

Annual Forward Plan of Reviews – 2018

Forward Projection of Reviews

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1 Introduction

The objectives of the Inspector-General for Emergency Management (IGEM) are to:

- provide assurance to the government and the community in respect of emergency management arrangements in Victoria
- foster continuous improvement of emergency management in Victoria.

Supporting the achievement of these objectives, IGEM undertakes system-wide reviews, including reviews of the emergency management functions of responder agencies and government departments as prescribed in section 66 of the *Emergency Management Act 2013* (the Act).

These reviews are based on an Annual Forward Plan of Reviews (the forward plan) developed by IGEM in consultation with the emergency management sector¹ (the sector) and shared with the Minister for Emergency Services (the minister). In addition, IGEM conducts reviews at the request of the minister under the provisions of section 64(1)(c) of the Act.

All of IGEM's assurance activities are guided by the *Monitoring and Assurance Framework for Emergency Management* (the Framework), which provides the foundation for a coordinated and collaborative approach to sector-wide assurance.

Annual Forward Plan of Reviews – 2018

In developing the forward plan for 2018, IGEM considered a series of potential topics for review identified through ongoing discussions with agencies and government departments concerning key issues or risks facing the sector.

IGEM also considered strategic issues emerging from recent events and the outputs of complementary assurance activities conducted throughout the sector in Victoria.

IGEM prioritised these topics through a risk based assessment process that included a consideration of:

- the significance or magnitude of the topic identified
- the potential for the review to lead to sustainable and systemic improvement
- whether recent reviews or inquiries had examined similar issues
- whether improvement actions addressing the issue are being initiated or are in the early stages of implementation and monitoring, limiting the effectiveness of the proposed review.

In addition to the assessment, IGEM has taken into consideration a range of factors including:

- the volume, scale and complexity of IGEM's broader program of assurance activities
- the need to minimise burden on the sector
- the need to retain capacity to respond to ministerial requests.

¹ Defined in the *Emergency Management Act 2013* as "...comprising all agencies, bodies, departments and other persons who have a responsibility, function or other role in emergency management

Based on the assessment and additional considerations, IGEM will conduct one planned review in 2018 titled *Impact assessment and consequence management*.

Forward Projection of Reviews

In addition, the IGEM Forward Projection of Reviews (the forward projection) ensures previously identified areas for potential review are retained and that a progressive and system-wide approach to IGEM's annual review program is achieved.

The forward projection is developed based on:

- information sourced from government, community and the emergency management sector
- system-wide risk and performance monitoring activities
- environmental scanning.

IGEM will update the forward projection annually, in line with:

- the confirmation of each forward plan
- a consideration of emerging risks and strategic priorities
- the outputs of complementary assurance activities
- ongoing consultation with the sector.

2 Document purpose

This document outlines IGEM's Annual Forward Plan of Reviews - 2018 and Forward Projection of Reviews. The intended audience is the emergency management sector in Victoria.

The forward plan is prepared in accordance with section 66 of the Act and provides a high-level description of the review IGEM will conduct in 2018. This includes broad information specific to the context, aim, scope, stakeholders, approach, outputs, publication, implementation and intended review outcomes.

The forward projection provides the sector with a high-level, thematic overview of the potential areas IGEM may review from 2019, and includes broad information on topic and subject matter. The proposed areas for review are not necessarily listed in proposed order of completion, as priorities may change each year. In addition, the number and timing of reviews conducted each year may fluctuate due to the prioritised conduct of other assurance activities.

3 Annual Forward Plan of Reviews – 2018

3.1 Impact assessment and consequence management – review outline

Context

Emergencies may affect communities in a multitude of ways resulting in social, economic, environmental and infrastructural consequences.

Targeted treatment and support requires a methodical and strategic assessment of the immediate impacts and the short, medium and long-term consequences of the emergency. This presents enormous challenges for the sector and Victorian communities.

Part 3 of the *Emergency Management Manual Victoria* (EMMV)² is the State Emergency Response Plan (SERP) which outlines Victoria's arrangements for a coordinated response to emergencies. The SERP is supported by Part 7 of the EMMV (Emergency Management Agency Roles) as applied throughout regions identified in the EMMV.

All agencies listed in Part 7 to the EMMV are required to comply with the SERP in accordance with section 55A(1) of the Act.

