



Emergency Management Performance Standards

FINAL DECEMBER 2015

Working in conjunction
with Communities,
Government, Agencies
and Business.

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Foreword

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

EMC must develop, and review from time to time, operational standards in relation to the performance by responder agencies of their functions (EM Act, S48(1)).

The Victorian Emergency Management Performance Standards provide responder agencies with objectives and minimum requirements for the emergency management functions they collectively undertake and clarify how these functions contribute to the shared vision of ‘safer and more resilient communities’.

These performance standards have been developed in collaboration with, and will form part of the operational approach for:

- Country Fire Authority (CFA)
- Metropolitan Fire Brigade (MFB)
- Department of Environment, Land, Water and Planning (DELWP)
- Victoria State Emergency Service (VICSES).

It is recognised that these performance standards will be reviewed and revised annually and the areas of focus may change over time dependent on the areas of improvement identified.

These performance 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.



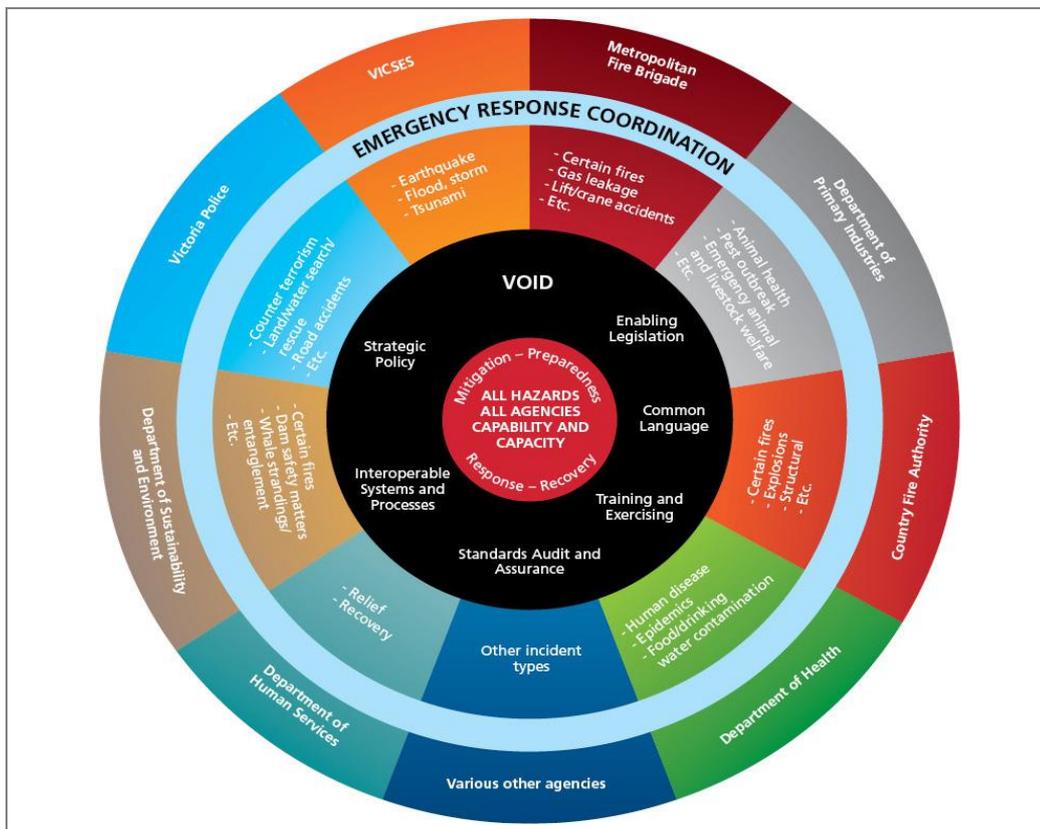
Craig Lapsley, PSM
Emergency Management Commissioner

SECTION 1: INTRODUCTION

Background

The *Review of the 2010-11 Flood Warnings and Response: Final Report* identified a void that existed in the emergency management (EM) arrangements at the time, defined as an absence of any overarching strategy or enabling policy framework to drive reform of the emergency management sector (see Figure 1). This void reflected a ‘siloes’ approach where agencies focused on specific hazards with a lack of peripheral vision to consider whole of sector EM capability enhancement. One aspect of this void was a lack of performance standards “with which to hold control agencies to account, or for such agencies to aspire to” (Comrie, 2011, Review of the 2010-11 Flood Warnings and Response: Final Report, p.146).

