
VICTORIAN EMERGENCY MANAGEMENT STRATEGIC ACTION PLAN

UPDATE #2 2017 - 2020



Photo by: Brian Eddy

Authorised by the Victorian Government

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Acknowledgement to Country

The Victorian Government acknowledges Aboriginal and Torres Strait Islander people as the Traditional Custodians of the land. The Victorian Government also acknowledges and pays respect to the Elders, past and present.



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MINISTERIAL FOREWORD



The Victorian Emergency Management Strategic Action Plan (SAP) Update #2 2017-2020 is the second update to the three-year rolling plan and provides a timely reflection on the key achievements to date in reaching the reforms required of the emergency management sector.

This Update shows the tremendous efforts of the sector working as one to progress towards delivering the shared vision of *safer and more resilient communities*. Significant progress is being made towards delivering the actions within the SAP, with some actions already reaching completion and others are well underway with key elements being accomplished.

Over the last two years, the sector has evolved to an ‘all communities, all emergencies’ approach to emergency management and we have seen the breadth of emergencies that have been responded to. This approach aims to support communities of all types being at the centre of all decision making. The recently released Community Resilience Framework for Emergency Management provides a lens through which all aspects of emergency management activity can be viewed to determine how they connect with modern practice and contribute to a safer and more resilient Victoria. I am pleased to see the sector, community and business working collaboratively towards a modern emergency management system in Victoria and driving sector reform.

The Victorian Government remains strongly committed to the ongoing reform of the emergency management sector, and the SAP is a vital tool to enable the sector to achieve the desired outcomes. I am confident that by working as one, we can facilitate sustainable change to create safer and more resilient communities.

A handwritten signature in blue ink that reads "James Merlino". The signature is fluid and cursive.

**The Hon James Merlino
Minister for Emergency Services**

EMERGENCY MANAGEMENT COMMISSIONER



As we look back and reflect on our achievements towards the actions identified in Victoria's Emergency Management Strategic Action Plan (SAP), we can be proud of the significant progress the emergency management sector has been able to accomplish together in such a short period. I have seen progress across each of the priority areas within the SAP and the recent completion of a number of actions, some of which provide the foundation for how the sector works together, today and in the future.

The actions within the SAP set a clear direction for the future and I recognise and commend the extensive work undertaken so far to achieve the outcomes in the SAP. However, building on this progress will require the ongoing commitment of resources across the sector if we are to maximise these outcomes over the longer term.

This SAP Update #2 2017-2020 looks back on the past two years and highlights key achievements across each of the Themes in that time. By reflecting on the past, we can look forward to the opportunities of the future. The progress we are making today will position us to enable a modern, sustainable emergency management system in Victoria.

The sector must maintain momentum and focus and continue to be adaptable and accommodate future opportunities and challenges to the emergency management system. The joined up outcomes as described in the SAP are the key to the success of achieving our shared vision of *safer and more resilient communities*.

A handwritten signature in blue ink, appearing to read 'CLapsley', written over a white background.

Craig Lapsley PSM
Emergency Management Commissioner, Victoria



SAP UPDATE 2017-2020

As a three-year rolling plan developed under section 12 of the *Emergency Management Act 2013* (EM Act 2013), the Victorian Emergency Management Strategic Action Plan (SAP) outlines a number of state-wide strategic priorities, with corresponding actions, to support Victoria in achieving its vision of *safer and more resilient communities*. The SAP is reviewed annually to ensure it remains relevant and robust enough to meet challenges that arise for the emergency management sector (sector).

The SAP has now completed two years of its implementation program, and this update provides a timely reflection on the growth and progress across each of the priority areas within the SAP during that time. The ‘all communities, all emergencies’ approach has been embraced and embedded into the way the sector works and tested through emergencies recently faced. In addition to responding to bushfires, grassfires, structure fires, floods and storms, there are other diverse types of emergencies that the sector has responded to, such as the outbreak of Blue Green Algae along the Murray River, the thunderstorm asthma event, the Bourke Street Tragedy, and the Norwegian Star cruise-ship which lost propulsion off the south-east coast of Victoria¹. This shows the broad nature of emergency management and how the sector needs to be flexible and adaptable to meet the needs of the community.

¹ For further details refer to the Summary of Victorian Key Events and Consequences on page 20

THE COMMUNITY MUST REMAIN AT THE CENTRE OF EVERYTHING THE SECTOR DOES, ESPECIALLY AS THE POPULATION INCREASES AND AGES, AND DEMOGRAPHICS CHANGE.

► SAP UPDATE 2017-2020

The continued commitment and dedication of the sector in leading, participating in and supporting the SAP actions is vital to enabling the required reform to improve service delivery of emergency management in Victoria. Over the past two years, 23 of 31 actions have commenced with four actions reaching completion and transitioning into the way the sector does business today. These comprise Critical Infrastructure Resilience (E3); Specific Risk Mitigation (F1); Common Principles and Standards that Guide Service Delivery (G2); and the Single Source Web Portal (H4). While a number of other actions are coming close to completion, others are being actively implemented.

There has been continued progress in the area of public information and warnings, with the expansion of warnings to include shark sightings and provision of information on health and security emergencies. Furthermore, foundational work for the SAP action on Marine Search and Rescue (G8) has commenced, with this providing a solid basis for an effective, efficient and sustainable service delivery model.

It is recognised that many actions within the SAP have a large number of interdependencies across each of the priority areas and these underpin the work required to be undertaken prior to enabling further progress. The objectives within the SAP cannot be achieved without agencies and departments leading and supporting the actions and working as one to deliver outcomes.

The sector needs to continue to position itself in the future to be able to prepare for, respond to, and recover from the array of emergencies Victoria faces. The community must remain at the centre of everything the sector does, especially as the population increases and ages, and demographics change. Victoria can also expect to see more diverse, intense and frequent weather events now and into the future². Therefore, while the reform work in the SAP is underway and progressing, the sector will continue to adapt and improve to remain agile, dynamic, and responsive to the Victorian community.

