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# VICTORIAN EMERGENCY MANAGEMENT STRATEGIC ACTION PLAN

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2015 - 2018



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# MINISTERIAL FOREWORD

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**The Emergency Management Strategic Action Plan (SAP) is a bold and inspiring step towards a new future for emergency management in Victoria. This plan is a new way of thinking about problems we often face during emergencies. This plan will see leaders across Government and the emergency management sector take a coordinated approach to reduce the likelihood, effect and consequences of emergencies on Victorian communities.**

The SAP outlines how we will improve emergency management across Victoria and deliver on the projects that will benefit the community in the years to come. It will help us achieve our goal of safer and more resilient communities during emergencies, such as bushfires, floods or storms.

The plan is a key to creating more resilient communities. Emergencies can have devastating and far-reaching consequences and so emergency management must be a part of our everyday business.

In line with the Victorian Government's strategic intent, the SAP focuses on the key aspects of emergency management, including the community, employees and volunteers, capability, systems and governance. This new approach to emergency management includes addressing all risks in all types of emergencies, including fire, flood, storm, transport emergencies, marine safety, hazardous material, heatwave, pandemic influenza and animal, plant and pest diseases, mine failures, energy and telecommunication failures.

I have personally experienced the benefit of collaboration between agencies, departments, communities and business to achieve the best outcomes for communities before, during and after an emergency. This collaboration needs to occur from the grass-roots level through to the highest levels of Government.

The SAP gives the Government and the emergency management sector the framework to achieve better and more sustainable outcomes. The road to reform has been challenging. We have embraced this challenge and we are working through recommendations and initiatives designed to bring greater certainty, responsiveness and cohesion to the way we work together. We're not done yet.

Communities have to be at the centre of what we do and must be recognised as partners and contributors.

The SAP commits those leaders responsible for delivering on its actions to engage more deeply with communities to understand their risks and vulnerabilities, and increase their leadership and participation.

It also commits to improvements in services and systems to enable better sharing of information. Investing in the emergency management sector's leadership, employees and volunteers, who are the backbone of the State's emergency management system, will be a priority.

Reform such as this requires the commitment of everyone – community, government, business and agencies – to work cooperatively to deliver the best public safety outcomes.

I will lead and drive the commitment within the sector and the State Government and look forward to seeing the results of the priorities outlined in this Plan.

**Jane Garrett, MP**  
**Minister for Emergency Services**

# EMERGENCY MANAGEMENT COMMISSIONER



**Extreme weather events such as bushfire, heatwaves, storms and floods are no surprise to the emergency management sector. We expect that they will occur more frequently, with greater ferocity and, in some cases, for longer duration.**

For many years, these traditional emergencies have driven our collective response and thinking. History has shown us, however, that emergencies in areas such as human health, animal health, pest disease, and telecommunication failures can bring communities to a halt and have far-reaching consequences. Their complexity and longevity is a challenge for the emergency management system.

Our goal is to work towards a sustainable and efficient emergency management system that reduces the likelihood, effect and consequences of emergencies. It has never been more true to say that working alone will lead to failure; it is only together that we will succeed.

Macro-level forces are driving change in communities, influencing populations, economies and lifestyles. In Victoria, the growing population has resulted in significant shifts in community dynamics. How and where people live, work and relax has changed, as has the pressure on governments to provide and maintain public infrastructure. Population growth, residential development, land use planning, and growing cultural and linguistic diversity are creating more interconnected and diverse urban and rural settlements.

In addition, changing agriculture, increasing farm sizes, greater mechanisation and a changing workforce is leading to increasingly diverse rural populations. In some cases this is reducing the long term local knowledge and expertise available to protect properties in an emergency.

Economic vitality contributes to overall resilience in communities. The ability of social systems to withstand shocks and maintain functionality under stress is linked to the continuity of employment, spending, investment and overall local economic vibrancy.

Defining communities by reference to geography alone is no longer relevant. The way communities connect, their use of technology to relate and function, is a challenge governments need to understand and respond to, to meet the communities needs and expectations.

Where once we spoke of the “emergency services”, the shift to “emergency management” articulates an end-to-end system that helps build our collective capacity to plan for, withstand and recover from emergencies.

The Emergency Management Strategic Action Plan is a convincing mechanism that will support us to achieve our long-term vision of safer and more resilient communities. It reflects key initiatives, but it does not encompass all strategies, initiatives and projects that we know are necessary to realise this vision.

Victoria needs to lead, adapt, innovate, create partnerships and work towards sustainable emergency management. We need to be the drivers of change, to be open to change. Let’s work as one to lead the opportunities and meet the challenges ahead.

**Craig Lapsley PSM**  
**Emergency Management Commissioner, Victoria**

# EMERGENCY MANAGEMENT SHARED VISION, GOAL AND VALUES

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**Victoria supports a sector-wide approach to achieve 'joined up' outcomes that are community-focused. It is only by agencies, departments, industry, business, all levels of government and community working together will we fully realise a sustainable and efficient emergency management system that reduces the likelihood, effect and consequences of emergencies.**

The Emergency Management Shared Vision, Shared Goal and Values provides purpose and strong guidance for how we work together before, during and after emergencies to achieve the best outcomes for the community.

## SHARED VISION

***“Safer and more resilient communities”***

## SHARED GOAL

***“A sustainable and efficient emergency management system that reduces the likelihood, effect and consequences of emergencies”***

***“We work as one”***

## VALUES

**Leadership** – We show personal drive and inspire others to achieve shared goals as leaders of emergency management in Victoria

To achieve this we:

- treat people fairly, and with respect
- value and engage the abilities, knowledge, skills and achievements of our colleagues and partners

**Accountability** – We work to clear objectives in a transparent manner

To achieve this we:

- are personally accountable for our actions and results
- actively commit to engaging and involving others in decisions that affect them
- seek to attain the best use of public resources in achieving our objectives

**Integration** – We recognise the importance of building effective and cooperative relationships with our emergency management colleagues

To achieve this we:

- actively promote and strengthen capability, collaboration, interoperability and community connection as core building blocks of emergency management reform

**Agility** – We respond quickly and effectively to dynamic situations and changing demands

To achieve this we:

- are open to opportunity, and are solutions-oriented, innovative and flexible in our response to the challenges and complexity of our environment

## ▶ WHAT IS A SAFER AND MORE RESILIENT COMMUNITY?

*The International Federation of Red Cross describes safer and more resilient communities as healthy and knowledgeable, with the ability to assess, monitor and manage risks, while learning new skills and building on past experience. They have the capacity to identify problems, establish priorities and act, and are supported by good infrastructure and services. They are flexible, resourceful and have the capacity to accept uncertainty and proactively respond to change.*

Adapted from 'Characteristics of a Safe and Resilient Community' - Community Based Disaster Risk Reduction Study ARUP International Development – September 2011 © International Federation of Red Cross and Red Crescent Societies, Geneva, 2012 <http://www.ifrc.org/>



Photo supplied by: Victoria State Emergency Service

# EXECUTIVE SUMMARY

**The Emergency Management Strategic Action Plan 2015-2018 (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. As a rolling plan, it will be reviewed annually to realise the opportunities and meet the challenges that will continue to arise for the emergency management sector.

In a Victorian emergency management context, safer and more resilient communities are described as “knowledgeable, connected and resourceful, where people are aware of their situation and support each other to make more informed decisions before, during and after emergencies”<sup>1</sup>.

The *Emergency Management Act 2013* requires the State Government, under the auspices of the State Crisis and Resilience Council (SCRC), to develop the SAP. Three subcommittees that report to the SCRC will champion delivery of the SAP. The SCRC is the driver of emergency management reform in Victoria and the SAP is a vehicle for delivering it.