Figure 1: The emergency management framework void (Comrie, 2011, Review of the 2010-11 Flood Warnings and Response: Final Report, p.148).



To address this void, the then Fire Services Commissioner (FSC) authorised and published two ‘Interim’ Performance Standards relating to ‘Incident Management’ and ‘Information and Warnings’ in October 2012. These ‘Interim’ standards were prepared on the basis that not all requirements within the standards could be finalised and appropriate performance criteria was still to be identified.

The development of performance standards was identified as a project within the Fire Services Reform Action Plan 2013-16 (required by the *Fire Services Commissioner Act 2010*), under its strategic theme: Information and operational interoperability. The purpose was to develop standards to support organisational, information, operational and service interoperability with the outcome being to ensure that expectations are formalised, clear, fit for purpose and owned.

When the *Emergency Management Act 2013* (EM Act) repealed the *Fire Services Commissioner Act 2010*, the requirement for the EMC to develop performance standards for responder agencies was enshrined in legislation.

EMC must develop, and review from time to time, operational standards in relation to the performance by responder agencies of their functions (EM Act, S48(1)).

The EM Act 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 operational standards.

The need for standards relating to all hazards is also reflected in the Victorian Emergency Management Strategic Action Plan 2015-2018 (SAP), within the Governance theme.

SAP Action E4: Develop performance standards to guide effective and efficient governance and enable the sector to measure its performance. (Victorian Emergency Management Strategic Action Plan, 2015-2018, p. 22).

The SAP is a three year rolling plan that outlines state-wide strategic priorities, with corresponding actions, to support Victoria in achieving its vision of safer and more resilient communities. It is the overarching plan that will guide all-hazard, all-agency reform for the next three years and give the community confidence that progress will be made.

Process of Development

In order to effectively and efficiently meet the requirements of the applicable legislation and progress the development of performance standards, a working group was formed comprising representatives of the EMC, the responder agencies and Inspector-General of Emergency Management. The working group established the structure of the standards and determined the responder agency functions. Where required, elements of the standard were delegated to and developed by multi-agency subject matter expert groups.

In accordance with the EM Act, this standard has been developed 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 standard relates. Responder agencies have cooperated with the EMC in this consultation, consistent with the relevant subsections of legislation (see Attachment 1).

Purpose of the Document

The purpose of this document is to outline the standards for the key emergency management functions performed by Victorian responder agencies. This document represents a collaborative commitment by all responder agencies to interoperability and continuous improvement.

The audience for this document is the Minister for Emergency Services, Emergency Management Commissioner, Inspector-General for Emergency Management (IGEM), State Crisis and Resilience Council (SCRC), responder agencies, the broader emergency management sector and the community.

Intent of the Standards

The Victorian Emergency Management Performance Standards (“the standards”) provide responder agencies with objectives and minimum requirements for the emergency management functions they collectively undertake and clarify how these functions contribute to the shared vision of ‘safer and more resilient communities’.

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

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

The standards establish the objectives and minimum requirements expected to be provided 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 agencies and the sector to regularly monitor performance and demonstrate progress towards the shared vision.

The process of defining and measuring performance helps to foster an environment of continuous improvement in the delivery of services to the community.

Scope

In Scope

This document specifies the standards developed by the EMC for the operational performance of key emergency management functions by 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 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 responder agencies within the following scope:

- Operational activity relating to the functions performed by responder agencies relevant to the Capability & Response element of emergency management
- 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 (e.g. local, incident, regional and state levels).

Out of Scope

The following aspects are out of scope, although they may be influenced by these standards and/or responder agency operational performance:

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

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.

