cycle that must inform how public information is developed and disseminated to support understanding and determining consequences and risks to life, property and the environment
- A comprehensive range of education, advice and preparedness programs and systems enables individuals and communities to understand and take appropriate action when provided with emergency information and warnings
- In the initial stages of some emergencies, particularly those of sudden onset, it is possible that little or no warnings may be provided to the community. It is therefore essential that community education, awareness raising activities and advice is undertaken and maintained
- Community members who receive appropriate public information are more likely to make informed decisions and take appropriate actions
- Informed decisions prompt desired actions that improve community safety in emergencies
- Individuals perform to best endeavours – where all that is prudent and reasonable is done in the circumstances to produce the desired result and make a positive contribution to the obligation.

Related Documents

- Victorian Warnings Protocol (EMMV Part 8, Appendix 10)
- Emergency Broadcaster Memorandum of Understanding
- Public Information Monitoring and Evaluation Framework
- Australian Institute for Disaster Resilience (AIDR) Handbook 16 – Public Information and Warnings.

Performance Assurance

Evaluating performance is important to ensure that emergency management services are delivered effectively and efficiently. Consistent with the Monitoring and Assurance Framework for Emergency Management, evaluation and assurance supports a culture of continuous improvement by:

- sharing results of assurance activities and information on contemporary, better practice in emergency
- focusing on systems of work – and not individuals – to ensure that assurance is non-adversarial
- understanding that the sector requires time, resources, and the opportunity to identify and implement sustainable solutions.

The Standards provide performance criteria, which define the specific and observable activity expected to achieve the minimum requirements. The performance of responder agencies in each function will be measured or assessed against the criteria set out in the standards to show whether the plans, strategies and doctrine when enacted are achieving the intended results (i.e. the desired outcome).

Assurance Activities

Assurance activities are undertaken at various levels in order to measure and assess capacity, capability and performance.   Assurance activities assess performance against standards, performance criteria, relevant legislation, policy, or agency performance criteria. This provides a level of assurance of emergency management effectiveness and efficiency.

The Monitoring and Assurance Framework for Emergency Management shows how different assurance activities provide various types of data that can be used to evaluate, assess and report on performance (see Figure 4).   Agencies perform many assurance activities at the tactical and operational levels for their own performance assessment. IGEM and EMV also perform assurance activities, particularly focused on the sector or system level.

Figure 4: Linkages between assurance activities, inputs, processes, outputs, outcomes and vision (Source: IGEM, Monitoring and Assurance Framework for Emergency Management, p. 9)
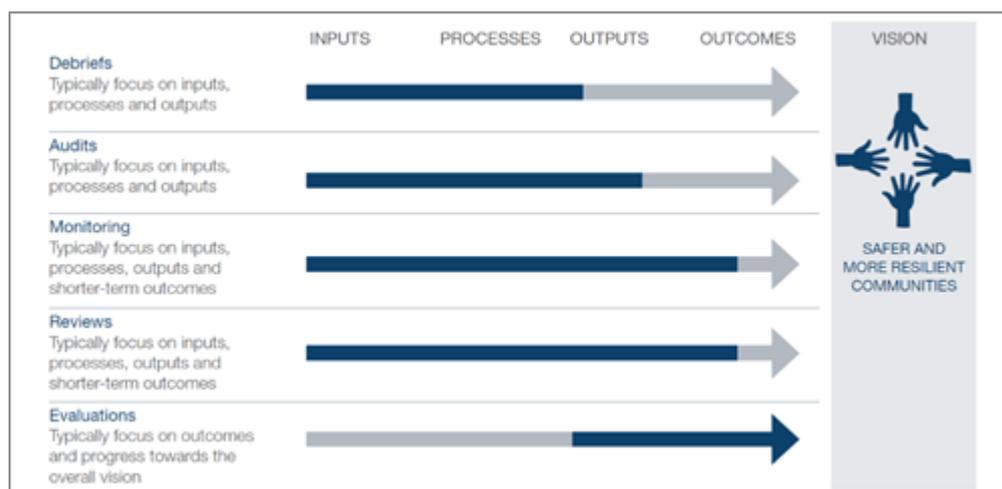
Reporting

In order to monitor performance against these Standards and to indicate the sector's progress towards achieving the desired outcomes, responder agencies are required to report on the actions taken to comply with the performance standard and the progress being made towards achieving the minimum requirements and criteria.

