



Victorian Preparedness Goal

Emergency Management Sector Core Capabilities

July 2016

Working in conjunction with
Communities, Government,
Agencies and Business

The Victorian Preparedness Goal sets out the core capabilities we need to deal with the challenges and risks we face as a community, and how we effectively deliver them.

The goal itself is succinct:
“A safer and more resilient community that has the capabilities to withstand, plan for, respond to and recover from emergencies that pose the greatest risk.”

To find out more visit
www.emv.vic.gov.au/capability

Contents

Executive Summary	3
Overview	4
Capability Blueprint	5
Key Risks	8
Core Capabilities	10
Conclusions	15

Acknowledgement

This document has been developed by the emergency management sector in Victoria in collaboration with the Federal Emergency Management Agency (FEMA) in the United States.

Emergency Management Victoria acknowledges the lessons learnt by FEMA in developing this document.

Executive Summary

Building safer and more resilient communities is the shared responsibility of all Victorians.

We each have an obligation to contribute to improving the preparedness, capability and resilience of all communities to prepare for, respond to and recover from emergencies before, during and after.

The reason the Victorian Preparedness Goal is important is because our communities face a number of global challenges and emerging threats. We can expect more intense and frequent natural emergencies, as Victoria experiences higher-than-average temperatures, reduced rainfall, increased drought conditions and more extreme weather events. Combined with the challenges of change in population, urbanisation, and technological advances we can expect an increase in pandemics, disease outbreaks, security threats and telecommunication risks.

To ensure we are prepared to manage these risks, Victoria's Emergency Management sector has developed the Victorian Preparedness Goal to make sure we have a collaborative, coordinated and capable system to meet our future needs.

The Victorian Preparedness Goal is about all of our communities – whether communities of place, interest, faith or circumstance, not-for-profit, government, business, industry and agencies - working as one to achieve our shared vision of safer and more resilient communities. This all communities, all emergencies approach underpins Victoria's emergency management system.

Understanding the greatest risks to our diverse communities is critical to assessing our capacity and identifying the core capabilities required to manage any potential major emergencies.

The Goal sets out the core capabilities we need to deal with the challenges and risks we face as a community, and how we effectively deliver them.

The core capabilities set the foundation for how we prepare and respond to emergency incidents before, during and after. They are the critical components needed for the sector to manage emergencies, coordinate and unify efforts, improve training and ensure capabilities are effectively applied to all stages of an incident.

The Victorian Preparedness Goal is designed to provide the whole community with an understanding of the sector's vision, goal and values and the core capabilities required to ensure Victoria is prepared for the greatest risks facing our State. As this work develops, the core capabilities will adapt and evolve to meet those challenges.



Overview

The shared goal of Victoria's emergency management sector is to build a sustainable and efficient emergency management system that reduces the likelihood, effect and consequences of emergencies.

The Victorian Preparedness Goal assists the sector to understand the risks to prepare for, and what capabilities are required to manage any potential major emergencies.

Global trends show that Victoria is going to experience an increase in the frequency and intensity of emergency incidents. But what are the biggest risks facing our community?

The State Emergency Risk Assessment identified Victoria's highest priority emergency threats to be bushfires, flood and pandemic influenza. These are followed by technology risks, infrastructure emergencies, mine failure, marine pollution and natural hazards such as heatwaves, pest incursions, animal diseases, severe storms and earthquakes.

Understanding risk is critical to identifying, developing and delivering the core capabilities that are essential to building safer and more resilient communities. It also assists to prioritise preparedness efforts and outline the capability and capacity requirements of the whole community.

In Victoria, we have arranged our core capabilities into the three phases of emergency management; before, during and after.

To be effective, the core capabilities are interdependent, coordinated and overlap across the three critical phases.

The core capabilities include the people, resources, governance, systems and processes that are needed to manage incidents, reduce impacts, protect our community and increase resilience. They include tasks such as planning, fire management and suppression, fatality management, logistics, search and rescue, economic recovery, learning and analysis.

The Victorian Preparedness Goal has been developed to provide the foundation for implementation of the whole emergency management preparedness system.