The SAP complements ‘business as usual’ and other plans and programs of works being undertaken by stakeholders – communities, businesses, governments and agencies – across the emergency management arena; which converge into the emergency management sector’s combined contribution in realising this vision.

Reforming the way emergencies are managed is a continual process. The SAP builds on lessons from the past and the expertise, strengths and enduring goodwill of communities and service providers. It assesses the drivers of the generational change that Victoria is experiencing, and responds by outlining the reforms needed to meet these ever-emerging challenges.

The priorities are grouped in four themes: Communities and Business; People and Culture; Governance; and Services and Systems. The four themes are underpinned by eight priority areas of reform. These themes and priorities place community and business at the centre of emergency management; demonstrate the value placed on emergency management

leadership, employees and volunteers; confirm the importance of modernised and clarified roles and responsibilities; and highlight the critical nature of quality services delivered through robust systems.

The principles that will guide the delivery of the SAP will engender community-centred approaches, embrace knowledge and continuous learning, enhance great leadership and encourage the sharing of responsibilities.

The SAP identifies a series of actions that will deliver long-term contributions to achieving these priorities. These are detailed in Section 2. Through these actions the State Crisis and Resilience Council aims to support communities, business, agencies and governments to build their capability and capacity to embed their emergency management responsibilities into their core business.

These actions are complex pieces of work. All will require collaboration between numerous stakeholders. Each action’s resource implications, alignment to the State Government Budget, prioritisation and inter-dependencies need to be explored. This will inform how, when and by whom each action may be delivered.

The final component of the SAP is the development of annual work programs to support delivery of the actions and align them to organisational priorities and business planning. The agencies legislated to undertake this process are: the Country Fire Authority (CFA), Department of Environment, Land, Water and Planning (DELWP), incorporating Parks Victoria, the Metropolitan Fire and Emergency Services Board (MFESB), Victoria State Emergency Service (VICSES) and Emergency Services Telecommunications Authority (ESTA). Alongside this, all Department Heads will ensure their Departments implement any relevant parts of the SAP. Pleasingly, other agencies have indicated that, although not legislated to provide a work program, they will develop one. This process will be informed by the considerations outlined above.

<sup>1</sup> Community Emergency Management Planning, Emergency Management Victoria, 2015.

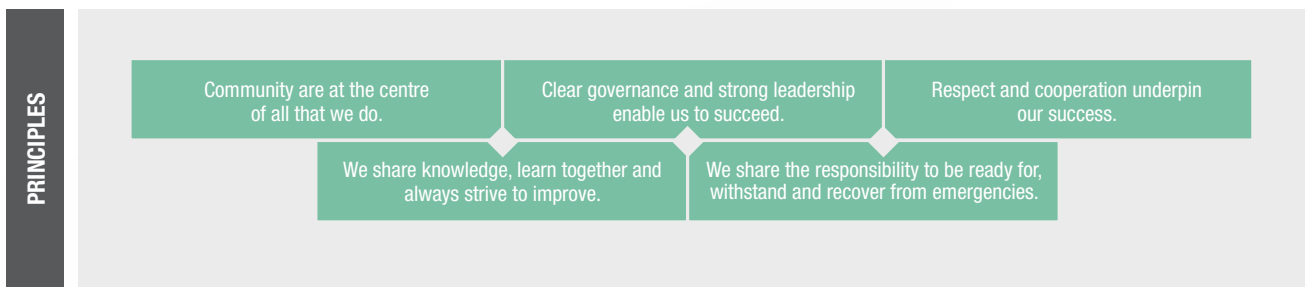


# THEMES, PRIORITIES AND PRINCIPLES

## THE VISION: SAFER AND MORE RESILIENT COMMUNITIES

The SAP's reform priorities that will contribute to Victoria achieving the vision are:

	COMMUNITIES & BUSINESS	PEOPLE & CULTURE	GOVERNANCE	SERVICES & SYSTEMS
2015-2018 PRIORITIES	<p>Build and empower community leadership and develop awareness, shared responsibility and self-reliance to ultimately strengthen resilience.</p> <p>Enhance the capability and capacity of Local Governments to meet their obligations in the management of emergencies.</p>	<p>Develop sector leadership that instils a positive workforce culture and promotes respect, cooperation, innovation and diversity.</p> <p>Create a long-term emergency management employee and volunteer workforce development strategy.</p>	<p>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.</p> <p>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.*</p>	<p>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.</p> <p>Enhance systems and platforms to deliver integrated services.</p>
THE FUTURE STATE	<p>Communities and businesses are engaged in emergency management. People are aware of their responsibilities should an emergency occur. People understand their local social, economic and natural environment and the impacts an emergency may have on each. Communities are clear about what they value and how to work with the sector to best protect these assets.</p>	<p>The emergency management sector is characterised by a culture of respect, cooperation and innovation. The sector's leaders consistently promote and model these values. The diversity of the workforce reflects the communities it serves. Employees and volunteers have the right skills, expertise and support to confidently and safely undertake their roles.</p>	<p>Roles and responsibilities across State, Local and Commonwealth Governments and agencies are clearly defined and understood. They are in modernised and simplified legislation, operating arrangements and plans. Emergency management is reflected in land use and infrastructure planning and efficient operational arrangements that improve community safety.</p>	<p>Agile systems are in place that meet the current and future needs of metropolitan, regional and rural Victorians. Services are tailored to support Victoria's diverse communities. Governments and agencies understand and plan together for the long-term investments needed to deliver these systems and services.</p>



\* 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.

# THE ROAD TO REFORM

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**In recent years Victoria has been subjected to devastating natural disasters that have resulted in loss of life, destruction of property and economic hardship. Subsequent reviews highlighted shortcomings in the State's emergency management system and led to system-wide reform.**

The Victorian Bushfires Royal Commission Final Report in 2010 led to the first significant reform of the State's fire response and capability since the 1983 Ash Wednesday bushfires. It was produced in the wake of the Black Saturday bushfires of 7 February 2009 that resulted in 173 people losing their lives, 2029 properties being destroyed and damage estimated at \$1.266 billion, making it the worst natural disaster in Australian history.

September 2010 to February 2011, floods inundated large parts of central and northern Victoria. The Review of the 2010–2011 Flood Warnings and Response examined the adequacy of the State's arrangements for flood response, recovery, emergency warnings and evacuations. One of the Review's key recommendations was that the State “undertake major reforms of Victoria's emergency management arrangements to bring about an effective all hazards, all agencies approach” (Recommendation 66).

Concurrent with the implementation of the Royal Commission's recommendations, the Fire Services Reform Action Plan (FSRAP) was published. The FSRAP was a legislated reform program of the (then) Fire Services Commissioner, with the primary objective of enhancing the operational capacity and capability of the State's fire agencies.

Notably, these reviews were event/hazard specific, yet provided wider opportunities for the sector to address its planning, response, recovery, capability and capacity.

In December 2010, a significant realignment occurred, with the Fire Services Commissioner providing a renewed emergency management strategic intent for Victoria, which focussed on the ‘community’ as the centre of all activities and ‘primacy of life’ as the single most important priority.

In September 2011, a Green Paper, Towards a More Disaster Resilient and Safer Victoria<sup>2</sup> was released to stimulate community discussion as part of a thorough end-to-end examination of the State's emergency management system.

This feedback, along with the findings from the Flood Review and Bushfires Royal Commission, led to the White Paper, Victorian Emergency Management Reform in December 2012<sup>3</sup>. The White Paper sets out 25 actions to bring about comprehensive and far-reaching changes to the State's emergency management arrangements, at state, regional and municipal level. It stressed the need for an all-hazard, all-agency approach. Planning was a key focus, with actions to improve community resilience, business continuity, land use planning, critical infrastructure planning, governance and information interoperability. These priorities continue to resonate.