Impact assessment

The process of assessing the impacts of an emergency is complex, requiring data and information from a range of agencies and departments.³ A collaborative and coordinated approach to impact assessment is required to reduce the burden on affected individuals, agencies and departments.

The Emergency Management Commissioner is responsible for coordinating the collection of information on the impact of emergencies in order to inform priorities in consequence management, enabling the targeted provision of relief and recovery services.⁴

The SERP describes three stages of impact assessment – initial, secondary and post-emergency. The Incident Controller is responsible for initiating and managing impact assessment. Secondary and post-emergency impact assessment is the responsibility of relief and recovery agencies and personnel.

Statewide arrangements for impact assessment have a direct influence on the effectiveness of immediate relief provided to communities and longer-term recovery processes.

Consequence management

Consequence management is also a function of the Emergency Management Commissioner. Section 32(1)(f) of the Act requires the Emergency Management Commissioner to be 'responsible for consequence management for a major emergency' in accordance with the definitions and objectives detailed in section 45.

² *Emergency Management Manual Victoria*, Part 3 – The State Emergency Response Plan.

³ Impact Assessment for Class 1 Emergencies

⁴ *Emergency Management Act 2013* s32(1)(l)

Consequence management is defined in the Act as:

“...the coordination of agencies, including agencies who engage the skills and services of non-government organisations, which are responsible for managing or regulating services or infrastructure which is, or may be, affected by a major emergency”.

Consequence management extends beyond the immediate impact of an event. It requires a systematic approach to identifying the impact/s of an emergency that generates a sequence of events that disrupt wellbeing, liveability, sustainability, viability or community connectedness. Effective consequence management considers the multiplying effects of emergencies that may influence response activities aimed at limiting the impact on the affected upstream and downstream communities.⁵

Emergency Management Victoria further describes ‘consequence’ as:

*“...the change in circumstances, planned or otherwise, experienced by a community or its members as a result of an event and its subsequent management”.*⁵

The SERP describes five functions that are the basis of emergency response management. Three of these functions – command, control and coordination – are embedded in Victoria’s emergency management legislation and arrangements. They are familiar and traditional mechanisms in incident management and are critical to ensuring an effective response to any emergency.

More recently, the Emergency Management Commissioner has promoted an additional focus on consequence management, communication and community connection.⁶ These additional three ‘Cs’ present a significant shift in the approach to emergency management in Victoria, embedding inclusiveness and community focus to all phases of emergency management – before, during and after emergencies.

Emergencies can have both ‘effects’ and ‘consequences’. For example, the flames and smoke from a fire can directly affect a community through reduced physical health or damage to critical infrastructure such as a water treatment plant. In this scenario, the arrangements made to manage increased hospital admissions and to source alternative water supplies would be part of ‘consequence management’.⁷

The management of the effect of emergencies on individuals, the community, infrastructure and the environment (the consequences) is the responsibility of the State.

Statewide arrangements for consequence management have a direct influence on the effectiveness of immediate relief provided to communities and longer-term recovery processes.

Aim

IGEM proposes to review selected arrangements for impact assessment and consequence management to ensure alignment to performance expectations, leading practice and intended community outcomes.

⁵ <https://www.emv.vic.gov.au/responsibilities/consequence-management>

⁶ <https://www.emv.vic.gov.au/news/the-six-cs> and <https://www.emv.vic.gov.au/responsibilities/consequence-management>

⁷ *Emergency Management Manual Victoria*, Part 3 – The State Emergency Response Plan.

Preliminary scope

Impact assessment is not a new concept for emergency management practitioners and is supported by national and state standards. Victoria has established impact assessment practices, applied across the spectrum of emergency management.

The scope for the review will consider as a minimum, the parameters and status detailed in the Victorian Emergency Management Strategic Action Plan (SAP) 2016-19 Priority G6 which requires the sector to:

“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”.

The review will consider impact assessment in the context of the all emergencies, all communities approach to emergency management, as well as the components identified in the national model and specifically – the collection and analysis of information and communication to the community.

Consequence management is an integral part of emergency management in Victoria. A range of initiatives relating to consequence management are underway, including the release of Emergency Management Victoria’s Consequence Management paper, and consequence-focused emergency management planning.

IGEM will consider the resources, guidance and governance structure/s in place internationally, nationally and in Victoria to oversee consequence management across the spectrum of emergency management.