Although we are in the development stages of building the preparedness system, when finalised it will include the following key components:

- State Planning Systems that support an integrated planning approach across communities, government, agencies and business to ensure the core capabilities are applied in the most effective manner at a state, regional, municipal and community level.
- A State Preparedness Framework that identifies the risk scenarios and critical tasks required to deliver the core capabilities.
- A State Preparedness Report that outlines the progress that has been made to build, sustain and deliver the core capabilities.

Preparedness is a shared responsibility. Through using an all communities, all emergencies approach that is inclusive and values the contribution of community, government, agencies, business and industry we will be able to have an effective and capable emergency management system that meets the future needs of all Victorians.

Capability Blueprint

The aim of the Emergency Management Victoria Capability Blueprint 2015-2025 is to have an effective emergency management capability across Victoria that can meet future needs.

The three components of the Capability Blueprint are as follows:

1. Emergency Management Foundations
2. Capability Foundations
3. Objectives

Capability Blueprint Objectives:

The three main objectives of Emergency Management Victoria Capability Blueprint 2015-2025 are:

- Shared understanding
- Improved integration for the future
- Connected community, business and government partnerships

VICTORIAN EMERGENCY MANAGEMENT CAPABILITY BLUEPRINT 2015-2025

Aim: To have an effective emergency management capability across Victoria that can meet future needs.

Definitions:
Capability - our collective ability to reduce the likelihood and consequences of an emergency before, during and after.
Capacity - the extent to which the core elements of capability can be sustained, before, during and after an emergency.

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

Core capability elements:
 • People
 • Resources
 • Governance
 • Systems
 • Processes

OBJECTIVE > **CURRENT STATE** > **FUTURE STATE**

<p>1. Shared understanding Appreciation and understanding of the EM sector's capabilities and capacity and underlying responsibilities.</p>	<ul style="list-style-type: none"> • Limited visibility of each other's capability and capacity. • Inconsistent description and use of language. 	<ul style="list-style-type: none"> • The sector understands its capability and capacity requirements and identified gaps. • Standardised language. • Shared understanding through integrated systems and processes.
<p>2. Improved integration for the future Maximise current EM capabilities while building and developing future capabilities based on emerging risks.</p>	<ul style="list-style-type: none"> • Limited alignment of systems of work. • Unsustainable systems and processes to support the integration, implementation and delivery of capability for the future. 	<ul style="list-style-type: none"> • The sector has defined capabilities that manage existing and future risk. • Emergency management investment against the State's risk profile is maximised. • Scalable systems and processes exist to improve availability and accessibility of capability across the sector.
<p>3. Connected community, business and government partnerships Enhancing capability across community, business and government.</p>	<ul style="list-style-type: none"> • Mix of engagement activities across community, business and government. • Under developed community, business and government partnerships. 	<ul style="list-style-type: none"> • Community, business and government capability and capacity are optimised before, during and after an emergency. • Community, business and government understand their current capability and capacity and future requirements before, during and after an emergency.

EM FOUNDATIONS

Our shared vision
Safer and more resilient communities

Our shared goal
"We work as one"
A sustainable and efficient emergency management system that reduces the likelihood, effect and consequence of emergencies.

EMV's role
"Working in conjunction with Communities, Government, Agencies and Business"
Leading emergency management in Victoria by working with communities, government, agencies and business to strengthen their capability to withstand, plan for, respond to and recover from emergencies.

Our values
Leadership - showing personal drive and inspiring others to achieve shared goals.
Accountability - working to clear objectives in a transparent manner.
Integration - recognising the importance of building effective and cooperative relationships.
Agility - responding quickly and effectively to dynamic situations and changing demands.

Critical EM success factors:
 • Maximising the ability of the emergency management sector to work together and achieve joined up outcomes that are community focused.
 • Leading and facilitating key initiatives focused on system-wide reform with integrated policy, strategy, planning, investment and procurement.
 • Ensuring stronger emphasis on shared responsibility, community resilience, consequence management and post emergency recovery activities.
 • Embedding emergency management across government, agencies and business.
 • Leading and coordinating emergency management preparedness, response and recovery with the emergency management sector and community.