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**VICTORIA IS FOCUSED ON THE  
COMMUNITY AS THE CENTRE OF  
ALL ACTIVITIES AND PRIMACY  
OF LIFE AS THE SINGLE MOST  
IMPORTANT PRIORITY.**

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<sup>2</sup> Towards a More Disaster Resilient and Safer Victoria Green Paper, Department of Justice, State Government of Victoria, 2011

<sup>3</sup> Victorian Emergency Management Reform White Paper, Department of Justice, State Government of Victoria, 2012

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## IN 2013, THE VOLUNTEER CONSULTATIVE FORUM WAS ESTABLISHED TO GIVE VOICE TO EMERGENCY MANAGEMENT VOLUNTEERS ON THE EMERGENCY MANAGEMENT REFORM AGENDA.

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A major White Paper action was legislative reform. This led to the repeal of significant parts of the *Emergency Management Act 1986* and *Fire Services Commissioner Act 2010* and enactment of the *Emergency Management Act 2013*, which established the following positions and bodies:

- *Emergency Management Victoria* (EMV) leads emergency management in Victoria by working with communities, agencies and business to strengthen their capacity to withstand, plan for, respond to and recover from emergencies. EMV came into effect on 1 July 2014.
- The *Emergency Management Commissioner* has coordination and control responsibilities over all major emergencies, including coordinating how the consequences of emergencies are managed.
- The *State Crisis and Resilience Council*, Victoria's peak emergency management advisory body, is responsible for developing and coordinating emergency management policy and strategy.
- The *Inspector General of Emergency Management*, is responsible for reviewing and monitoring the performance of Victoria's emergency management arrangements.

Another important initiative was the establishment in 2013 of the Volunteer Consultative Forum (VCF) to give voice to emergency management volunteers on volunteer-related issues and the broader emergency management reform agenda. The VCF is chaired by the Emergency Management Commissioner, with membership including Ambulance Victoria, Australian Volunteer Coast Guard, Country Fire Authority, Life Saving Victoria, Red Cross, Salvation Army, St John Ambulance, Victoria State Emergency Service, Victorian Council of Churches, Victoria Emergency Service Association, and Volunteer Fire Brigades Victoria.

In 2014, the Interim SAP 2014-2015 was developed to maintain momentum generated through the White Paper, Flood Review and FSRAP, and leverage off work already undertaken, to provide time to develop this three-year rolling SAP.



Photo supplied by: Emergency Management Victoria

<sup>4</sup> Interim Emergency Management Strategic Action Plan, State Government of Victoria, 2014

# VICTORIA'S EMERGENCY CONTEXT

## ► INTERNATIONAL AND NATIONAL CONTEXT

**The Sendai Framework for Disaster Risk Reduction 2015-2030, to which Australia is a signatory, says that to achieve the common aim of strengthening the resilience of each nation and their communities, nations must seek to: “Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience.”<sup>5</sup>**

Emergency management in Victoria is aligned with the principles and outcomes within the Sendai Framework. The SAP's themes of Communities and Business; People and Culture; Governance; and Services and Systems, and the actions supporting the themes, align with the drivers of the Sendai Framework. For example, the SAP guides Victoria towards risk reduction through all-of-society engagement and partnerships; enhances organised voluntary work; champions partnerships and engenders inclusiveness, accessibility and non-discrimination; pays special attention to people disproportionately at risk of, and affected by, emergencies; centres around local communities and their unique diversity (gender, culture, socio economic and more), values and needs. The SAP defines how Victoria will develop common practices, principles and standards, drive coordinated timely public communications and instigate coordinated sector-wide investment.

Victoria has adopted the 2011 *National Strategy for Disaster Resilience* (NSDR), which is the Council for Australian Governments' policy for a whole-of-nation, resilience-based approach to disaster management. The strategy focusses on priority areas to build disaster-resilient communities and identifies resilience as a shared responsibility between individuals, households, businesses, communities and governments. The alignment of the SAP to the NSDR is a critical foundation.

<sup>5</sup> Sendai Framework for Disaster Risk Reduction 2015-2030, sourced from <http://www.wcdrr.org/preparatory/post2015>. 19 June 2015

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## VICTORIA CAN EXPECT HIGHER-THAN-AVERAGE TEMPERATURES, MORE DAYS ABOVE 35 DEGREES, REDUCED RAINFALL, AND AN INCREASED NUMBER OF DROUGHTS AND EXTREME WEATHER EVENTS.

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### ► EMERGING CHALLENGES

**Victoria is in the midst of generational social, economic and environmental change. The emergency management sector, as a whole, needs to look at the past for lessons and to future developments to form a comprehensive understanding of the impacts that these changes will have on communities. This collective understanding will define the responses needed to meet these challenges.**

Victoria can expect higher-than-average temperatures, more days above 35 degrees, reduced rainfall, and an increased number of droughts and extreme weather events, including more frequent bushfires and storm activity<sup>6</sup>. A Climate Council of Australia report, *Be Prepared: Climate Change and the Victorian Bushfire Threat*<sup>7</sup>, says Victoria has sustained around 50 per cent of the economic damage from bushfires despite covering only three per cent of Australia's land area.

The report also says that the United Nations Intergovernmental Panel on Climate Change confirms a 95 per cent likelihood that climate change will increase the number of days with very high and extreme fire weather in southern Australia.

The impact of changes in climate will influence the environment's vulnerability to natural disasters. These changes pose challenges to the community, industries, governments and the emergency management sector's capabilities and capacity to adapt. A notable impact is on the emergency management sector's volunteers and employees. As the backbone of the emergency management system, they need a long-term workforce strategy to support them to meet the predicted increase in number and intensity of events.



Photo supplied by:  
Australasian Fire and Emergency Service Authorities Council

<sup>6</sup> Bureau of Meteorology (BoM), Australian climate variability and change – Time Series: Annual mean temperature anomaly – Australia (1910-2012), 2013; CSIRO and BoM, State of the Climate 2014; Department of Premier and Cabinet (DPC), 2009. Victorian Climate Change Green Paper

<sup>7</sup> *Be Prepared: Climate Change and the Victorian Bushfire Threat*, Climate Council of Australia, 2014

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## THE PORT OF MELBOURNE IS AUSTRALIA'S LARGEST MARITIME PORT AND IS INTER-LINKED TO NATIONAL ROAD AND RAIL NETWORKS...DISRUPTION TO THESE SERVICES...WOULD HAVE MAJOR ECONOMIC AND SUPPLY CHAIN IMPACTS.

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As the fastest-growing city in Australia, Melbourne's population will significantly increase over the coming decades. This is driven by immigration and the availability of employment (75 per cent of Victorian jobs are based in Melbourne), tertiary education, recreation and entertainment. The Melbourne central business district (CBD) currently swells by about 693,000 people during office hours<sup>8</sup>. The CBD and its surrounds houses most of the State's specialist medical facilities and three universities that bring with them high numbers of international students. Even with an extensive public transport network (Melbourne's tram system is the largest in the world), it remains a car-dependent city, with 68 per cent of commuters driving private vehicles into the city every day<sup>9</sup>. Such population density and inherent diversity poses significant challenges in planning for and responding to a major emergency in inner metropolitan Melbourne, including public warnings, traffic control, evacuations, search and rescue and medical team capacity.