Over time, the performance standards will be expanded beyond responder agencies and developed with key partner organisations to better reflect the broader approach taken to emergency

management in Victoria. The use of the term 'EM sector' throughout the standards will allow partner organisations to adopt the minimum requirements where appropriate.

Key partner organisations include:

- Ambulance Victoria (AV)
- Department of Economic Development, Jobs, Transport and Resources (DEDJTR)
- Department of Health and Human Services (DHHS)
- Emergency Services Telecommunications Authority (ESTA)
- Municipal Association of Victoria (MAV)
- Local Government of Victoria (LGV)
- Victoria Police (VicPol)
- Australian Red Cross.

Review

This standard will be reviewed regularly to ensure it remains contemporary and meets the needs and expectations of the emergency management sector and the community. It will be reviewed on an annual basis or at the discretion of the Emergency Management Commissioner.

In accordance with the relevant legislation, this standard 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 standard relates.

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 this standard.

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.

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

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

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

- relevant legislation (relevant sections included in Attachment 1)
- Emergency Management Manual Victoria
- Monitoring and Assurance Framework for Emergency Management
- Emergency Management Performance Framework
- relevant government policy and procedures
- any other documents specified in the standards.

The standards are effective as of the date of authorisation.

SECTION 2: CONTEXT

Victoria's Emergency Management Foundations

The 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.

Shared vision: Safer and more resilient communities.

A major factor determining whether an emergency event has longer-term consequences is the level of ‘resilience’ of the community, which is the extent to which the community can anticipate the event, identify and mitigate the risks, respond to the event and recover after the event. Communities, government, agencies and business work in partnership to build community resilience through programs that reduce the likelihood, severity and consequences of emergencies. This is reflected in the shared goal, which describes the long-term outcomes required to achieve the vision of the sector.

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

This shared goal can be broken into three more specific and measurable sub-goals:

1. Reduction in ‘likelihood’ of emergencies, where likelihood is defined as the chance that an emergency will occur
2. Reduction in effect of emergencies, where ‘effect’ is defined as the direct and immediate effect of an emergencies in the ‘during’ or ‘response’ phase
3. Reduction in consequence of emergencies, where ‘consequence’ is defined as the indirect and longer term effects of emergencies in the ‘after’ or ‘recovery’ phase.

Communities, government, agencies and business share the responsibility of undertaking Victoria's emergency management functions to achieve the shared goals and vision.

Responder agencies are one important element of the sector and perform a range of functions that contribute to the shared vision and goal. The measurement of responder agency performance must be understood in the context of this broader shared responsibility.

Elements of Emergency Management

Emergency management activities are undertaken before, during or after an emergency. The structure of the sub-committees to the State Crisis and Resilience Council (SCRC) reflect these three phases of the emergency management system, while also broadly aligning with the concepts of prevention, response and recovery. The sub-committees are the peak advisory bodies to the SCRC on emergency management matters relating to the following elements:

- Risk & Resilience
- Capability & Response
- Relief & Recovery.