As the SAP continues to evolve and move through its implementation program, the annual “rolling” cycle provides an ideal opportunity to review the needs of the sector and community and to refine the strategic direction for the future. This includes looking at other key initiatives being undertaken across the sector, including the Resilient Recovery Discussion Paper, which is designed to shape the future relief and recovery system, the Emergency Management Climate Change Program, and the Emergency Management Outcomes Framework (under development), which will provide an evidence base to demonstrate the impact the reforms are having on the community and the systems which support the sector. These pieces of work will assist in forming the basis for the ongoing work of the SAP and help shape the future strategic direction of the sector.

While there are no major changes within this SAP Update #2 2017-2020, the focus of the SAP over the next 12 months is to ensure continued progress within each of the priority areas and to address each of the challenges and objectives. The implementation of the SAP will continue to be monitored by the Inspector-General for Emergency Management, to provide assurance and evidence of effective and efficient progress in the reform of emergency management in Victoria.

² Bureau of Meteorology and Commonwealth Scientific and Industrial Research Organisation, State of The Climate 2016.

COMMUNITIES & BUSINESS

PRIORITY A

Build and empower community leadership and develop awareness, shared responsibility and self-reliance to ultimately strengthen resilience.

OUR CHALLENGE

“ Resilience across the State is variable, with some local communities having higher expectations of the sectors’ role before, during and after emergencies. ”

THE OBJECTIVE

Increased capacity of local communities to be ready to withstand, and recover from an emergency, using business, social and community networks to raise awareness, share responsibility and build self-reliance to strengthen resilience.

THE OUTCOME

Community members who are empowered and skilled to take on leadership roles before, during and after an emergency.

ACTIONS

A1 Develop or link into existing initiatives that highlight the critical, hands-on role **community members and local business** can play in keeping themselves and their communities safe in an emergency.

STATUS: Not yet commenced

A2 Develop a **resilience framework** incorporating guiding principles for shared responsibility and self-reliance in prevention, planning, response, relief and recovery activities, communications and publications. Embed these principles in all tiers of emergency management plans.

STATUS: Underway

A3 Develop or link into existing initiatives to build the next generation of **community and business leaders in emergency management**. Encourage participation that reflects local community demographics including gender, ethnicity, religion, disability and socio-economic status. Increase opportunities for community leaders to be involved in decision making forums, such as Community Emergency Management Planning process.

STATUS: Not yet commenced

A4 Identify key partnerships across governments, agencies and the public and private school sectors to develop innovative approaches to engage with **young people as both learners and educators** to build emergency management awareness and capability.

STATUS: Underway

A5 Use **community profiling** to strengthen understanding of local community diversity, values and needs. This informs the sector on optimum service and engagement models and wider opportunities with respective communities.

STATUS: Underway

A6 Develop or link to existing initiatives that support and promote innovative approaches to **water safety education** that enhance and build the skills across communities that can be drawn on in an emergency.

STATUS: Underway

KEY ACHIEVEMENTS

- Developed a Community Resilience Framework that incorporates guiding principles and characteristics for shared responsibility and self-reliance for emergency management.

COMMUNITIES & BUSINESS

PRIORITY B

Enhance the capability and capacity of Local Governments to meet their obligations in the management of emergencies.

OUR CHALLENGE

“ Local Government’s roles and responsibilities in emergency management can be varied and inconsistent. We need to better understand Local Government’s capability and capacity to meet these roles and responsibilities. ”

THE OBJECTIVE

Councils with an enhanced ability to meet their legislative and policy requirements and operating arrangements in the planning, prevention, relief and recovery from emergencies.

THE OUTCOME

Councils with the requisite expertise, capability and capacity to fulfil their legislative obligations in the management of emergencies.

ACTIONS

B1 Clarify and confirm the emergency management roles of **local government**, and assess councils' **capability and capacity** to meet their emergency obligations.

STATUS: Underway

B2 Drawing from the above, develop **action plans** to address **capability and capacity gaps**.

STATUS: Not yet commenced

KEY ACHIEVEMENTS

- Conducted workshops for the 79 local government areas to better understand their roles and responsibilities in emergency management.
- Released the Councils and Emergencies Directions Paper.



PEOPLE & CULTURE

PRIORITY C

Develop sector leadership that instils a positive workforce culture and promotes respect, cooperation, innovation and diversity.

OUR CHALLENGE

“ There are varied workforce cultures across the emergency management sector which have differing levels of diversity, inclusivity and organisational values. ”

THE OBJECTIVE

Emergency management sector leaders who embody respect, cooperation, innovation and diversity, and champion these values across the workforce.

THE OUTCOME

Emergency management leaders who demonstrate respect, cooperation, innovation and champion diversity.

ACTIONS

C1 Develop a common approach to gathering the data that will form the evidence base for the sector's efforts to create a **workforce culture** with a focus on respect, cooperation, innovation, culture and gender **diversity**, and enable progress to be measured.

STATUS: Underway

C2 Review **emergency management leadership programs** to ensure focus on respect, cooperation, innovation, cultural and gender diversity. Additionally, use leadership programs from the wider business and community sectors that embody these principles.

STATUS: Underway

KEY ACHIEVEMENTS

- Released the Emergency Management Diversity and Inclusion Framework.
- Commenced work to enable a common approach to gathering data to provide the evidence base to create an inclusive workforce culture.

“ We know that organisations benefit from a diverse workforce due to a wider pool of employee talent, a better understanding of the community they serve, and through leaders making better decisions due to more diverse thinking. A key part of that change is understanding that diversity brings different perspectives and when you include people from different backgrounds who have different stories, we all benefit. ”

Kristen Hilton
Victorian Equal Opportunity and Human Rights Commissioner

PEOPLE & CULTURE

PRIORITY D

Create a long-term emergency management employee and volunteer workforce development strategy.

OUR CHALLENGE

“ A more consistent, collaborative and innovative approach towards workforce management across the emergency management sector, is needed. There is opportunity to further understand the evolving expectations and requirements to support the promotion of a diverse, inclusive and skilled workforce for the future sustainability of the sector. ”

THE OBJECTIVE

A sophisticated workforce management approach to build and sustain the emergency management sector.