Victoria's transport system includes trains, trams, ferries, planes and buses. Some stretch across the State, providing critical tourist and freight access to other states and territories. Melbourne has extensive freeway and arterial road networks with a rail network that provides radial access to the central city and major regional centres. The Port of Melbourne is Australia's largest maritime port and is inter-linked to national road and rail networks<sup>10</sup>. Disruption to these services through, for example, electricity failure, maritime disaster, marine pollution, tunnel or bridge collapse, fire, flood or storm damage would have major economic and supply chain impacts. Regulations, plans and systems need to prioritise the protection of Victoria's critical transport infrastructure.

Melbourne's growth will extend beyond the central areas of the city into expanding urban growth areas that abut grasslands, bushlands, coastal plains, flood plains and/or industrial landscapes. Housing affordability will attract settlement into these peri-urban landscapes, and bring cultural and socio-economic diversity. Similarly, there will be an increase in the number of people moving to major regional inland and coastal centres as they move out of rural areas and from Melbourne for a 'tree/sea change'. The population growth in these peri-urban areas is often highly culturally diverse.

For example in Brookfield, on the south western side of the City of Melton, just over a quarter of residents are overseas born new migrants<sup>11</sup>. Population growth brings an increase in assets and infrastructure.

This means emergency management will need to be responsive to more people living in landscapes that they are less familiar with and have less experience managing emergencies in. Local Governments need to be supported to respond to these challenges. Planning regulations and processes need to adapt. Innovation needs to be brought into community connection, engagement and education initiatives, and the delivery of emergency services.

The increase in population brings major changes in demographics. Communities can no longer be simply defined by a geographical location. Diversified cultures, religions, interests, and virtual and decentralised work arrangements are examples of emerging changes that challenge how the emergency management sector engages with communities with highly varied capacities, needs and expectations. The sector needs to consider diversification within the employee and volunteer workforce, diversity awareness in service design and innovative engagement approaches.



Photo By: Port of Melbourne Corporation

<sup>8</sup>Foster H., Whittaker J., Towers B. & Handmer J. 2013 Metropolitan Melbourne in 2021: changes and implications for the emergency management sector. Australian Journal of Emergency Management, 28(4): 9-14

<sup>9</sup><http://www.vicroads.vic.gov.au> and State Government Victoria – Publications -Plan Melbourne's Future

<sup>10</sup>City of Melbourne Transport Strategy; <https://www.melbourne.vic.gov.au/>

<sup>11</sup>City of Melton <http://www.melton.vic.gov.au>

Victoria accounts for more than one quarter of Australia's agriculture, forestry and fishing sector, despite having just three per cent of Australia's private arable land<sup>12</sup>. Land usage across Victoria is highly diverse and ever changing. Land that was previously family owned and farmed is now commonly farmed by commercial operators with varying understanding of the local emergency management context, roles and responsibilities. Farming practices are changing; new crops and livestock are being raised. Lifestyle farms are increasing, including in communities where environmental sustainability is of paramount value.

All parties need to work collaboratively to develop adaptive emergency management prevention, response and recovery strategies that address sometimes competing expectations and, ultimately, increase community safety.

As the population increases, so does the reliance on information technology and telecommunications. Smart devices are increasingly embedded in everyday community and business activity. Many essential services such as salary payments, trading and banking alongside social networking and (emergency and non-emergency) communications are being performed through mobile applications, and there is growing expectation from the community that government agencies will do the same<sup>13</sup>. This heightens the need for the protection of critical infrastructure to guard individual and community social fabric and economic resilience.

Victoria is a popular tourist destination, with tourism contributing \$19.6 billion to the State's economy in the 2012/13 financial year<sup>14</sup>. Its urban, regional and remote landscapes are attracting increasing numbers of visitors with diverse cultural and linguistic backgrounds who may not understand the environment and the potential hazards. Travelling alone or in tours, people are exploring historically popular destinations and more remote and low-access areas, posing new challenges in communications, public warnings, evacuations and search and rescue operations. Operators of tourist accommodation and other services need to embed emergency management into their core business responsibilities.

In the past, Victoria has experienced emergencies across a wide range of hazards that have deeply affected, and sometimes devastated, communities.

A state-level risk assessment outlined the 15 highest priority emergency risks or events likely to be faced by Victoria<sup>15</sup> as: bushfire; flood; insect pest incursions; pandemic influenza; transport infrastructure emergency; mine failure; marine pollution; electricity supply disruption; heatwave; emergency animal disease; plant disease epidemic; major hazardous material incidents; liquid fuel shortage; severe storm; and earthquake.

History shows that Victoria is vulnerable to these hazards, and more. The next page illustrates that while bush and grass fires pose the largest annual risk to the safety of Victorians, other hazards also pose serious risks to the physical, social, environmental and economic wellbeing of Victorians.

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**SMART DEVICES ARE INCREASINGLY EMBEDDED IN EVERYDAY COMMUNITY AND BUSINESS ACTIVITY. THIS HEIGHTENS THE NEED FOR THE PROTECTION OF CRITICAL INFRASTRUCTURE TO GUARD INDIVIDUAL AND COMMUNITY SOCIAL FABRIC AND ECONOMIC RESILIENCE.**

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<sup>12</sup>Victorian Farmers Federation [http://www.vff.org.au/vff/Farming\\_Resources/Facts\\_and\\_Figures/vff/Farming\\_Resources/Facts\\_and\\_Statistics.aspx?hkey=5183deac-8a27-4fda-bb78-42021fdbd895](http://www.vff.org.au/vff/Farming_Resources/Facts_and_Figures/vff/Farming_Resources/Facts_and_Statistics.aspx?hkey=5183deac-8a27-4fda-bb78-42021fdbd895)

<sup>13</sup>Victoria's Emergency Management Long Term Communications Plan, Emergency Management Victoria, October 2014.

<sup>14</sup>Tourism Victoria Results Summary, year ending December 2014 source: [www.tourism.vic.gov.au](http://www.tourism.vic.gov.au).

<sup>15</sup>Emergency Risks in Victoria - Report of the 2012-13 State Emergency Risk Assessment, State Government of Victoria, 2014


# A SUMMARY OF VICTORIAN KEY EVENTS



**February 1983**  
**Ash Wednesday Bushfires**  
47 lives lost, 2,500 properties and 1,500 structures destroyed, 32,750 livestock lost and 210,000 hectares burnt, at an estimated economic cost of \$190 million.



**January 2003**  
**Eastern Victorian Alpine Bushfires**  
1 life lost, 41 properties and 213 structures destroyed, 110,000 livestock lost, 1.3 million hectares burnt, major reduction in water quality, commercial infrastructure and tourism assets, at an estimated economic cost of \$12 million.



**June 2007**  
**Kerang V/Line Train Crash**  
11 lives lost, 14 injured, rail disruption to freight and passenger movements for up to a week.



**March – September 2009**  
**H1N1 Virus**  
24 lives lost and 3,052 reported illnesses.



**September 1998**  
**Longford Gas Plant Explosion**  
2 lives lost, 8 injured, 1.4 million properties and 89,000 businesses without gas for up to 19 days, at an estimated economic cost of \$1.3 billion.



**February 2005**  
**Melbourne Airport Gas leak**  
47 hospitalised, 57 reported illnesses and over 1,000 passengers stranded.



**January – February 2009**  
**Victorian Heatwave**  
374 lives lost, 500,000 properties and businesses without power / blackouts, and cancellation of 1,300 trains, at an estimated economic cost of \$100 million.

1983

1980s

1998

1990s

2003

2000s

2005

2007

2009

2009

1980s

1990s

2000s

2010s



**August 1991**  
**Coode Island Chemical Explosion, Footscray**  
16 chemical tanks destroyed, 8.6 MI of chemicals burnt or leaked, evacuation of local schools, buildings and road closures, at an estimated economic cost of \$21.3million.