The scope of this review may expand or become more focused when activities underway in the emergency management sector are considered. A priority of IGEM and consistent with principles of the Framework will be to avoid duplication and reduce burden for stakeholders.

Stakeholders and consultation

Stakeholders for this review include, but are not limited to relevant agencies as prescribed in section 60A of the Act. In addition, IGEM will consult with subject matter experts and research entities as required.

Proposed approach and timing

In the conduct of this review, IGEM will:

- identify the current policies, guidance and processes for impact assessment and consequence management in the sector
- identify national and international models, principles and practices for impact assessment and consequence management
- consider and assess how the sector undertakes impact assessment, whether approaches are aligned with best practice in Australia and overseas and whether they are effective in meeting the stated aims, objectives and outcomes for Victoria.

The review will, where appropriate, identify opportunities for improvement to impact assessment and consequence management in Victoria.

A comprehensive analysis of the initiatives and programs associated with impact assessment and consequence management currently underway within the sector will enable IGEM to further refine and focus the review.

This review is planned to be conducted between May and December 2018.

Review output, publication, implementation and outcome

The primary output from this review will be a report for the minister detailing the analysis undertaken, complete with observations and recommendations as appropriate.

In accordance with section 70(1) and section 70(3) of the Act, IGEM will provide agencies affected by the review with a draft copy of the report for comment and will take into account any subsequent submission received from agencies in preparing its final report for the minister.

Any public release of the report or any part of the report, subject to the minister's approval under the provisions of section 70(6) of the Act, will be supported by a detailed communications strategy.

IGEM will promote and support sector-wide continuous improvement through monitoring and reporting on the implementation of recommendations considered appropriate by the minister (in agreement with other relevant ministers) and provided under section 70(8) of the Act to the State Crisis and Resilience Council for implementation.

The intended outcome of this review is enhanced impact assessment and consequence management processes that contribute to a safer and more resilient Victorian community.

Review submissions

As part of its commitment to leading practice in assurance, IGEM will engage with relevant sector agencies, departments, organisations, individuals and subject matter experts in the conduct of its review.

IGEM appreciates input from all those who wish to contribute to improving Victoria's emergency management arrangements.

Accordingly, IGEM is interested in any submissions, projects, research papers or policies that may inform this review. This includes independent opinions on potential improvements or innovative approaches within the scope of each review.

IGEM will formally correspond with relevant parts of the sector affected by this review to confirm the timing of consultations and submissions.

IGEM contact

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4 Forward Projection of Reviews

4.1 Black Saturday bushfires

The 2009 Victorian 'Black Saturday' bushfires were the most devastating in Australia's history. The impact on communities has been immense and is longstanding.

A broad spectrum of strategies, programs and activities have been implemented since 2009 to enhance sector preparedness and support community recovery, renewal and resilience. This has been a shared responsibility between the public and private sector, community groups and individuals.

Preparedness and recovery planning and processes implemented following these bushfires afford the sector an opportunity to learn from, and enhance, Victoria's collective capability, capacity and preparedness to support communities before, during and after events of enormous magnitude.

This opportunity to learn will be balanced against, and carefully integrate, a constant professional consideration of the enormous emotional and psychological toll the event had and continues to have on affected individuals, groups and communities.

IGEM proposes to evaluate selected programs and arrangements implemented in response to the Victorian Black Saturday bushfires focusing on their effectiveness in enhancing sector preparedness and building community resilience.

4.2 Systems and platforms for interoperability

Information and communication systems and associated tools are critical to the emergency management sector. They provide enabling platforms across the spectrum of emergency management and include a range of communication networks, information and warning systems and interactive databases.

Effective preparedness and response to emergencies requires the networked components of the sector to work together to ensure a coordinated response. Data availability and information sharing across the sector enables organisations to connect with and provide timely and appropriate advice and services to affected communities.

IGEM proposes to review the emergency management sector's networked capability, capacity and performance in developing and utilising common operating platforms that support interoperability and positive community outcomes.

4.3 Measurement, review, innovation and improvement

The Monitoring and Assurance Framework for Emergency Management describes the coordinated approach to assurance for Victoria's emergency management sector. Assurance activities include a range of measurement tools and processes for debriefs, audits, monitoring, reviews and evaluations, to improve the collective capability, capacity and performance of the sector.

Effective processes for assurance and improvement are critical to ensure the progressive enhancement of the sector. This includes ensuring appropriate processes for performance measurement are developed and maintained at the organisation and system level. Identifying lessons through these assurance processes – within an environment of supported and shared learning – is an important feature in driving sector-wide improvement.