THE OUTCOME

A diverse sector workforce that reflects the community it serves, with employees and volunteers having the skills, expertise and support to confidently and safely undertake their role.

ACTIONS

D1 Establish **workforce management principles** to guide emergency management agencies and departments to plan, manage, recruit and retain their workforce.

STATUS: Underway

D2 Develop and implement a **10-year workforce strategy and sector training framework** that delivers a highly diverse and technically competent workforce.

STATUS: Underway

D3 Develop a state-wide management **volunteering framework** that is focused on:

- Capability, capacity, growth and retention
- Supporting agencies and department with the management of volunteers
- Spontaneous volunteering
- Flexibility for volunteers to move between agencies
- Addressing surge capacity in times of peak demand.

STATUS: Not yet commenced

KEY ACHIEVEMENTS

- Initiated work to establish workforce management principles, a 10-year workforce strategy and sector training framework.

GOVERNANCE

PRIORITY E

Define emergency management roles and responsibilities across all tiers of government, non-government organisations, agencies, business and the community, and make sure they are understood by all involved.

OUR CHALLENGE

“ Due to the evolution of the emergency management sector, there is a lack of clarity and understanding across government and non-government of roles and shared responsibilities. Some existing arrangements do not support the future needs for the direction of the sector’s reform. ”

THE OBJECTIVE

Streamlined and contemporary legislation, policy, operating arrangements and plans. Each clearly articulates the roles and responsibilities of community, all tiers of government, non-government organisations, agencies and businesses to better integrate the management of emergencies.

THE OUTCOME

A clear understanding of the roles and responsibilities for emergency management in Victoria.

ACTIONS

E1 Review **legislation and policy** relevant to emergency management in collaboration with key stakeholders.

STATUS: Underway

E2 Foster key partnerships to enable all stakeholders to undertake their roles and responsibilities. This includes clarifying the **roles and responsibilities of community, Commonwealth, State and Local Governments** (aligned to Priority B), **non-government organisations, agencies and businesses** in the management of hazards, risks and emergencies.

STATUS: Underway

E3 Roll out Part 7A of the *Emergency Management Act 2013* (**Critical Infrastructure Resilience**) to enable industry and government to understand their responsibilities and requirements in the preservation of Victoria's critical infrastructure.

STATUS: Complete

E4 Develop **performance standards** to guide effective and efficient governance and enable the sector to measure its performance.

STATUS: Underway

KEY ACHIEVEMENTS

- Released the Emergency Management Legislation Amendment (Planning) Bill 2016 Exposure Draft.
- Completed the roll out of Part 7A of the *Emergency Management Act 2013* (Critical Infrastructure Resilience).
- Delivered the Critical Infrastructure All Sectors Resilience Report.
- Developed and implemented responder agencies' Performance Standards for Capability and Response.
- Developed and implemented Performance Standards for Relief and Recovery, and Risk and Resilience.

GOVERNANCE

PRIORITY F

Define a process for understanding and mitigating the consequence for communities that are at high risk of experiencing an emergency, such as those in peri-urban areas, and make sure the process is understood by all involved.*

OUR CHALLENGE

“ There is a lack of integrated, consistent, collective, transparent planning and governance processes and decision making to effectively mitigate the consequences of emergencies in high-risk communities. ”

THE OBJECTIVE

Consistent and widely understood planning process that supports communities and other stakeholders to implement activities to reduce the consequences of emergencies.

THE OUTCOME

A reduction in the consequences of an emergency event for high-risk communities.

* In the emergency context, high risk exists where there is a hazard combined with an exposed and vulnerable population and its assets. This is particularly the case for geophysical hazards such as bushfire, flood, landslip, storm, earthquake and tsunami. Peri-urban is, for this purpose, defined as an area or zone where structures, built environment and other human development adjoin or overlap with undeveloped land, including bushland, coastal and rural landscapes.

ACTIONS

F1 Communities, governments, agencies and businesses partner to identify, prioritise and implement **specific risk mitigation** activities such as capital works and **education** programs.

STATUS: Complete

F2 State and local government to review **land use planning provisions** on the peri-urban interface to ensure that mechanisms are available to adequately mitigate the consequence of emergencies for these metropolitan-rural areas.

STATUS: Underway

F3 Ensure that **emergency management plans** for **peri-urban areas** are consistent with the local community demographics, hazard risk profiles and emergency management requirements.

STATUS: Not yet commenced

KEY ACHIEVEMENTS

- Developed and implemented the Peri-Urban Risk Mitigation Framework.
- Conducted a pilot program on the application of the Peri-Urban Risk Mitigation Framework across three growth corridors.

SERVICES & SYSTEMS

PRIORITY G

Formalise an integrated emergency management service delivery model that facilitates community safety and self-reliance, and supports the people and systems to deliver them in an integrated and coordinated manner.

OUR CHALLENGE

“ Across the emergency management sector service delivery, governance, resources, people, and systems and processes vary. Additionally, there is a lack of clarity of the future requirements of an integrated service delivery model for the emergency management sector to support collaboration, community safety and self-reliance. ”

THE OBJECTIVE

An evidence-based all-hazard service model that is relevant, effective and efficient, under-pinned by value-for-money investments in interoperable systems, assets and services. The model is understood by all involved to better coordinate efforts.

THE OUTCOME

A Victorian emergency management service delivery model that provides coordinated services for and with the community.

ACTIONS

G1 Review the **emergency management sector's** current **service delivery models** and methods.

STATUS: Underway

G2 Develop or draw on existing **common service policy**, practices, principles, workflows and platforms to develop **principles** and **standards that guide service delivery** approaches across all emergencies.

STATUS: Complete

G4 Progress to an **all-emergencies capability model** that captures and baselines the state's current **capability and capacity**, and identifies current gaps and reinvestment opportunities.

STATUS: Underway

G5 Develop and implement an **investment plan** that identifies shared procurement and co-location opportunities and future investment requirements across all asset types and capital infrastructure.