Emergency Management Foundations

Our shared vision

"Safer and more resilient communities"

Our shared goal

A sustainable and efficient emergency management system that reduces the likelihood, effect and consequence of emergencies.

"We work as one"

EMV's role

Leading emergency management in Victoria by working with communities, government, agencies and business to strengthen their capability to withstand, plan for, respond to and recover from emergencies.

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

Our values

Leadership - showing personal drive and inspiring others to achieve shared goals

Accountability - working to clear objectives in a transparent manner

Integration - recognising the importance of building effective and cooperative relationships

Agility - responding quickly and effectively to dynamic situations and changing demands

We do this as a sector by:

- maximising the ability of the emergency management sector to work together and achieve joined up outcomes that are community focused
- leading and facilitating key initiatives focused on system-wide reform with integrated policy, strategy, planning, investment and procurement
- ensuring stronger emphasis on shared responsibility, community resilience, consequence management and post emergency recovery activities
- embedding emergency management across government, agencies and business
- leading and coordinating emergency management preparedness, response and recovery with the emergency management sector and community.

Capability Foundations

Definitions:

Capability – our collective ability to reduce the likelihood and consequences of an emergency before, during and after.

Capacity – the extent to which the core elements of capability can be sustained, before, during and after an emergency.

Capability principles:

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

OBJECTIVE	CURRENT STATE	FUTURE STATE
<p>1. Shared understanding Appreciation and understanding of the EM sector’s capabilities and capacity and underlying responsibilities.</p>	<ul style="list-style-type: none"> • Limited visibility of each other’s capability and capacity. • Inconsistent description and use of language. 	<ul style="list-style-type: none"> • The sector understands its capability and capacity requirements and identified gaps. • Standardised language. • Shared understanding through integrated systems and processes.
<p>2. Improved integration for the future Maximise current EM capabilities while building and developing future capabilities based on emerging risks.</p>	<ul style="list-style-type: none"> • Limited alignment of systems of work. • Unsustainable systems and processes to support the integration, implementation and delivery of capability for the future. 	<ul style="list-style-type: none"> • The sector has defined capabilities that manage existing and future risk. • Emergency management investment against the State’s risk profile is maximised. • Scalable systems and processes exist to improve availability and accessibility of capability across the sector.
<p>3. Connected community, business and government partnerships Enhancing capability across community, business and government.</p>	<ul style="list-style-type: none"> • Mix of engagement activities across community, business and government. • Under developed community, business and government partnerships. 	<ul style="list-style-type: none"> • Community, business and government capability and capacity are optimised before, during and after an emergency. • Community, business and government understand their current capability and capacity and future requirements before, during and after an emergency.

Core capability elements

To deliver emergency management in Victoria all these elements are underpinned by 'implementing an "all hazards - all agencies" approach based on networked arrangements and greater interoperability.' (EM Act 2013, section 5c)

People	<ul style="list-style-type: none">• All personnel involved in undertaking emergency management activities from community, government, agencies and business.• Includes people with appropriate knowledge and skills with a focus on leadership skills, technical skills and a culture of working as one
Resources	<ul style="list-style-type: none">• The physical equipment and assets needed to undertake emergency management activities. For example infrastructure, fleet, IT equipment, radios, communications equipment, consumables and personal protective clothing and equipment.
Governance	<ul style="list-style-type: none">• The enabling factors that emergency management operates within including legislation, funding, authorising environment, emergency management arrangements, doctrine and policy.
Systems	<ul style="list-style-type: none">• The systems that are used to deliver emergency management outcomes such as learning and development, information technology, financial, infrastructure and assets management, workforce management, workplace health and safety, quality control and AIIMS.
Processes	<ul style="list-style-type: none">• Documented or undocumented ways of delivering emergency management such as capacity planning, risk management, continuous improvement, information flow and planning.

Key Risks

The State Emergency Risk Assessment

Understanding the greatest risks that could affect Victoria is an essential step in determining overall preparedness and the identification of core capabilities. The information gathered during a risk assessment also enables a prioritisation of preparedness efforts and an ability to identify the capability requirements across the whole community.