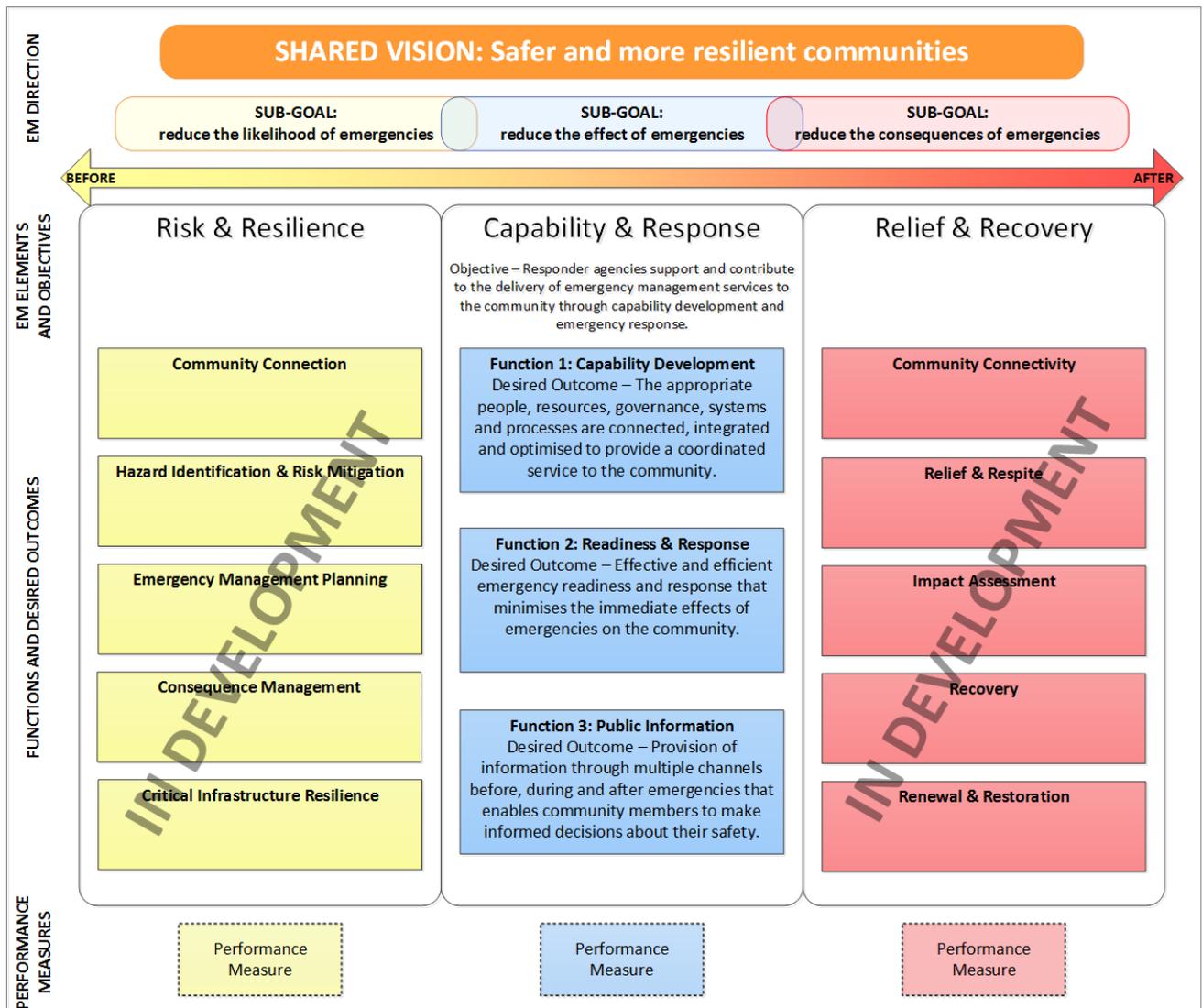
Each element has an objective and can be divided into key functions that describe a set of operational activities, as shown in Figure 2. While the functions are categorised into the elements for clarity and simplicity, all the functions are linked and overlap with each other; this integration is critical to achieve the shared vision of the sector. Each function has a desired outcome that describes how it contributes to the shared vision.

Emergency Management Performance Standards

The structure of the operational performance standards aligns with these elements. Aligning the standards with the structure of the SCRC and sub-committees will allow for cross-government ownership and accountability for the standards. In addition, evaluation of performance against the standards can inform the ongoing development and delivery of the SAP, which is the responsibility of the SCRC in conjunction with the sub-committees.

This document describes the performance standards for functions carried out by responder agencies within the Capability & Response element of emergency management. Although responder agencies play a significant role in relation to the other elements of emergency management, these are not reflected in this document. Over time, the performance standards will be expanded beyond responder agencies and developed in the other areas.

Figure 2: Structure of performance standards across the elements of emergency management



The Role of Performance Standards

Performance standards are one component of a broader context of continuous improvement across the emergency management sector, which can be described as a Plan – Do – Check – Adjust cycle (see Figure 3). The *Monitoring and Assurance Framework for Emergency Management*, developed by the Inspector-General for Emergency Management in accordance with the Emergency Management Act 1986 and 2013, describes these four phases as:

- Plan – determining the objectives, clarifying roles and responsibilities and establishing success factors
- Do – organising activities to deliver on the objectives of the plan and implementing the plan.
- Check – measuring performance against pre-determined success factors and reviewing to determine successes and areas for improvement
- Adjust (or Act) – taking action on lessons identified to drive continuous improvement.