**April 2000**  
**Legionnaires' Outbreak**  
4 lives lost and 131 reported illnesses.



**January 2003**  
**Salmonella Food Poisoning, Melbourne**  
1 life lost, 9 hospitalised and 195 reported illnesses.



**December 2006 – February 2007**  
**Great Divide Bushfires**  
1 life lost, 1,411 injured (including 11 New Zealand fire fighters), 51 properties destroyed, 1,741 livestock lost and 1.3 million hectares burnt, at an estimated economic cost of \$2.1 billion.



**August 2007**  
**Equine Influenza**  
Bans to international and interstate horses and restrictions to horse movements within Victoria, at an estimated cost to Victorian racing industry of \$48 million and an estimated cost of \$12 million for risk mitigation to the Victorian government.



**February 2009**  
**Black Saturday Fires**  
173 lives lost, 414 reported injured, estimated 11,800 properties and structures destroyed, 61 businesses destroyed, 430,000 hectares burnt and \$600 million forest assets lost, at an estimated economic cost of \$4 billion.



**March 2010**  
**Labour Day Long Weekend Hailstorms, Melbourne**  
20 injured, 7,500 requests for assistance, 145,000 properties without power, at an estimated economic cost exceeding \$1 billion.



Fire



Animal Health



Health



Heatwave



Hazardous Material



Hazardous Material - Gases



Hazardous Material - Liquids



Locust Plague



# EVENTS AND CONSEQUENCES



## Throughout 2010 Plague Locusts, Northern Victoria

Loss of vegetable, cereal and canola crops, control program implemented to mitigate locust threat, saved up to an estimated \$2 billion cost to the economy.

2010



## February 2011 Severe Thunderstorm, Victoria

1 injured and 6,000 calls for assistance, at an estimated economic cost of \$487 million.

2011



## February 2012 Portland Chemical Spill

10,000 residents advised to stay indoors, roads closed, fishing fleets grounded and businesses shut.

2012



## October 2012 Burnley / Domain Tunnel Closure

Traffic gridlock and delays for over 2 hours during morning peak hour.

2012



## December 2012 – February 2013 Listeria Outbreak, Gippsland

1 life lost and 26 associated illnesses reported.

2012 -  
2013



## January 2014 Victorian Heatwave

167 deaths, temps above 41, peaking at 43.9°C on both 16 & 17 January.

2014



## February 2014 Gisborne - Riddells Creek Grassfire

20 livestock lost, 5 properties, 46 structures and 500 km of fencing destroyed.

2014

2011



## September 2010 – February 2011 Victorian Floods

1 life lost, 6,000 sheep lost, 17,000 properties without power, 92,900 hectares of pasture and field crops flooded, at an estimated economic cost of \$1.3 billion.

2011



## December 2011 Christmas Day Severe Thunderstorm, Melbourne

4,200 calls for assistance, up to 30,000 insurance claims, at an estimated economic cost of \$728.6 million.

2012



## February – March 2012 Central and Northern Victoria Floods

1,089 calls for assistance, 58 properties flooded, including a hospital which was declared unsalvageable, at an estimated economic costs of \$8 million and insured cost of \$108 million.

2012



## November 2012 Warrnambool Telephone Exchange Fire

Internet and phone services cut for 3 weeks affecting 100,000 residents, 135 other exchange areas across south-west Victoria affected, services to 85 schools, 20 hospitals, 27 police stations, 92 fire stations and 14 state emergency service units cut off or severely impacted, at an estimated economic cost of \$18 million.

2013



## March 2013 Northeast Victoria Tornado

24 injured, 24 properties destroyed, 33 properties damaged and 150 calls for assistance, at an estimated economic cost of \$500,000.

2014



## February 2014 Mickleham - Kilmore Grassfire

16,225 livestock lost, 18 properties destroyed, 8 properties significantly damaged, 76 outbuildings and structures destroyed, 2,371 tonnes of hay, 8,560 hectare of pasture and 22 hectares of plantation burnt.

2014



## February - March 2014 Hazelwood Mine Fire, Morwell

20 injured, smoke and ash released into atmosphere, schools and childcare centres closed, elderly, pregnant and young children temporarily relocated, at an estimated economic cost of \$100 million.



Flood



Severe Weather / Thunderstorms  
/ Grazers Warning



Cyclone



Road Closed



Rail 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.

**Australia's largest outbreak of equine influenza in August 2007 had a major impact on the Victorian economy. The Victorian equine industry felt the impact of the outbreak, with restrictions on horse movements and bans on interstate horses entering the Victorian Spring Racing Carnival and Olympic trials. The Department of Environment and Primary Industries (now DELWP) reported<sup>16</sup> that the cost to the Victorian racing industry was \$48 million. The Government spent approximately \$12 million on measures to reduce the risk of the influenza entering Victoria. If equine influenza had had the same impact in Victoria as it did in NSW and Queensland, the Government estimated costs would have been in the order of \$92–\$142 million.**

Heatwaves are considered 'silent killers'; they cause the largest number of deaths, yet are under-reported. In the lead up to the record-breaking 2009 heatwave, the State had experienced a decade long drought. Through late January into early February 2009, temperatures in much of Victoria reached their highest levels since 1939<sup>17</sup>. In Melbourne, it was 43°C and above from 28 to 30 January followed by a record 46.4°C on 7 February – Black Saturday. The Department of Human Services (now Department of Health and Human Services DHHS) reported that 374 more people died during this heatwave than on average (980 deaths compared to a mean of 606 deaths for the same period over the previous four years).

Between the 2009 and 2014 heatwaves, Victoria experienced three years of wet weather that left large parts of the State inundated. From 2010 to 2013, floods and storms resulted in dozens of injuries and substantial damage to properties and assets. The aggregate insured cost across these events was just over \$2.475 billion.<sup>18</sup> The hailstorms of Labour Day 2010 and the super cell thunderstorm on Christmas Day 2011 caused the greatest damage, with insurance claims of \$1 billion and \$728 million respectively.

In comparison, the insured cost of Victoria's devastating Ash Wednesday and Black Saturday disasters were \$1.489 billion and \$1.266 billion respectively (adjusted to 2011 values). The State faced an altogether different threat in April 2010 when locust swarms descended on northern Victoria, with reports of locusts eating pasture, canola, carrot and cereal crops.

On 22 November 2012, the Warrnambool Telephone Exchange caught fire causing outages to phone, internet and mobile services in the town and the south-west coast that lasted for three weeks and cost the regional economy \$18 million.<sup>19</sup> Services to 85 schools, 20 hospitals, 27 police stations, 92 fire stations and 14 state emergency service units were either cut off or severely affected.

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**HEATWAVES ARE CONSIDERED  
'SILENT KILLERS'; THEY CAUSE THE  
LARGEST NUMBER OF DEATHS, YET  
ARE UNDER-REPORTED.**

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## THE SECTOR MUST POSITION ITSELF AS STRONGLY AS POSSIBLE TO PROTECT AND PRESERVE LIFE, KEEP COMMUNITIES INFORMED, GUARD CRITICAL INFRASTRUCTURE, RESIDENTIAL PROPERTIES, LIVELIHOODS AND THE ECONOMY, AND PRESERVE VICTORIA'S ENVIRONMENT AND CONSERVATION ASSETS AND VALUES.

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The dependence on critical infrastructure again came into sharp focus in February 2014 when embers spotting from a nearby bushfire started a fire at the Hazelwood coal mine that burned for 45 days and significantly affected the health and wellbeing of the Morwell and broader Latrobe Valley community.