STATUS: Underway

G6 Implement a **comprehensive impact assessment model** across all hazards and all phases of emergency management, taking into consideration the National Impact Assessment Model. This model will include a process to collect, analyse and communicate impact information to better inform response processes, and relief and recovery planning and activities.

STATUS: Underway

G7 Inform the design of services through **research** and **best practice models**. Develop and **implement guiding principles** for use by all agencies and departments to ensure that quality, evidence-based research underpins decisions.

STATUS: Underway

G8 Develop and implement clear governance arrangements that deliver an efficient, effective and sustainable service delivery model for **Marine Search and Rescue** in Victoria.

STATUS: Underway

KEY ACHIEVEMENTS

- Completed a review of the Joint Standard Operating Procedures and expanded the scope to Class 1 emergencies (where applicable).
- Developed the Emergency Management Capability Blueprint which outlines the current and desired state of Victoria's emergency management capability.
- Developed the Victorian Preparedness Goal which sets out the core capabilities needed to deal with future challenges and risks.
- Developed the Victorian Preparedness Framework which describes the critical tasks that supports the core capabilities within the Victorian Preparedness Goal.

SERVICES & SYSTEMS

PRIORITY H

Enhance systems and platforms to deliver integrated services.

OUR CHALLENGE

“ There is limited shared infrastructure and common terminology, with varied systems, inconsistent data and information that doesn't support a common operating picture for the sector or the community, before, during and after emergencies. ”

THE OBJECTIVE

Improved connectivity and inter-operability between first responders. Improved communication between first responders, support services and the community to improve decision making.

THE OUTCOME

Enhanced system and platform interoperability alongside public information and warning systems that are understood and used by the wider community.

ACTIONS

H1 Implement the sector's **long-term communications plan**, with the longer-term aim of moving to a single integrated voice network and sector-wide broadband data service. Review and adapt rollout in line with social, technical, industry and economic environments, and emerging technologies where appropriate.

STATUS: Underway

H2 Develop and implement a three-year plan to strengthen Emergency Management Common Operating Picture (**EMCOP**), including improving the interoperability, use, access and consolidation of emergency management information systems and data. The plan should also include the delivery of common principles, standards, definition, systems of work and the agreements required to define the responsibilities for the delivery of data sets.

STATUS: Underway

H3 Develop or draw on existing common definitions in terminology, symbology and data for public information and warnings, with consideration of accessibility for diverse communities. Implement across all phases of emergency management to enhance the community's understanding of **public information** and the issuing of emergency **warnings**.

STATUS: Underway

H4 Enhance and implement a **single-source web portal** to coordinate and deliver all emergency management community information and warning services.

STATUS: Complete

KEY ACHIEVEMENTS

- The Managed Device Service (MDS) Agreement was signed between the State and Telstra for the provision of radios and services for emergency service agencies.
- A targeted market consultation exercise was completed to confirm future technology trends and associated timeframes and inform strategy investment decisions.
- The Mobile Data Network (MDN) was secured until March 2019.
- Delivered the VicEmergency App, website and hotline to enable access to timely emergency information across a variety of channels.
- Delivered a community notifications and warnings platform through the Emergency Management Common Operating Picture.



“ 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. ”

Community Resilience Framework for Emergency Management

A2 CASE STUDY

THEME: COMMUNITY & BUSINESS

Develop a *resilience framework* incorporating guiding principles for shared responsibility and self-reliance in prevention, planning, response, relief and recovery activities, communications and publications. Embed these principles in all tiers of emergency management plans.

Overview

The Resilience Framework (Framework) is an essential piece of work in the reform of emergency management in Victoria. It establishes the basis for common understanding of language and future direction, and 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.

For the purpose of developing the Framework, resilience was defined as “the capacity of individuals, communities, institutions, businesses and systems to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience”. This definition aligns with those used in the *Resilient Melbourne Strategy* (100 Resilient Cities Project) and the *Strategic Framework to Strengthen Victoria’s Social Cohesion* and the *Resilience of its Communities* (Department of Premier and Cabinet (DPC)).

Process

The Framework was developed across three stages and included a collaborative approach with the international firm AECOM and the Project Reference Group, which included representatives from emergency management organisations, government departments and utilities, local government and the non-government sector to provide oversight and assistance. This shows the commitment across a broad range of stakeholders to ‘work as one’ in achieving this action.

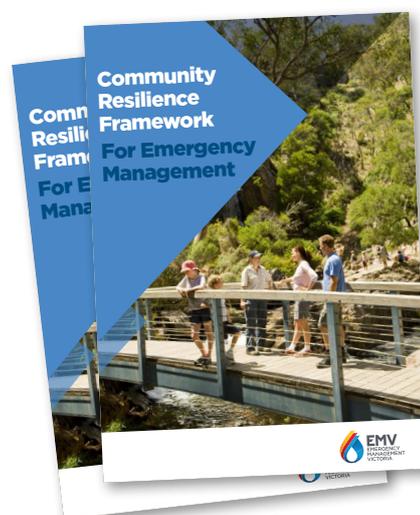
The Framework adopts seven agreed community resilience characteristics:

- culturally rich and vibrant;
- safe and well;
- having a dynamic and diverse local economy;
- democratic and engaged;
- reflective and aware;
- having a sustainable built and natural environment; and
- connected, empowered and inclusive.

Next Steps

While some of these characteristics might not appear the responsibility of, or on the face of it, within the influence of the emergency management sector, the characteristics reflect the qualities that enable all sorts of Victorian communities to withstand, minimise the consequence of, or rebuild and re-establish after emergencies.

Communities 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 highlights the need for, and encourages us all to embrace the importance of planning for resilience, and not just planning for emergencies.



B1 CASE STUDY

THEME: COMMUNITY & BUSINESS

Clarify and confirm the emergency management roles of local government, and assess councils' capability and capacity to meet their emergency obligations.

Overview

The need to clarify and understand local governments emergency management capability and capacity, and how to enhance the emergency management services provided by Victorian councils to the benefit of all Victorians, was a key theme contained among various inquiry recommendations that followed the 2009 Victorian bushfires and 2010-11 floods. This need has been captured in Priority B – to enhance the capability and capacity of Local Governments to meet their obligations in the management of emergencies.