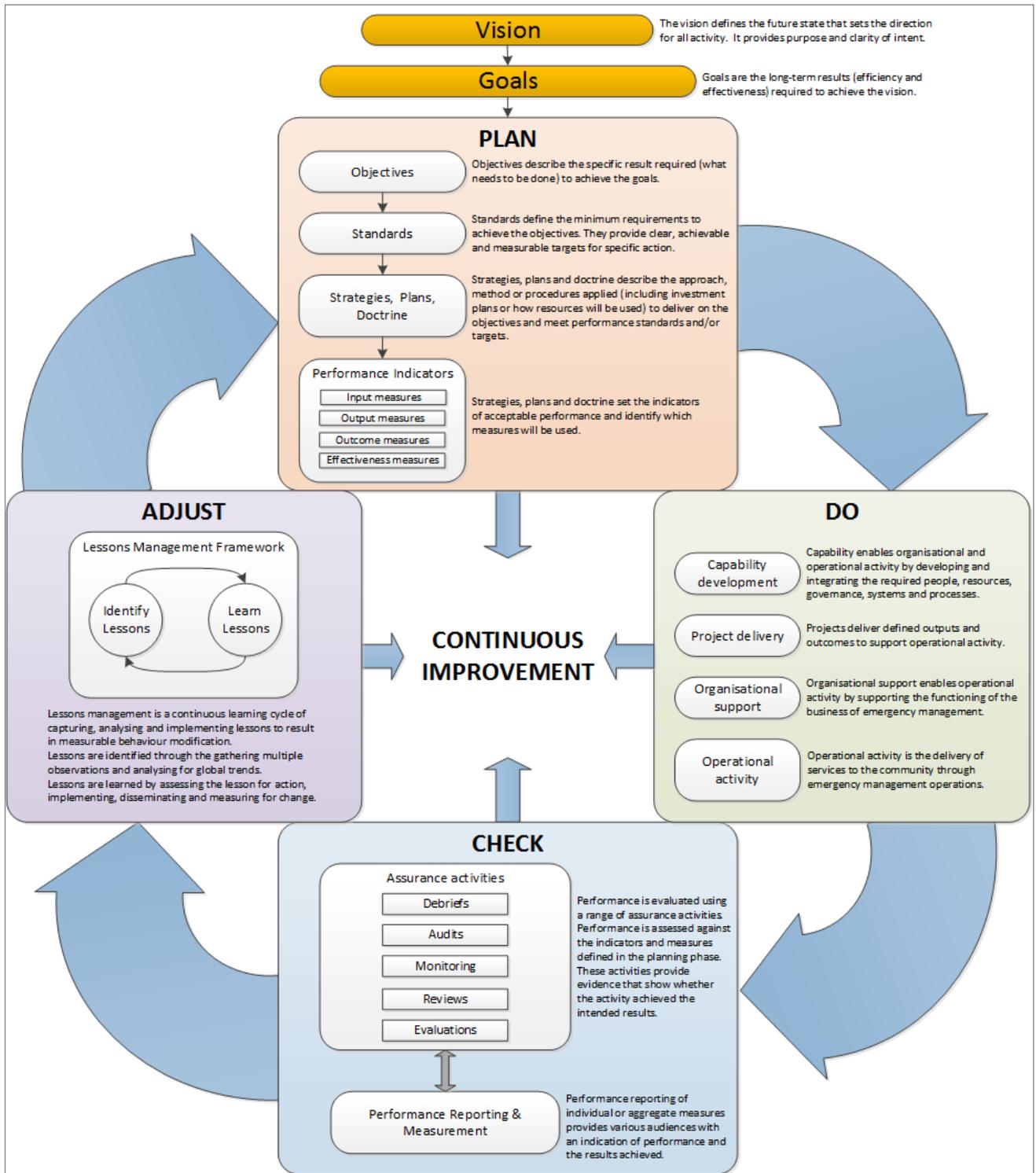
In the Planning Phase, the vision establishes the direction of all emergency management activity. Goals indicate what long-term outcomes are required in order to achieve the vision. Goals are specific and measurable. Objectives are the high-level statements that describe the activities that need to be implemented to achieve the goals.