The report will include information regarding any factors that have restricted or contributed to compliance with each standard and any proposed action to maintain or improve compliance with each standard.

This reporting will fulfil the legislative requirement included in the *Country Fire Authority Act 1958*, *Metropolitan Fire Brigades Act 1958*, *Victoria State Emergency Service Act 2005* and the *Forests Act 1958* respectively, which specify that each agency must, at the expiration of each period of 6 months, report in writing on the action it has taken during the preceding 6 months to comply with the performance standards. The legislation requires that a copy of the report prepared by each agency must be given to the EMC.

The first written report outlining the actions taken by each individual agency to ensure compliance will be for the period 1 January to 1 July 2020 and every six months thereafter.

Attachment 1 – Relevant Legislation

The authority for the development of the Standards for responder agencies is taken from various sections of legislation, as summarised in Table 1.

Table 1: Applicable Legislation

Legislation	Section	Summary
Emergency Management Act 2013	32 (1) (j)	EMC functions and powers – develop and maintain operational standards for the performance of emergency management functions by responder agencies.
	48 (1)	EMC must develop, and review from time to time, operational standards in relation to the performance by responder agencies of their functions
	48 (2)	The EMC must consult with the responder agencies and Emergency Management Victoria in developing or reviewing the standards
	48 (3)	A responder agency must cooperate with the Emergency Management Commissioner in any consultation under subsection (2)
	48 (4) (a)	The EMC must develop or review a standard in a manner that is reasonable
	48 (4) (b)	In developing or reviewing a standard, have regard to the resources available to a responder agency in the performance of any functions to which the standard relates
	48 (5)	Performance standards in force under section 19 of the Fire Services Commissioner Act 2010 immediately before the commencement of section 77 are to be taken to be operational standards developed under this section
	49 (a) (i) (ii) (iii)	The EMC must give the operational standards developed to the responder agency, EMV and the Inspector-General for Emergency Management
	49 (b)	Publish the operational standards on the EMV website
	35 & 36	Access to information. No constraints on access to information
	64 (1) (a)	The Inspector-General for Emergency Management is to develop and maintain a monitoring and assurance framework for emergency management, including outcome measures, against which the capacity, capability and performance of the emergency management sector is to be assessed
Country Fire Authority Act 1958	6D	The Authority must use its best endeavours to carry out its functions in accordance with the operational standards
	6DA (1) (2)	The Authority must, at the expiration of each period of 6 months, report in writing on the action it has taken during the preceding 6 months to comply with the operational standards and provide a copy of the report to the EMC

Metropolitan Fire Brigades Act 1958	7AC	The Board must use its best endeavours to carry out its functions in accordance with the operational standards
	7AD (1) & (2)	The Board must, at the expiration of each period of 6 months, report in writing on the action it has taken during the preceding 6 months to comply with the operational standards and provide a copy of the report to the EMC
Victoria State Emergency Service Act 2005	5(4)	The Authority must use its best endeavours to carry out its functions in accordance with the standards
	5(5)	The Authority must, at the expiration of each period of 6 months, report in writing on the action it has taken during the preceding 6 months to comply with the operational standards and provide a copy of the report to the ESC
Forests Act 1958	61 E	The Secretary must use its best endeavours to carry out its functions in accordance with the operational standards
	61 EA (1) & (2)	The Secretary must, at the expiration of each period of 6 months, report in writing on the action it has taken during the preceding 6 months to comply with the operational standards and provide a copy of the report to the EMC

Document information

Document details

Criteria	Details
TRIM ID:	CD/19/731100
Document title:	Emergency Management Performance Standards
Document owner:	Emergency Management Commissioner