Process

Initial work in early 2015 was carried out by DPC, and later by the Forests, Fire and Regions Group within the Department of Environment, Land, Water and Planning (DELWP). Towards the end of 2015, Local Government Victoria (LGV) within DELWP took the project lead and commenced planning, researching and consulting on the three phased approach that would see this SAP Priority realised.

The three phase approach adopted is fundamentally based on extensive consultation and the need to take the local government and emergency management sector along the journey together. Each phase builds the foundation to achieve the outcomes of the following phase, as described in Figure 1.

Consultation commenced in May 2016, with close to 100 separate organisations across the local government and emergency management sectors. Sixteen facilitated workshops were held across Victoria, talking to over 300 people to examine Council's emergency management responsibilities.

The findings of this work was produced in the report *Councils and Emergencies – Workshop Feedback Analysis Report* which was released in June 2016.

In the following months, the LGV project team worked closely with the Capability Working Group³ to align the workshop findings with the core capabilities and critical tasks developed in the *Victorian Preparedness Goal*, which has been delivered under the SAP action, Emergency Management Capability and Capacity (G4). In response to early feedback, the LGV Executive and the Emergency Management Commissioner met with Council CEOs to foster support for this important work.

In January 2017, LGV released the *Councils and Emergencies Directions Paper*, drawing on the consultation activities to date as well as the existing legislation, policy and planning arrangements. The paper sought feedback on Councils' current emergency management responsibilities and actions, including how they collaborate with each other and with emergency management agencies.

Next Steps

The feedback informed the development of a final position concerning Councils' current emergency management responsibilities and actions, to inform phase 2 of the project and is expected to commence in early 2018. This work also helps Councils', emergency management agencies and communities share an understanding of what can and cannot be expected of Councils' before, during and after emergencies. It's not just about enhancing capability and capacity of local government, it's also about building the local government sector into a modern emergency management system – where their skills in emergency planning, community development, building resilience and recovery are realised and shared to improve community outcomes before, during and after emergencies.



Figure 1 Project phases for the SAP - Priority B

³The Capability Working Group is the team working on the delivery of the *Victorian Preparedness Goal* and SAP Action G4 - see page 27 for further information.

C1 CASE STUDY

THEME: PEOPLE & CULTURE

Develop a common approach to gathering the data that will form the evidence base for the sector's efforts to create a *workforce culture* with a focus on respect, cooperation, innovation, culture and gender *diversity*, and enable progress to be measured

Overview

This action commenced in March 2016 to develop a charter of values to guide the sector's workforce culture. A working group was established comprising representatives from Ambulance Victoria (AV), Country Fire Authority (CFA), DELWP, DPC, EMV, Emergency Services Telecommunications Authority (ESTA), Life Saving Victoria (LSV), Metropolitan Fire Brigade (MFB), Red Cross, Victoria Police (VicPol) and Victoria State Emergency Service (VicSES).

As this action commenced, work was concurrently underway to develop the *Emergency Management Diversity and Inclusion Framework: Respect and Inclusion for All* (Diversity and Inclusion Framework). The Diversity and Inclusion Framework was launched by the Minister for Emergency Services in October 2016, and describes diversity as all the ways in which we differ and highlights the importance of creating an inclusive environment in which people feel valued and respected, and have the access to opportunities and resources, and can contribute their perspectives and talents to improve their organisation.

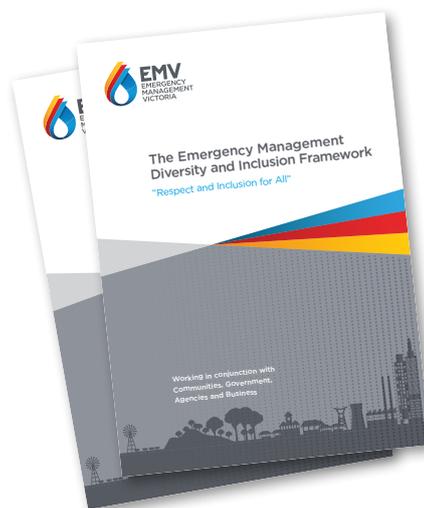
Process

Due to the completion of the Diversity and Inclusion Framework, this action was re-scoped as part of the SAP Update #1 2016-2019 with the aim of developing a common approach to gathering disaggregated data for an agreed set of diversity-related categories.

The Working Group is currently researching leading practice for gathering disaggregated diversity-related data and obtaining expert advice on what information may be sought, and how it should be collected and managed. It is anticipated this work will be completed by the end of 2017, allowing the sector to align its efforts to progress towards improving a workforce culture with a focus on respect, cooperation, innovation, culture and gender diversity. This data will be used to measure the success of different diversity and inclusion-related actions and identify where challenges and opportunities might exist for further improvements.

Next Steps

It is recognised that as this action progresses and heads towards completion, this will continue to assist in informing the work of the Emergency Management Leadership Programs (C2). This action commenced during July 2015 and formed a project working group made up of representatives from across the sector. The initial work undertaken to date, has included the review of a number of sector-wide leadership capability frameworks and the development of an initial leadership framework that captures the behaviours and capabilities across the three levels of leadership – personal, team and people, and across boundaries. Further work is developing in this area and will continue to progress as the interdependencies of creating the desired workforce culture is realised.



E3 CASE STUDY

THEME: GOVERNANCE

Roll out Part 7A of the *Emergency Management Act 2013 (Critical Infrastructure Resilience)* to enable industry and government to understand their responsibilities and requirements in the preservation of Victoria's Critical Infrastructure.

Overview

Emergencies in Victoria's recent past have impacted on communities as a result of prolonged critical infrastructure service disruption. Critical infrastructure includes those physical facilities, supply chains, systems, assets, information technologies and communication networks which, if destroyed, degraded or rendered unavailable for an extended period, would significantly impact on the social or economic wellbeing of the Victorian community.