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

Strategies, plans and doctrine specify how resources will be used to meet the performance standards and, therefore, deliver on the objectives and contribute to the goals. Responder agencies are responsible for developing plans, strategies and doctrine that align with the standards and demonstrate a clear contribution to the overall sector goals and vision. In this sense, the standards are not prescriptive and do not define how the responder agencies must meet the required objectives. Responder agencies support an integrated and coordinated approach to achieving the objectives. Initiatives and programs include the delivery of the SAP and the development of common doctrine, including standard operating procedures.

Performance indicators determine how performance will be evaluated to show whether the plans and strategies are achieving the intended results (i.e. the goals). This establishes the basis of the 'Check' phase, where the performance that occurs in the 'Doing' phase can be evaluated against the plans and adjusted where areas for improvement are identified.

Figure 3: Context of performance standards within the performance framework



SECTION 3: STANDARDS

Structure of Standards

Each standard outlines the following components:

- Element – the relevant emergency management element (e.g. Capability & Response)
- Function – the broad category of operational activities that contributes to the shared goals (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 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 responder agencies. This describes the contribution of responder agencies towards to the desired outcome
- Minimum Requirements – the expectations, targets or standard of performance in order to show how the EM sector (i.e. responder agencies and EMV) 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.
- Indicators – the basis for the assessment and measurement of performance by responder agencies 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 Knowledge¹).

¹ Emergency Management Knowledge is a web-based document storage that provides access to current operational information, accessible through the Emergency Management Portal (<http://portal.em.vic.gov.au>).

ELEMENT – CAPABILITY & RESPONSE

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.

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 Indicators

Minimum Requirements	Indicators
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.

Minimum Requirements	Indicators
3. EM sector adopts an integrated and consistent system for delivering capability development programs in line with the 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 emergency management 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 Doctrine

- 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 Indicators

Minimum Requirements	Indicators
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.

Minimum Requirements	Indicators
2. EM sector adopts and applies the sector principles, priorities and governance arrangements.	<p>e. The state control priorities are taken into account and actioned during the planning for and management of any emergency incident.</p> <p>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.</p>
3. EM sector adopts and uses agreed arrangements, plans and structures for emergency readiness and response.	<p>g. Sector principles and state control priorities are taken into account when developing, establishing and implementing operational arrangements and plans.</p> <p>h. Incident management structures and processes are used to integrate the response activities and disparate resources of multiple agencies.</p> <p>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).</p>
4. EM sector adopts and uses processes and procedures consistent with the state principles and priorities.	<p>j. Safety processes and procedures are established, applied and monitored.</p> <p>k. Effective and efficient information sharing processes are established and applied to support shared situational awareness and sound operational decision making.</p> <p>l. Appropriate systems, policies, processes, doctrine are established and implemented to enable interoperability.</p> <p>m. Incidents are managed in accordance with the relevant operational doctrine, including any Joint Standard Operating Procedures (JSOPs).</p>
5. EM sector ensures the appropriate people and resources are available to effectively manage incidents.	<p>n. Agencies develop personnel to support and contribute to an integrated emergency management workforce to perform incident management functions.</p> <p>o. Personnel perform the roles they are accredited and/or endorsed for within the parameters of the established arrangements and processes.</p> <p>p. Resources (e.g. facilities, equipment, infrastructure, IT systems) are made available and used to support personnel to undertake their roles across the sector.</p>
6. EM sector reviews and evaluates performance during and after emergencies to inform continuous improvement.	<p>q. A consistent integrated process is developed and adopted to ensure operational monitoring, debriefing and review activities are conducted as required.</p> <p>r. Lessons from readiness and response operations are captured, analysed and shared with stakeholders to inform improvements and reassessment of priorities.</p>

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 result in a greater level of outcome for the 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 Doctrine

- State Emergency Response Plan (SRP – 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 Indicators

Minimum Requirements	Indicators
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.