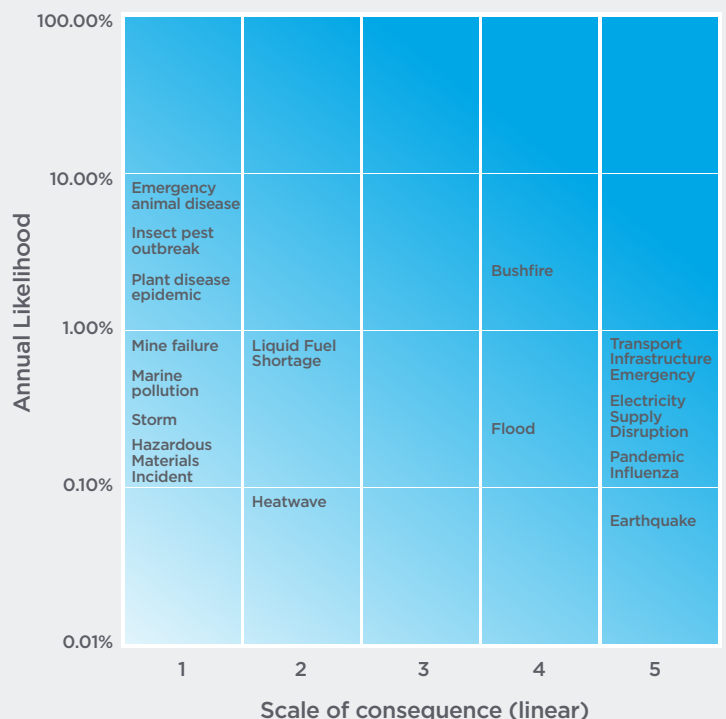
The major risks for Victoria were determined in “Emergency Risks in Victoria: Report of the 2012-13 State Emergency Risk Assessment” published in February 2014.

The findings state that Victoria’s highest priority emergency risks are bushfire, flood and pandemic influenza. Following these are a group of risks that are more technological in origin, such as transport infrastructure emergency, mine failure (specifically coal mines supporting electricity generation), marine pollution and electricity supply disruption.

Then follow several risks that arise from natural processes, such as heatwave, insect pest incursions and emergency animal disease. The lowest group of these significant risks include plant disease epidemic, major hazardous materials incidents, liquid fuel shortage, severe storms and earthquake.

Security-related risks, such as malicious attacks, were not included in this document, as they are being assessed under other national arrangements. The following relative risk chart is a table with two axes – likelihood and consequence. The position of each risk is derived from combining the likelihood of the consequences of four emergency scenarios – low, medium, high and worst case. The risk is greatest near the top right corner, and least at the bottom left corner.

The risks of extreme impact emergency scenarios



Emergency Risks in Victoria: Report of the 2012-2013 State Emergency Risk Assessment. February 2014

Risk impacts on Core Capabilities

The State Emergency Risk Assessment indicates that a wide range of threats and hazards pose a significant risk to Victoria, which affirms the need for an all-emergencies, capability-based approach to preparedness planning.

Key findings include:

- Natural hazards, including storms, earthquakes, heatwaves, bushfires, and floods, present a significant and varied risk across the state. Climate change has the potential to increase the likelihood and severity of weather-related hazards. Storms, bushfires and floods are becoming more frequent and more severe.
- Pandemic influenza is a risk that could impact many Victorians, resulting in severe economic impacts. Infectious animal disease, insect pest outbreaks and potential plant disease epidemics also create significant impacts.
- Technological and accidental hazards have the potential to cause significant impacts to the environment, people and the economy. These risks include transportation infrastructure emergencies, electrical supply disruptions, mine failures, hazardous materials incidents, liquid fuel shortages and marine pollution.
- It is important to understand that some of the incidents may cause localised impacts, such as a mine failure, whilst others, such as a heatwave, may cause impacts throughout the state.

The risks faced by a community can also directly impact those responsible for delivering core capabilities. The whole of community approach and the principle of enhancing partnerships and shared responsibilities will ensure our ability to reduce emergency impacts is maximised.