On 1 July 2015, new arrangements for the coordination of Victoria's critical infrastructure came into effect. This included the commencement of: new legislation, Part 7A of the EM Act 2013 (Critical Infrastructure Resilience); associated Regulations; Ministerial Guidelines; and the release of the Critical Infrastructure Resilience Strategy. These new arrangements further strengthen existing strong partnerships between private and public industry partners and government. Shared responsibility and collaborative commitment to implementing best practice, and continuing to build the resilience of Victoria's critical infrastructure, means Victoria is better placed to meet future opportunities and challenges.

Process

Given that consequences may flow from different hazards, it has been necessary to broaden the emergency management planning focus from the previous approach of protecting critical infrastructure from terrorism, to an all hazards resilience focus. The roll-out of the Part 7A arrangements has resulted in significant achievements including:

- A standardised criticality assessment methodology called the *Victorian Criticality Assessment Tool*. This methodology applies a consistent approach to identifying the most important critical infrastructure across the different types of infrastructure most important to the functioning of our society.

- The establishment of the *Victorian Critical Infrastructure Register* which contains specific information regarding critical infrastructure most important to Victoria's social and economic wellbeing. Victoria now has a list of all critical infrastructure assessed by government as of vital, major, significant or local importance to Victoria.
- Owners and/or operators of Victoria's critical infrastructure declared as 'vital', commenced Victoria's first Resilience Improvement Cycle as per legislative requirements. This helps industry to clearly articulate their emergency risks to the supply of essential services to the Victorian community, and develop management strategies to mitigate and manage those risks.
- Under the Critical Infrastructure Resilience Strategy, Victoria has adopted a sectoral approach to building critical infrastructure resilience by establishing eight Sector Resilience Networks: water, health, energy, transport, food and grocery logistics supply, communications, banking and finance, and government.
- During the roll-out of the new arrangements, these networks developed Australia's first Sector Resilience Plans. Through these plans, industry and government have now increased awareness of the state of, and continuous improvements for, each critical infrastructure sector's overall resilience. These plans culminated in the publication of Victoria's first Critical Infrastructure Resilience – All Sectors Resilience Report.

As part of the arrangements, the annual All Sectors Resilience Network Forum brings members of all eight Sector Resilience Networks together to explore cross-sector dependencies and vulnerabilities. Through this forum, industry and government now have a greater understanding of the degree and complexity of the growing connectedness of services provided by critical infrastructure to all Victorians. This information has assisted in more informed planning for the continuity of critical infrastructure services to the community before, during and after an emergency.

Next Steps

The rollout of Part 7A of the EM Act 2013 has been completed and Victoria is looking to continuous improvement opportunities to further build critical infrastructure resilience. The implementation of the strategy now provides a key framework for the ongoing work of the sector, to further strengthen collaboration between industry and government in sharing understanding of cross-sectoral dependencies and vulnerabilities will continue to be a strong focus.

F1 CASE STUDY

THEME: GOVERNANCE

Communities, governments, agencies and businesses partner to identify, prioritise and implement *specific risk mitigation* activities such as capital works and education programs.

Overview

The SAP includes three actions within Priority F, which together aim to define a process for understanding and mitigating the consequence for communities that are at high risk of experiencing an emergency, such as those in peri-urban areas, and make sure the process is understood by all involved.

Peri-urban risk is emergency risk which arises as urban development on the rural-urban fringe results in settlements adjacent to areas of natural hazard, such as grasslands and forest.

Process

The Peri-urban Reference Group was formed as a sub-group of the SCRC Risk and Resilience Subcommittee to identify key factors that contribute to peri-urban risk, and the areas where these risks are particularly challenging. Representatives from CFA, the Department of Economic Development, Jobs, Transport and Resources (DEDJTR), DELWP, EMV, LGV, MFB, the Municipal Association of Victoria, VicRoads, and VicSES formed to develop the Peri-urban Risk Framework.

The Peri-urban Risk Framework outlines different options for mitigating risk to peri-urban communities over time. In particular, the Peri-urban Risk Framework can be used to gauge the value of longer term risk mitigation options, such as infrastructure investment, and how actions can contribute to building community resilience.

The Peri-urban Risk Framework allows risk managers to:

- understand communities' landscape context, including the strengths and vulnerabilities of the community;
- understand the nature of the hazard;
- set risk mitigation objectives;
- identify, assess and evaluate the risk;
- identify options which may address the risk; and
- assess risk mitigation options against transparent criteria.

The Peri-urban Risk Framework was piloted in the Mornington Peninsula and Nillumbik Shires and the Northern Growth Corridor – areas that are at significant risk of grassfire and bushfires, and which are subject to progressive development. Feedback provided through the pilot was incorporated into the Peri-urban Risk Framework.

Next Steps

The Peri-urban Risk Framework was endorsed by the SCRC in November 2016, and is now informing state-wide projects, including:

- Ministerial Guidelines to support integrated emergency management planning;
- the delivery of the Victorian Fire Management Strategy and Safer Together*; and
- related SAP actions, Land Use Planning (F2) and Emergency Management Plans for Peri-urban areas (F3).

*Safer Together is a bushfire management approach that is more effective at reducing risk and driven by local knowledge. It combines stronger community partnerships with the latest science and information.

G4 CASE STUDY

THEME: SERVICES & SYSTEMS

Progress to an *all-emergencies capability model* that captures and baselines the state's current *capability and capacity*, and identifies current gaps and reinvestment opportunities.

Overview

This action commenced in July 2015 and builds on the Victorian Emergency Management Capability Blueprint (the Blueprint). The Blueprint outlines the current and desired state of Victoria's emergency management capability. The Blueprint has three objectives to ensure a clear pathway of working towards understanding Victoria's emergency management capability now and into the future:

- to achieve shared understanding and appreciation of the sector's capability, capacity and underlying responsibilities;
- to improve integration for the future by maximising current emergency management capabilities while building and developing future capabilities based on emerging risk; and
- to connect and enhance capability across community, business and government partnerships.