That same month, extensive grassfires at Gisborne–Riddells Creek and Mickleham–Kilmore highlighted the threats to residents in urban fringe areas and properties abutting open grasslands.<sup>20</sup> Eighteen homes were lost in the Mickleham–Kilmore fire and five at Gisborne–Riddells Creek with significant damage to property, infrastructure, agriculture and livestock.

Generational change intrinsically runs through these challenges. Future projections means the emergency management sector must adapt, innovate and create partnerships in readiness for these changes. Working as one to meet these challenges requires strong united leadership, underpinned by shared values and positive behaviours. Expertise, efforts and resources need to converge to lead the required reforms.

The sector must position itself as strongly as possible to protect and preserve life, keep communities informed, guard critical infrastructure, residential properties, livelihoods and the economy, and preserve Victoria's environment and conservation assets and values. If it cannot, the realisation of safer and more resilient communities is severely jeopardised.

The SAP supports the sector to drive initiatives to create change. It embodies initiatives that will strengthen the collective capacity and capability to meet these ever evolving challenges, and builds the governance, leadership, and systems to support these efforts.



Photo supplied by: Emergency Management Victoria

<sup>16</sup> 'Benefits and Costs Related to Victorian Management of Equine Influenza - A final report prepared for the Victorian Department of Primary Industries' - Frontier Economics: source [www.energyandresources.vic.gov.au/](http://www.energyandresources.vic.gov.au/)  
<sup>17</sup> Heatwave Management: *Reducing the Risk to Public Health*, Victorian Auditor-General's Report, pages 1–2  
<sup>18</sup> Statistics sourced from Insurance Council of Australia, *Historical Disaster Statistics*, <http://www.insurancecouncil.com.au/industry-statistics-data/disaster-statistics/historical-disaster-statistics>

<sup>19</sup> *Telstra blames electrical fault for Warrambool Exchange Fire*, Josh Taylor, ZDNet, 27 March 2013, <http://www.zdnet.com/article/telstra-blames-electrical-fault-for-warrambool-exchange-fire/>  
<sup>20</sup> *2013/14 Fire Season Overview*, Emergency Management Victoria, pages 56–58

# SECTOR STRATEGIC PROGRAM OF ACTIONS

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**THE SAP OUTLINES FOUR THEMES,  
WITH EIGHT PRIORITIES THAT WILL  
CONTRIBUTE TO THE DESIRED  
FUTURE STATE.**

In leading and championing the development of the SAP, the SCRC provided the following commitment to achieve the sector vision. The SCRC will:

THEMES	SCRC COMMITMENTS	2015-2018 PRIORITIES
<p><b>COMMUNITY AND BUSINESS</b></p>	<ul style="list-style-type: none"> <li>• Lead a sector-wide approach to strengthen communities and promote shared responsibility and self-reliance.</li> <li>• Drive planning that reflects the needs and values of communities and their cultural, gender and wider diversity.</li> <li>• Facilitate improvements in business continuity planning in governments, business and industry to minimise the impact of emergencies on communities and the economy.</li> </ul>	<ul style="list-style-type: none"> <li>A) Build and empower community leadership and develop awareness, shared responsibility and self-reliance to ultimately strengthen resilience.</li> <li>B) Enhance the capability and capacity of Local Governments to meet their obligations in the management of emergencies.</li> </ul>
<p><b>PEOPLE AND CULTURE</b></p>	<ul style="list-style-type: none"> <li>• Foster a culture of leadership that meets the needs of the sector and Victorian communities.</li> <li>• Strengthen the sustainability, capability and capacity of employees and volunteers to work together across agencies and departments to meet current and future challenges.</li> <li>• Promote a fair and inclusive workforce that encourages greater diversity.</li> </ul>	<ul style="list-style-type: none"> <li>C) Develop sector leadership that instils a positive workforce culture and promotes respect, cooperation, innovation and diversity.</li> <li>D) Create a long-term emergency management employee and volunteer workforce development strategy.</li> </ul>
<p><b>GOVERNANCE</b></p>	<ul style="list-style-type: none"> <li>• Lead the reform of governance arrangements for all hazards across all tiers of government.</li> <li>• Drive legislative and regulatory reform with a focus on land use and infrastructure planning.</li> <li>• Champion partnerships across governments, their departments and agencies to foster collaboration and innovation.</li> </ul>	<ul style="list-style-type: none"> <li>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.</li> <li>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.</li> </ul>
<p><b>SERVICES AND SYSTEMS</b></p>	<ul style="list-style-type: none"> <li>• Lead the development of all-hazard service models that meet the diverse needs of communities in greater metropolitan Melbourne, regional and rural Victoria.</li> <li>• Drive value-for-money investment in interoperable systems, infrastructure and services.</li> </ul>	<ul style="list-style-type: none"> <li>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.</li> <li>H) Enhance systems and platforms to deliver integrated services.</li> </ul>

There are 30 state-level strategic actions identified to deliver long-term contributions to achieving these priorities for 2015-2018. These constitute the SAP's sector strategic program of actions.

These actions vary in complexity, duration and resource requirements. Each will be assessed individually for deliverability and they will be assessed collectively to ascertain the interdependencies between them. Some actions may be 12 months in duration; others may take years. Some actions will not commence straight away; they may start in the middle of the three years and may continue into future years.

## THEME: COMMUNITY AND BUSINESS

### PRIORITY A:

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

**The objective** of this priority is 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 actions** to realise this objective are:

1. 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.
2. 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.
3. 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.
4. 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.
5. 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.

**The outcome** will be community members who are empowered and skilled to take on leadership roles before, during and after an emergency.

### PRIORITY B:

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

**The objective** of this priority is 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 actions** to realise this objective are:

1. Undertake a capability and capacity assessment across local government to determine if councils have the required skills and expertise to meet their emergency management obligations.
2. Drawing from the above, develop action plans to address capability and capacity gaps.

**The outcome** will be councils with the requisite expertise, capability and capacity to fulfil their legislative obligations in the management of emergencies.



Photo supplied by: Country Fire Authority

## THEME: PEOPLE AND CULTURE

### PRIORITY C:

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

**The objective** of this priority is emergency management sector leaders who embody respect, cooperation, innovation and diversity, and champion these values across the workforce.

**The actions** to realise this objective are:

1. Develop a charter of values to guide the sector's workforce culture, with a focus on respect, cooperation, innovation, cultural and gender diversity.
2. Review emergency management leadership programs to ensure a focus on respect, cooperation, innovation, cultural and gender diversity. Additionally, use leadership programs from the wider business and community sectors that embody these principles.

**The outcome** will be emergency management leaders who demonstrate respect, cooperation, innovation and champion diversity.



Photo supplied by: Emergency Management Victoria

### PRIORITY D:

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

**The objective** of this priority is a sophisticated workforce management approach to build and sustain the emergency management sector.

**The actions** to realise this objective are:

1. Establish workforce management principles to guide emergency management agencies and departments to plan, manage, recruit and retain their workforce.
2. Develop and implement a 10-year workforce strategy and sector training framework that delivers a highly diverse and technically competent workforce.
3. Develop a state-wide all-hazards emergency 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.

**The outcome** will be 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.



Photo supplied by: Life Saving Victoria

## THEME: 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.**

**The objective** of this priority is 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 actions** to realise this objective are:

1. Review legislation and policy relevant to emergency management in collaboration with key stakeholders.
2. 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.
3. Roll out the *Emergency Management Amendment (Critical Infrastructure Resilience) Act 2014* to enable industry and government to understand their responsibilities and requirements in the preservation of Victoria's critical infrastructure.
4. Develop performance standards to guide effective and efficient governance and enable the sector to measure its performance.