Minimum Requirements	Indicators
3. Agencies contribute to the development and implementation of common arrangements and systems to support the dissemination of public information.	<p>e. Consistent and integrated systems and information sharing platforms are developed and adopted (e.g. authorising channels, dissemination methods).</p> <p>f. Arrangements are in place to enable the monitoring of public information and the sharing of incident data in a timely manner.</p> <p>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).</p> <p>h. Arrangements are in place to manage the consequences of warnings (e.g. likely community response, impact on systems and services).</p>
4. Agencies establish and use processes and procedures consistent with the sector principles and protocols.	<p>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.</p> <p>j. Decision making and authorisation processes reinforce the criticality of timely warnings to the community.</p> <p>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.</p>
5. Agencies ensure the appropriate people, resources, facilities, and equipment are available to deliver the required public information in an integrated and coordinated approach.	<p>l. Agencies develop personnel to support and contribute to an integrated workforce to perform public information functions.</p> <p>m. Personnel perform the public information roles they are accredited and/or endorsed for within the parameters of the established arrangements and processes.</p> <p>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.</p>
6. Agencies evaluate the provision of public information to inform continuous improvement.	<p>o. A consistent process is developed and adopted to ensure operational monitoring, debriefing and review activities regarding public information are conducted as required.</p> <p>p. Lessons regarding public information are captured reviewed, analysed and shared with stakeholders to inform improvements.</p>

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 Doctrine

- Victorian Warnings Protocol (EMMV Part 8, Appendix 10)
- Emergency Broadcaster Memorandum of Understanding
- Public Information Monitoring and Evaluation Framework.

SECTION 4: PERFORMANCE ASSURANCE

Evaluating performance is important to ensure that emergency management services are delivered effectively and efficiently. This allows for continuous improvement of services and provides evidence about the priorities for resource allocation. Sharing performance results aims to improve accountability, transparency, and shared learning across the sector. Performance evaluation is represented by the ‘Check’ Phase of the Plan – Do – Check – Adjust cycle, shown in Figure 3.

Consistent with the *Monitoring and Assurance Framework for Emergency Management*, evaluation and assurance supports a culture of continuous improvement by:

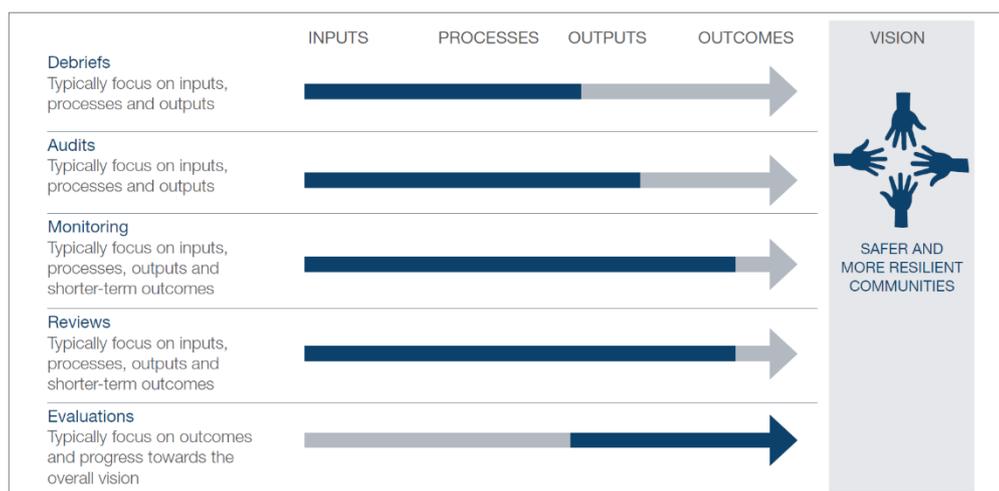
- sharing results of assurance activities and information on contemporary, better practice in emergency
- focusing on systems of work – and not individuals – to ensure that assurance is non-adversarial
- understanding that the sector requires time, resources, and the opportunity to identify and implement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

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 indicators. 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)



These standards provide performance indicators, 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 indicators set out in the standards to show whether the plans, strategies and doctrine are achieving the intended results (i.e. the desired outcome).