Process

To enable the sector to achieve the Blueprint's objectives, the development and implementation of the Victorian Preparedness Goal (Preparedness Goal) was led by the Capability Working Group which includes representatives from AV, CFA, DEDJTR, the Department of Health and Human Services (DHHS), DELWP, EMV, Environment Protection Authority (EPA), LGV, LSV, MFB, Parks Victoria (PV), VicPol and VicSES. The Preparedness Goal is based on the US Federal Emergency Management Agency (FEMA) National Preparedness Goal, and is aimed at providing an understanding for the sector of its current and required capability.

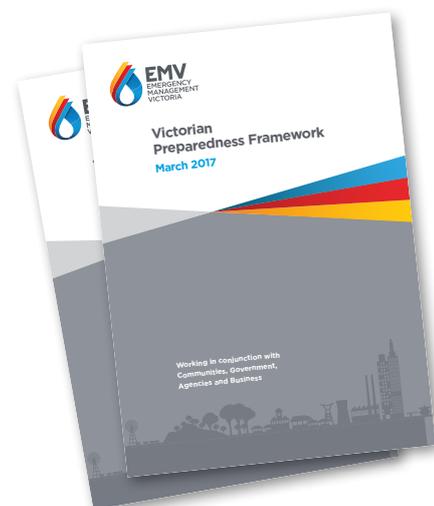
The core capabilities outlined in the Preparedness Goal are arranged into the three phases of emergency management: before, during and after. To be effective, the core capabilities are interdependent, coordinated and overlap across the three critical phases. The core capabilities include the people, resources, governance, systems and processes that are needed to manage incidents, reduce impacts, protect our community and increase resilience. They include capabilities such as planning, fire management and suppression, fatality management, logistics, search and rescue, economic recovery, and assurance and learning.

The Preparedness Goal was released in August 2016, and provided the foundations for the development of the Victorian Preparedness Framework (Preparedness Framework) - released in June 2017. This describes the critical tasks that support the core capabilities within the Preparedness Goal, and drives the development of the capability targets, taking into account the highest emergency risks as outlined in the *Emergency Risks in Victoria Report of the 2012-13 State Emergency Risk Assessment*. The Preparedness Goal and Preparedness Framework are 'living' documents that will be reviewed in line with changing risks, government policies and emergency management sector strategic plans.

This action has key linkages to many other SAP actions, including the Capability and Capacity across Local Government (B1), which aligned its approach with this action to achieve common objectives, and assist in developing the critical tasks associated with 16 of the 21 core capabilities as outlined in the Preparedness Goal.

Next Steps

Further work is to be undertaken to assess the capability against Victoria's highest emergency risks and to understand any capability gaps or surplus. Once this work is completed, this will further inform the development of the SAP actions - Workforce Management Principles (D1), and Workforce Strategy and Sector Training Framework (D2).

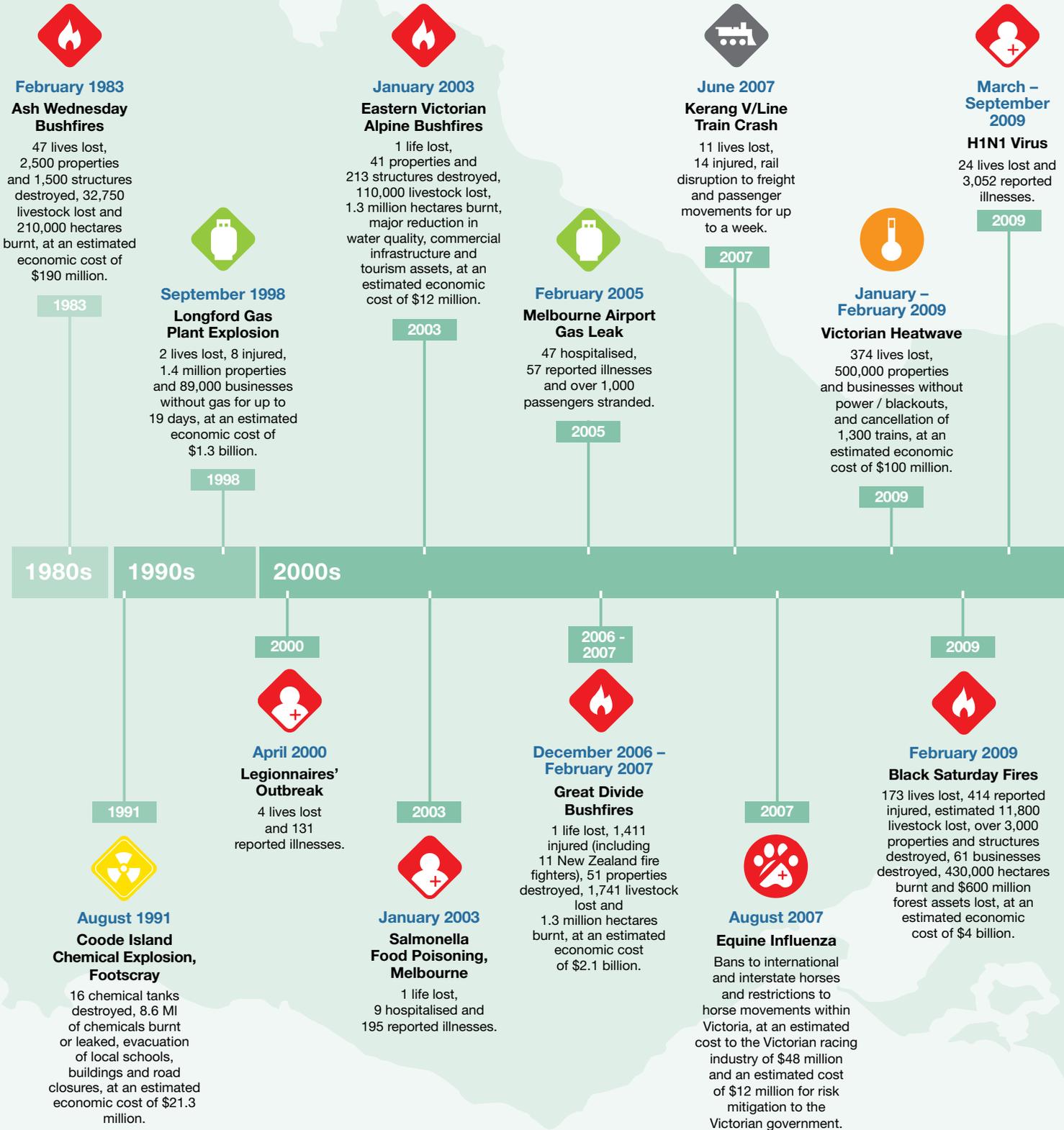




“ Everyone has capability to contribute to emergency management. Building safer and more resilient communities is the shared responsibility of all Victorians. We each have an obligation to contribute to improving the preparedness, capability and resilience of all communities. ”