**The outcome** will be a clear understanding of the roles and responsibilities for emergency management in Victoria.

### 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.**

**The objective** of this priority is a consistent and widely understood planning process that supports communities and other stakeholders to implement activities to reduce the consequence of emergencies.

**The actions** to realise this objective are:

1. Communities, governments, agencies and businesses partner to identify, prioritise and implement specific risk mitigation activities such as capital works and education programs.
2. 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.
3. Ensure that emergency management plans for peri-urban areas are consistent with the local community demographics, hazard risk profiles and emergency management requirements.

**The outcome** will be a reduction in the consequences of an emergency event for high-risk communities.



Photo supplied by: Country Fire Authority



## THEME: SERVICES AND 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.**

**The objective** of this priority is an evidence-based all-hazard service model that is relevant, effective and efficient, underpinned by value-for-money investments in interoperable systems, assets and services. The model is understood by all involved to better coordinate efforts.

**The actions** to realise this objective are:

1. Review the emergency management sector's current service delivery models and methods.
2. 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 hazards.
3. Develop or draw on existing common definitions in terminology, symbology and data. Implement across all phases of emergency management to enhance inter-operability via a common operating picture.
4. Progress to an all-hazards emergency management capability model that captures and baselines the state's current capability and capacity, and identifies current gaps and reinvestment opportunities.
5. 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.
6. 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.
7. 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.

**The outcome** will be a Victorian emergency management service delivery model that provides coordinated services for and with the community.

### PRIORITY H:

**Enhance systems and platforms to deliver integrated services.**

**The objective** of this priority is improved connectivity and interoperability between first responders. Improved communication between first responders, support services and the community to improve decision making.

**The actions** to realise this objective are:

1. 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.
2. Implement a three-year plan to strengthen Emergency Management Common Operating Picture (EMCOP)\* to include common principles, standards, definitions and agreements regarding the responsibilities and requirements of those providing different data sets.
3. Develop or draw on existing common definitions in terminology, symbology and data for public information and warnings, with consideration of gender, ethnicity, religion, linguistics, disability and socio-economic diversity. Implement across all phases of emergency management to enhance the community's understanding of public information and the issuing of emergency warnings.
4. Enhance and implement a single-source web portal to coordinate and deliver all emergency management community information and warning services.

**The outcome** will be enhanced system and platform interoperability alongside public information and warning systems that are understood and used by the wider community.

\* EMCOP is a key change management mechanism to support and guide planning, response, relief and recovery reform practices

# ACCOUNTABILITY FOR DELIVERY

**The SCRC leads the Government's reform agenda for crisis and emergency management. In accordance with the *Emergency Management Act 2013*, the SCRC is responsible for developing the rolling three-year SAP, to be approved by the Minister for Emergency Services following consultation with other relevant Ministers.**

The SCRC will oversee the implementation of the SAP and will report to the Government on the progress of commitments within it. The SCRC's authority and robustness is grounded in its membership, being the heads of each State Government department and the:

- Chief Commissioner of Police
- Emergency Management Commissioner
- Chief Executive, Emergency Management Victoria
- Chief Executive Officer, Municipal Association of Victoria, and
- Inspector General of Emergency Management (observer)

The SCRC is responsible for ensuring that their Department implements actions within the SAP and through their collective leadership, they address any blockages.

## ► REPORTING, MONITORING AND CONTINUOUS IMPROVEMENT

Monitoring the SAP's performance will create an evidence base from which the effectiveness and efficiency of the initiatives can be assessed. Using this information to inform decisions will drive a culture of continuous improvement and strengthen the understanding of where to focus attention and resources to deliver the best services for the Victorian community.

EMV will coordinate the information required for the sector to undertake their responsibilities in reporting on and monitoring the delivery of the actions within the SAP. Reports on progress will be provided to the Minister for Emergency Services, SCRC, IGEM and the community through the EMV website. IGEM will monitor and report to the Minister for Emergency Services on the implementation of the SAP.

The Emergency Services Leadership Group (ESLG) is tasked with ensuring delivery of relevant elements of the SAP to achieve the most effective and efficient outcome for the State, and to provide advice to the Government and the SCRC on related issues and opportunities.

Appendix 2 details the committee membership structure that provides governance of the SAP.

The SAP articulates an outcome for each of the eight priorities. Measures for these outcomes have not yet been determined. This is to ensure that these measures will align to the performance measures in the Victorian Emergency Management Sector's Performance Framework that is currently under development and will be published on the EMV website when completed.

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***“I HAVE PERSONALLY EXPERIENCED THE BENEFIT OF COLLABORATION BETWEEN AGENCIES, DEPARTMENTS, COMMUNITIES AND BUSINESS TO ACHIEVE THE BEST OUTCOMES FOR COMMUNITIES BEFORE, DURING AND AFTER AN EMERGENCY.”***

**- JANE GARRETT, MP, MINISTER FOR EMERGENCY SERVICES.**

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## ► ACKNOWLEDGEMENTS

**EMV was delegated by the SCRC to facilitate the development of the Emergency Management Strategic Action Plan 2015-2018.**

The success of this process was enabled by the enduring goodwill and leadership from the sector. This included those who participated in the initial all hazard focus groups, and those who provided input to the incremental refining and development of the themes, priorities and actions. Members of the SCRC, and its three sub committees – Capability and Response, Risk and Resilience, and Relief and Recovery – provided consistent input and guidance throughout the process (see Appendix 2 for full committee membership structure and details).

We would like to expressly thank the following agencies and departments for their enthusiasm, support, imagery and assistance in the development of the SAP:

- Ambulance Victoria
- 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
- Municipal Association of Victoria
- Metropolitan Fire Brigade
- Victoria Police
- Victoria State Emergency Service