Version control

Version	Date	Description	Author
V1.0	25/11/2015	Standards for Capability and Response approved and endorsed	Claire Cooper & Deborah Hodgson
V2.0	14/12/2016	Approved and endorsed	Deborah Hodgson
V2.1	2/08/2019	Draft provided to stakeholders for feedback	Claire Cooper
V2.2	1/09/2019	Draft updated based on stakeholder feedback	Claire Cooper
V3.0	20/12/2019	Approved and endorsed	Claire Cooper

Document approval

This document is approved by:

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Audience

The audience for this document is for the Emergency Management Commissioner, EMV Chief Executive, Emergency Services Leadership Group, responder agency Chief Officers, responder agency personnel and all organisations within the sector to describe the performance requirements of the sector. This document is managed by the EMV Capability Development and Standards Team.

Reference material

Abbreviations

Acronyms	Description
CFA	Country Fire Authority
DELWP	Department of Environment, Land, Water and Planning
DEDJTR	Department of Economic Development, Jobs, Transport and Resources
DHHS	Department of Health and Human Services
EM Act 2013	*Emergency Management Act 2013*
EM Act 1986	*Emergency Management Act 1986*
EMMV	Emergency Management Manual Victoria
EMV	Emergency Management Victoria
ESLG	Emergency Services Leadership Group
ESTA	Emergency Services Telecommunications Authority
IGEM	Inspector-General for Emergency Management
LGV	Local Government Victoria
MAV	Municipal Association of Victoria
MFB	Metropolitan Fire Brigade
Red Cross	Australian Red Cross, member of the International Red Cross Red Crescent Movement
SCRC	State Crisis and Resilience Council
SERP	State Emergency Response Plan
VicPol	Victoria Police
VICSES	Victoria State Emergency Service

Definitions

Unless otherwise stated below, terms used in this standard have the same meaning as those contained within the *Emergency Management Manual Victoria Part 8 – Glossary* and the definitions contained within Joint Standard Operating Procedures.

The following definitions are applicable to these standards:

Terms	Description (to be confirmed)
Adoption	Taken up as own

Appropriate	Fit for purpose in respect of the individual agency and or sector
Best endeavors	All that is prudent and reasonable in the circumstances to produce the desired result and make a positive contribution to the obligation
Compliance	Action in accordance with
Criteria	Specific, observable characteristics that can be assessed or measured to show the quality or quantity of aspects of the organisation, its resources, its process, or the results of its activities
Effective	Adequate to accomplish a purpose
Efficiency	The cost and/or productivity associated with an output or an outcome
Emergency management sector	All the organizations that have a role in emergency management activities, including communities, business, government and agencies. In the context of this document, 'EM Sector' refers to responder agencies and EMV as a collective
Functions	Activities that are carried out by the emergency management responder agencies to achieve their mission and legislated responsibilities
Informed	Having or prepared with information or knowledge; apprised of a situation
Input	The resources used to produce the service or activity
Interim standard	An authorized standard which is yet to have all requirements and criteria finalised
Maintain	Keep in existence

Major Emergency	"Major emergency" means:
	1. a large or complex emergency (however caused) which:
	    a. has the potential to cause or is causing loss of life and extensive damage to property, infrastructure or the environment; or
	    b. has the potential to have or is having significant adverse consequences for the Victorian community or part of the Victorian community; or
	    c. requires the involvement of two or more agencies to respond to the emergency; or
	2. a Class 1 emergency; or
	3. a Class 2 emergency[5].

Measure	A standard unit used to express the size, amount, or degree of performance
Monitor	Ongoing assessment of progress towards the delivery of inputs, processes, outputs, and shorter-term outcomes
Outcome	Effectiveness or impact of an service or activity and whether program goals are being met

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Output	The services or activities produced
Optimised	Make the best or most effective use of a situation or resource
Performance	Execution or accomplishment
Responder agencies	As per the EM Act 2013, responder agencies include: CFA, DELWP, MFB, VICSES and any other agency prescribed to be a responder agency
Resources	Assets that provide capacity to respond
Standard	A document that defines the minimum requirements for products or services that are provided or delivered to the community