IGEM proposes to review the effectiveness of selected evaluation, review and improvement methodologies used by the sector in the conduct of assurance activities.

4.4 Assets and infrastructure

Assets and infrastructure includes property, facilities, vehicles and other resources through which the sector is able to launch the provision of services in support of Victorian communities. They are a key enabler of the sector's capability and capacity and can have a direct influence on performance outputs and outcomes.

Adopting a multi-agency approach to assets and infrastructure programs promotes optimal resource utilisation through the shared use of property, facilities and assets. It also provides for greater efficiencies in the allocation of public money through direct appropriations and grant funding.

IGEM proposes to review the effectiveness of sector-wide arrangements for the coordinated planning and lifecycle management of assets and infrastructure.

4.5 Re-location and evacuation planning and management

Re-location and evacuation are important tools in the conduct of response activities throughout the sector.

In some circumstances, the timely and coordinated movement of people out of harm's way can be a direct link to human survival. However, major international and domestic events have demonstrated the complexities of re-location and evacuation processes, from planning through to implementation.

Victoria's emergency management sector has introduced many changes in the way it plans for, exercises and manages re-location and evacuation processes. These arrangements must be continuously reviewed to ensure alignment with leading practice and intended community outcomes.

IGEM proposes to review the effectiveness of arrangements specific to re-location and evacuation in terms of preparedness and application.

4.6 Volunteer sustainability

Volunteers are integral to the effective performance of the sector. They provide support across the entire emergency management spectrum and include community members who can provide local knowledge and/or skills before, during and after emergencies.

Volunteers play a key role in emergency management program delivery including those who train for, and respond to, emergency events – such as vehicle accidents, fires, floods, storms and search and rescue activities. They also play an important role in working with communities to prepare for emergencies.

The sustainability of volunteers, including effective recruitment and retention strategies, is crucial to the long-term success of the sector in Victoria.

IGEM proposes to review selected components of volunteer management to ensure the long-term sustainability of volunteering within the emergency management sector.

4.7 Culture, values and behaviours

The success of the sector is underpinned by and dependent upon the effectively networked operation of a diverse group of organisations and individuals within the public and private sector. Organisational culture, values and behaviours are a key enabler to effective organisational performance.

Anecdotal evidence suggests ongoing challenges with organisational culture, values and behaviours within the sector. This is in part driven by an array of sector specific characteristics including industrial, geographical, social and psychological.

IGEM proposes to review the organisational culture, values and behaviours within selected parts of the emergency management sector and their impact on sector performance. This includes identifying opportunities for improvement to enhance system-wide effectiveness.

4.8 Emergency relief

Emergency relief is a critical start point for individuals and communities on the road to recovery and renewal. Services include shelter, basic needs, financial support and personal support. Activities are usually activated from the commencement of the emergency, guided by the outputs of initial impact assessment processes.

The coordination of relief and recovery in Victoria transitioned from the Department of Health and Human Services to Emergency Management Victoria in September 2015. The change is supported by the relief and recovery reform program in Victoria – developing and implementing the Resilient Recovery Model. This model will align relief and recovery with community needs, support outcomes for communities, authentically connect individuals, communities and business into the recovery process and provide a pathway from recovery to resilience.

IGEM proposes to review the effectiveness of selected emergency relief strategies, programs and plans including an examination of community awareness and satisfaction with services delivered.

4.9 Emergency risk management and community-based emergency management planning

Effective emergency risk management is critical to identify, prevent (where possible) or mitigate risk and enable effective planning for the management of residual risk. Both underpin effective sector performance in building and maintaining safer and more resilient communities.

Approaches to risk management and planning within the sector have evolved over time, often aligned with standards (AS/NZS ISO 31000:2009) and national guidelines, for example those produced by Emergency Management Australia and the National Emergency Risk Advisory Group.

In addition to state, regional and municipal emergency management plans, a range of approaches to community based emergency planning has also developed in Victoria, usually triggered by a local event. Examples include community emergency management plans, community action plans and community information guides. Some have been highlighted through independent review processes as areas of leading practice.

IGEM proposes to review selected approaches to emergency risk management and planning, to identify levels of effectiveness and consistency of application throughout Victoria.