Community Resilience Framework for Emergency Management

A SUMMARY OF VICTORIAN KEY EVENTS AND



Fire



Health



Hazardous Material - Gases



Animal Health



Heatwave



Hazardous Material - Liquids

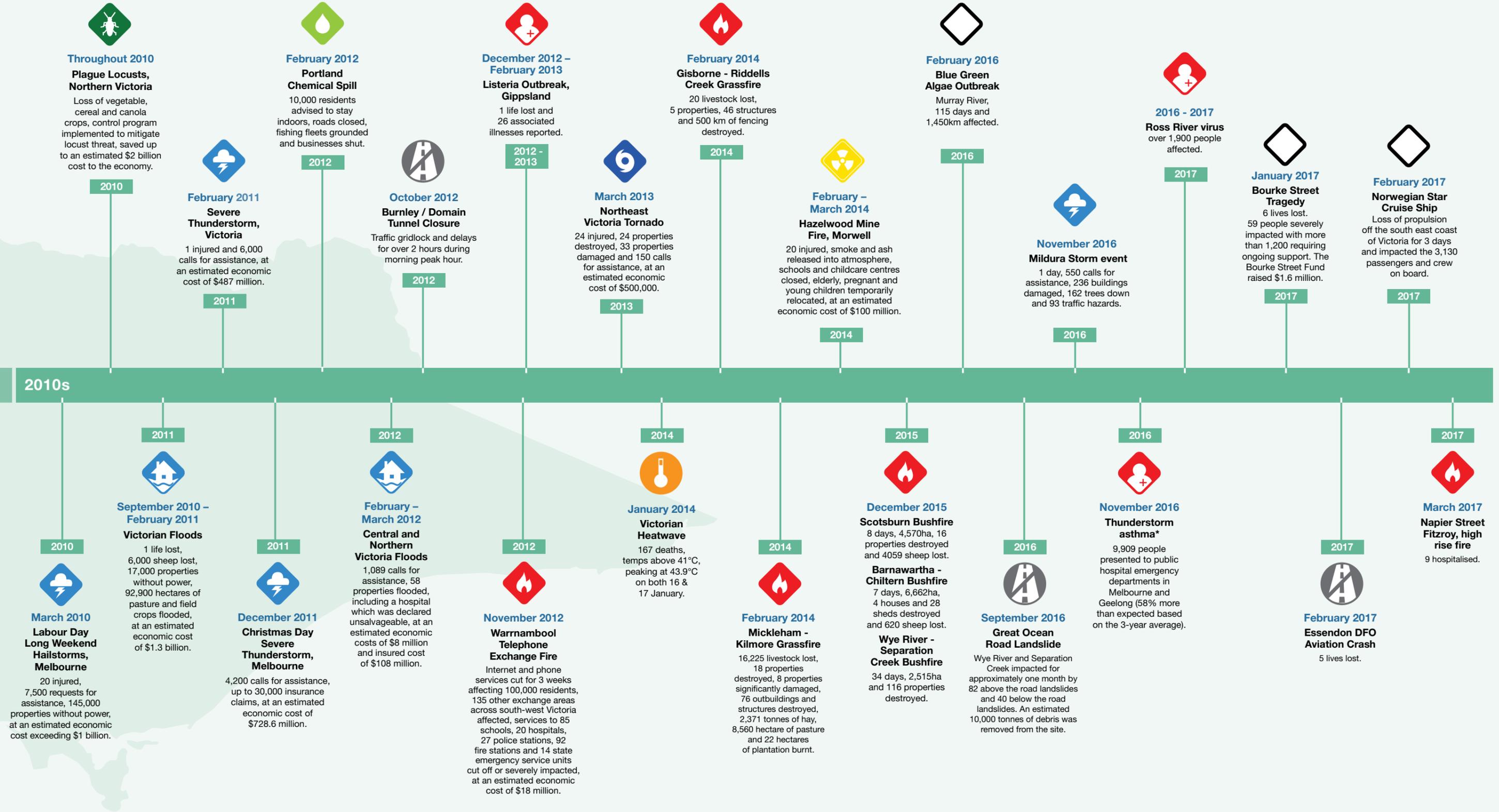


Hazardous Material



Locust Plague

CONSEQUENCES



-  Flood
-  Severe Weather / Thunderstorms / Grazaers Warning
-  Cyclone
-  Road Closed
-  Rail Incident
-  General Incident

All economic costs are estimates at the time of the event, and have not been normalised. Data has been compiled from a range of sources; please contact EMV for a full reference list.

* Deaths attributed to this event are subject to an investigation by the State Coroner.



ACKNOWLEDGEMENTS

EMV was delegated by the State Crisis and Resilience Council to facilitate the development of the Emergency Management Strategic Action Plan Update 2017-2020.

The success of this process was enabled by the enduring goodwill and leadership from the sector. Members of the SCRC, and its three Subcommittees – Capability and Response, Risk and Resilience, and Relief and Recovery – provided valuable input and guidance throughout the process.

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- Australian Red Cross
- Country Fire Authority
- Department of Economic Development, Jobs, Transport and Resources
- Department of Environment, Land, Water and Planning
- Department of Education and Training
- Department of Health and Human Services
- Department of Justice and Regulation
- Department of Premier and Cabinet
- Emergency Management Victoria
- Emergency Services Telecommunications Authority
- Inspector-General for Emergency Management
- Life Saving Victoria
- Metropolitan Fire Brigade
- Victoria Police
- Victoria State Emergency Service

“WE WORK AS ONE”