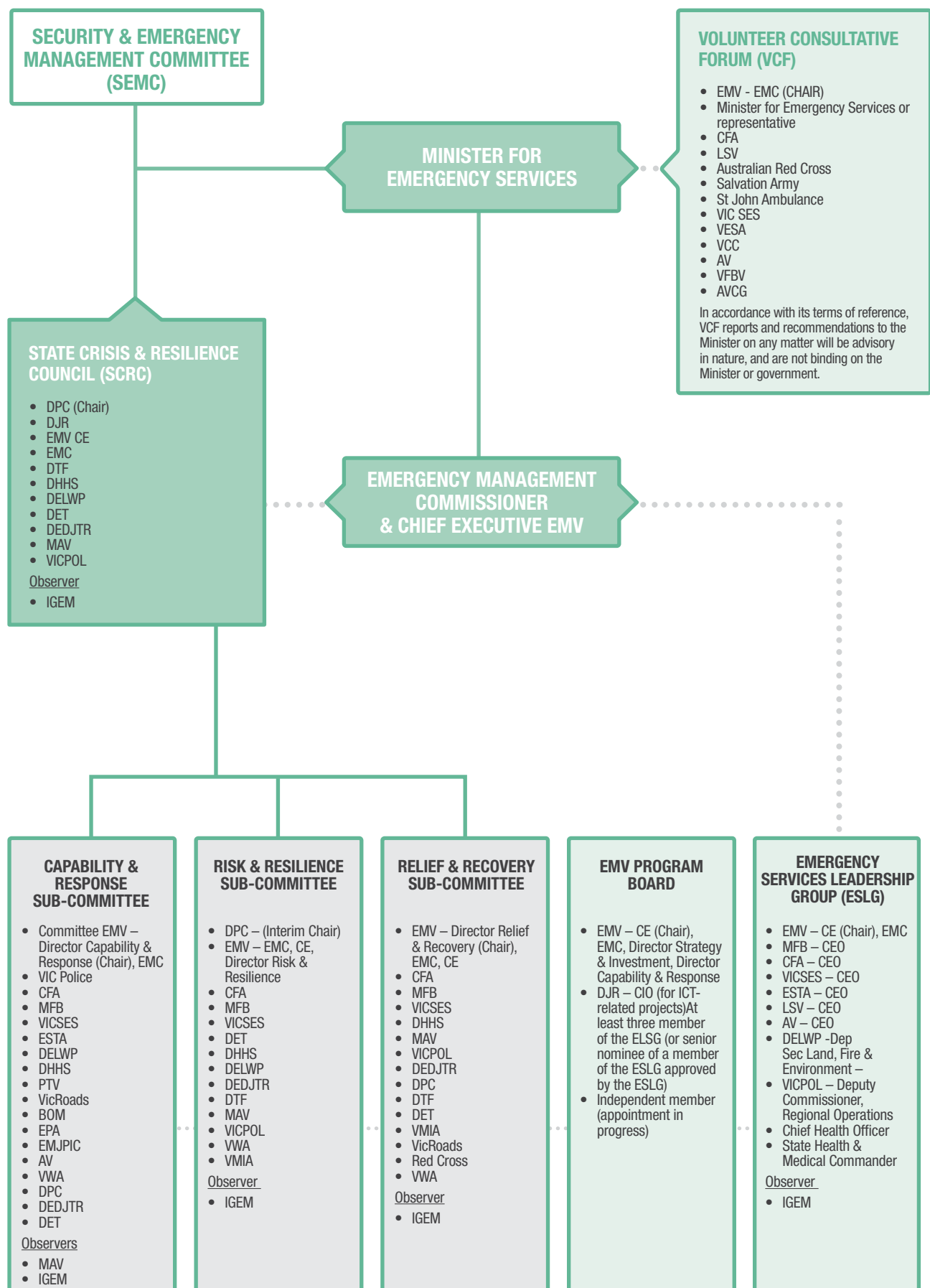


Photo supplied by: Emergency Management Victoria

## ► APPENDIX 1: 2015 VICTORIAN BUDGET COMMITMENTS

PORTFOLIO: Department of Justice and Regulation		\$ 78 million
SPECIFIC INITIATIVES	DESCRIPTION	BUDGET (MILLIONS)
CFA Trucks	70 trucks (20 medium tankers, 40 heavy tankers and 10 medium pumpers)	33.5
CFA Stations and Amenities	Build and upgrade 5 stations and install bathroom and washroom facilities in up to 100 rural stations	11.0
Emergency Medical Response for CFA	Expansion of program to integrated CFA brigades ie. provision of basic life support and CPR training to CFA firefighters and installation of defibrillators on fire trucks	9.6
Ocean Grove & South Melbourne Surf Life Saving Club	Refurbishments to club house	4.7
Morwell Emergency Hub	Morwell emergency services hub for fire and ambulance services	3.0
OTHER INITIATIVES	DESCRIPTION	BUDGET (MILLIONS)
450 Firefighters	Commence recruitment of 450 new firefighters	16.2
Firefighter training (Hazelwood)	Training of CFA and MFB firefighters on the special conditions of a brown coal mine fire and provision of related equipment	
Support for Firefighters with PTSD	Two year trial that provides firefighters suffering from PTSD with access to one-on-one counselling by specialists at Post Trauma Victoria, based at the Austin Health Heidelberg Repatriation Hospital.	
CFA training site planning	Planning for new CFA regional training ground following closure of Fiskville	
Bellarine VICSES	Expansion of HQ, i.e. new training room and storage facility plus fit-out	
WHOLE OF GOVERNMENT		\$65.4 million
Police communications upgrade	New and secure digital radio system to police in regional areas	35.4
Whole of Government Hazelwood Inquiry	Implementation of Hazelwood Coal Mine Fire Inquiry Recommendations	30.0
PORTFOLIO: Department of Environment, Land, Water and Planning		\$ 108 million
SPECIFIC INITIATIVES	DESCRIPTION	BUDGET (MILLIONS)
Hazardous Tree's	Managing safety risks posed by fire damaged trees	7
Planned Burning and Fuel Management	Reducing bushfire risk on public land	50
Review of Local Government Act	Review Local Government Act to identify outdated provisions, improve compliance and modernise relationship between Government and councils	1
Interface Councils Infrastructure Fund	Support councils and communities in outer suburban areas to deliver improved local infrastructure	50
PORTFOLIO: Department of Economic Development, Jobs, Transport and Resources		\$ 9.4 million
Enhancing Victoria's Biosecurity	Enhance biosecurity so that farms are safer and more productive and our produce can be sold over the world.	9.4
PORTFOLIO: Department of Health and Human Services		\$ 43.6 million
Ambulance Branches	Upgrade ambulance branches across the state and provide new vehicles and equipment	40
Ebola Preparedness	Health services supported to comply with Victorian Ebola Virus Disease Response Plan	3.6
TOTAL INVESTMENT		\$ 304.4 million

## ► APPENDIX 2: EMERGENCY MANAGEMENT GOVERNANCE STRUCTURE



\*refer to page 28 for acronyms

## ▶ APPENDIX 3: ACRONYMS

<b>AV</b>	Ambulance Victoria	<b>IGEM</b>	Inspector General for Emergency Management
<b>AVCG</b>	Australian Volunteer Coast Guard	<b>LGV</b>	Local Government Victoria
<b>BOM</b>	Bureau of Meteorology	<b>LSV</b>	Life Saving Victoria
<b>CFA</b>	Country Fire Authority	<b>MAV</b>	Municipal Association Victoria
<b>CEMP</b>	Community Emergency Management Planning	<b>MFB</b>	Metropolitan Fire Brigade
<b>DEDJTR</b>	Department of Economic Development, Jobs, Transport and Resources	<b>MFESB</b>	Metropolitan Fire & Emergency Services Board
<b>DELWP</b>	Department of Environment, Land, Water and Planning	<b>NSDR</b>	National Strategy for Disaster Resilience, 2011
<b>DET</b>	Department of Education and Training	<b>PTV</b>	Public Transport Victoria
<b>DHHS</b>	Department of Health and Human Services	<b>SAP</b>	Strategic Action Plan
<b>DOJR</b>	Department of Justice and Regulation	<b>SCRC</b>	State Crisis and Resilience Council
<b>DPC</b>	Department of Premier and Cabinet	<b>SEMC</b>	Security and Emergency Management Committee
<b>DTF</b>	Department of Treasury and Finance	<b>VBRC</b>	Victorian Bushfires Royal Commission, 2009
<b>EM Act</b>	Emergency Management Act 2013	<b>VCC</b>	Victorian Council of Churches
<b>EMC</b>	Emergency Management Commissioner	<b>VCF</b>	Volunteer Consultative Forum
<b>EMCOP</b>	Emergency Management Common Operating Picture	<b>VESA</b>	Victoria Emergency Service Association
<b>EMJIPC</b>	Emergency Management Joint Public Information Committee	<b>VFBV</b>	Volunteer Fire Brigades Victoria
<b>EMV CE</b>	Emergency Management Victoria Chief Executive	<b>VICPOL</b>	Victoria Police
<b>EPA</b>	Environment Protection Authority	<b>VIGSES</b>	Victoria State Emergency Service
<b>ESTA</b>	Emergency Services Telecommunications Authority	<b>VMIA</b>	Victorian Managed Insurance Authority
<b>FSRAP</b>	Fire Services Reform Action Plan	<b>VWA</b>	Victorian WorkCover Authority