5 Stakeholder consultation

As part of its approach to forward planning, IGEM will consult with relevant sector agencies, departments, organisations, individuals and subject matter experts in formalising its review program.

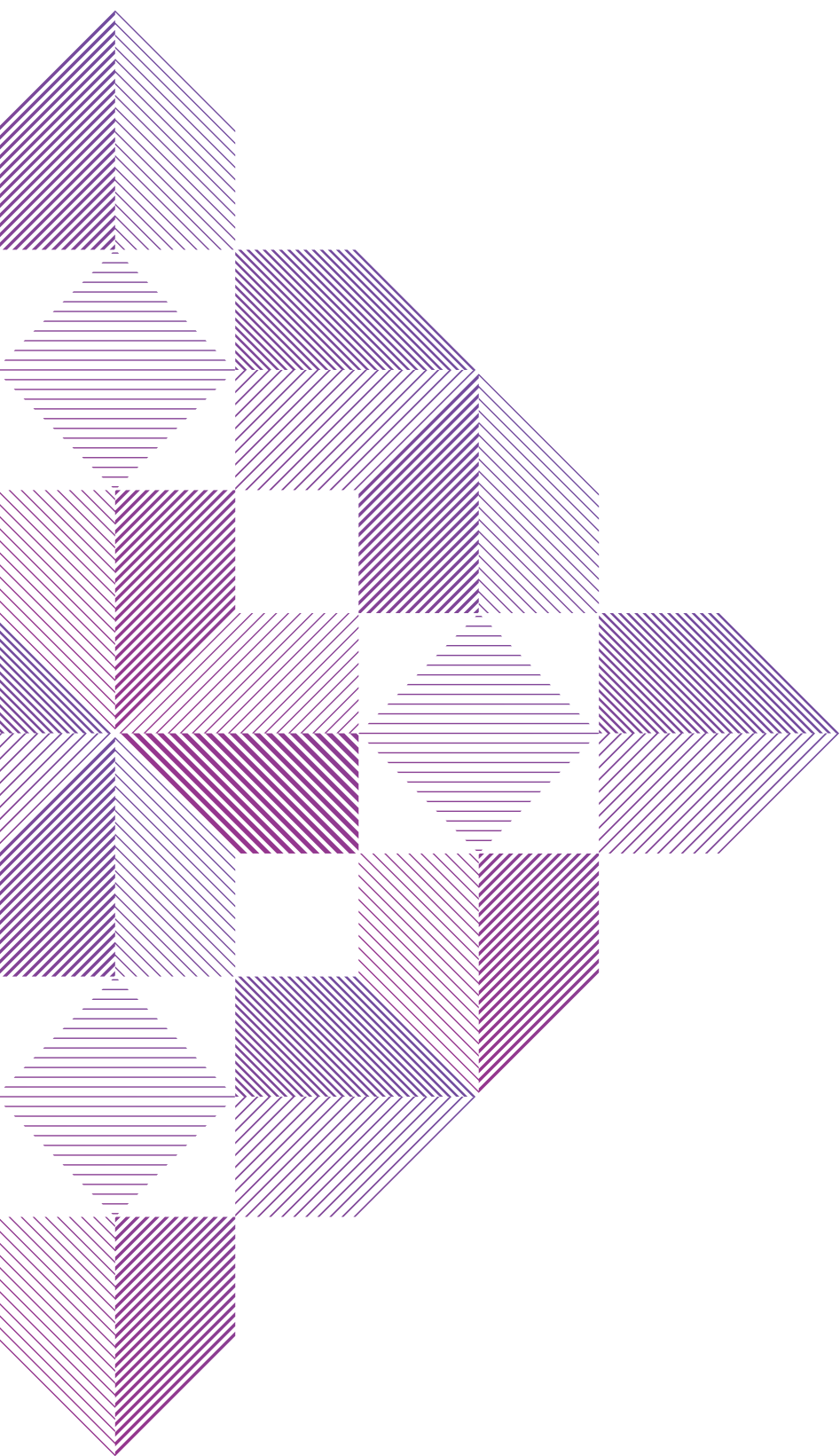
IGEM appreciates input from all those who wish to contribute to improving Victoria's emergency management arrangements.

Accordingly, IGEM is interested in any submissions, projects, research papers or policies that may inform the selection of topics for future review.

IGEM will formally correspond with the sector to confirm each year's review program through the forward plan.

Please email igem.info@justice.vic.gov.au for further information.

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