Performance Measures

Some performance indicators can be quantified into measurable units that provide information about processes, products and services. Different types of measures are used to assess different elements of performance.

Of the large collection of data collected by agencies for performance review purposes, the Victorian Government requires a subset of this data for input into a range of reporting systems. The measurement of responder agency performance is used to inform multiple purposes (e.g. BP3 Output Targets, Report on Government Services; refer to outcome of measures project when available).

For the purposes of reporting against these performance standards, a succinct set of measures will be used to assess responder agency performance. The definitions and business rules to support the measures are provided for in the Emergency Management Performance Framework.

Reporting

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

These performance standards will be released on 1 January 2016 for the commencement of reporting on 1 July 2016. Performance against the standard will be assessed through two types of reporting, measures and actions.

Reporting measures

Performance against the measures for each standard will be obtained from the quarterly reporting detailed in the Emergency Management Performance Framework (template to be provided). The first report of performance against the measures will be for the first quarter of the 2016-17 Financial Year (i.e. report due early October 2016) and every quarter thereafter. Not all responder agencies will report against all measures (e.g. DELWP only to report on # of personnel with accreditation in a DELWP fire role).

EMV Strategy and Performance Team will coordinate the collection and aggregation of this measures data to reduce the administrative burden on agencies and maximise the use of data. EMV Capability Development and Standards Team will analyse the data to inform ongoing reporting.

Reporting actions

In addition, each agency will submit a written report detailing the action the agency has taken in the preceding 6 months to comply with the minimum requirements of each standard as it relates to the agency's emergency management functions (template to be provided). 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. 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 2016 (i.e. report due 30 July 2016) and every six months thereafter.

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 Emergency Management Commissioner.

EMV Strategy and Performance Team will coordinate the collection and aggregation of these written reports. The EMV Capability Development and Standards Team will analyse the reports, in the context of the relevant measures data. The consolidated information will be provided to the Emergency Management Commissioner and the Inspector-General for Emergency Management to inform any required continuous improvement measures.

Attachment 1 Relevant legislation

The Authority for the development of the Emergency Management Performance 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

SECTION 5: DOCUMENT INFORMATION

Document details

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Document title:	Emergency Management Performance Standards
Document owner:	Tony Murphy, Emergency Management Victoria

Version control

Version	Date	Description	Author
0.1	16/03/2015	First draft – define functions and structure	Claire Cooper
0.2	26/03/2015	Updated functional areas based on feedback from Working Group	Claire Cooper
0.3	31/03/2015	Addition of detail on structure and expanded Public Info example	Claire Cooper
0.4	18/05/2015	Updated based on feedback from Working Group with expansion of introduction and functional descriptions	Claire Cooper
0.5	02/06/2015	Updated based on feedback from Working Group, IGEM, and responder agency members with major changes to introduction, addition of functional content and performance evaluation sections	Claire Cooper
0.6	13/06/2015	Minor editing and drafting of performance measures	Deborah Hodgson
0.7	01/07/2015	Edits to diagrams, structural changes and changes to measures	Claire Cooper & Deborah Hodgson
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Version	Date	Description	Author
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Document approval

This document is approved by:

Name	Title	Organisation
Craig Lapsley	Emergency Management Commissioner	Emergency Management Victoria

This document is endorsed by:

Name	Title	Organisation
Neil Robertson, on behalf of the Emergency Services Leadership Group	EMV Chief Executive, Chair of the Emergency Services Leadership Group	Emergency Management Victoria

Audience

The audience for this document is for the Emergency Management Commissioner, EMV Chief Officer, Emergency Services Leadership Group, Responder Agency Chief Officers, responder agency personnel and all within the sector to describe the performance requirements of responder agencies. 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	Emergency Management Act
EMMV	Emergency Management Manual Victoria
EMV	Emergency Management Victoria
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 this standard:

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
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
Indicators	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
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
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
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: MFB, CFA, VICSES, DELWP 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