Core Capabilities

The core capabilities are highly interdependent and provide the backbone for the sector to manage emergencies, coordinate and unify efforts, improve training and ensure capabilities are effectively applied to all stages of emergencies.

- Before an emergency: This includes the preparation, planning, engagement and the knowledge required to understand the risk environment.
- During an emergency: This is when the States capabilities are applied to respond or react to the emergency that has occurred.
- After an emergency: This is when capabilities are applied to recover to an effective level.

The table below is a summary of the core capabilities that have been developed, followed by a brief description of each core capability. Although the table shows individual core capabilities in each stage, the capabilities may be applied dynamically across the continuum of emergency management.

BEFORE, DURING AND AFTER	
Planning	
Community Information And Warnings	
Operational Management	
Intelligence And Information Sharing	
Public Order And Community Safety	
Building Community Resilience	
BEFORE AND DURING	
Fire Management And Suppression	
DURING AND AFTER	
Fatality Management	
Critical Transport	
Logistics And Supply Chain Management	
Impact Assessment	
DURING	AFTER
Search And Rescue	Economic Recovery
Health Protection	Natural And Cultural Heritage Rehabilitation
Health Emergency Response	Built Recovery
Relief Assistance	Social Recovery
Environmental Response	Learning And Analysis

BEFORE, DURING AND AFTER

CAPABILITY	CAPABILITY DESCRIPTION
PLANNING	Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical level approaches to meet defined objectives.
COMMUNITY INFORMATION AND WARNINGS	Deliver public information and warnings that are authoritative, consistently constructed and relevant for all Victorians and visitors in all emergencies. Provide timely and tailored information that supports the community to make informed decisions before, during and after emergencies.
OPERATIONAL MANAGEMENT	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities, including operational communications.
INTELLIGENCE AND INFORMATION SHARING	To provide timely, accurate and actionable decision support information, resulting from the planning, collecting, processing, analysis and evaluation from multiple data sources, which is needed to be more proactive in anticipating hazard activity and informing mitigation, response or recovery activities. It also includes the assessment of risks, threats and hazards so that decision makers, responders, and community members can take informed action to reduce their entity's risk and increase their resilience.
PUBLIC ORDER AND COMMUNITY SAFETY	Provide a safe, secure and orderly society through the active prosecution of regulations and laws related to the prevention of serious emergencies and to afford a safe environment for those communities affected by an emergency and any responding personnel engaged in emergency operations.
BUILDING COMMUNITY RESILIENCE	Enable communities and organisations to better connect, use local knowledge, understand stresses and shocks, and develop goals and solutions so that people can support each other to make safer and more informed decisions before, during and after emergencies.

BEFORE AND DURING

CAPABILITY	CAPABILITY DESCRIPTION
FIRE MANAGEMENT AND SUPPRESSION	Provide firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting lives, property, and the environment in the affected (land and water) area.

DURING AND AFTER

CAPABILITY	CAPABILITY DESCRIPTION
FATALITY MANAGEMENT	Provide fatality management services, including search, recovery, victim identification (following Interpol Standards), and repatriation. As well as the sharing of accurate and timely information with other agencies and the community, and the provision of support to the bereaved.
CRITICAL TRANSPORT	<p>Plan for and provide response and recovery services during emergencies that affect the road network including alternative routes, emergency permits and escorts for responders, clearing, restoration of damaged roads.</p> <p>Provide response to major public transportation emergencies including infrastructure access and accessible transportation services to ensure community movement including coordination of all private rail, tram and bus services to support response priority objectives.</p>
LOGISTICS AND SUPPLY CHAIN MANAGEMENT	Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains, including removal of debris.
IMPACT ASSESSMENT	Provide all decision makers with relevant information regarding the nature and extent of the hazard, and any potential consequences during and after an emergency to ensure efficient, timely and appropriate support for communities.

DURING

CAPABILITY	CAPABILITY DESCRIPTION
SEARCH AND RESCUE	Deliver traditional and atypical search and rescue capabilities, including people and resources with the goal of saving the greatest number of endangered lives in the shortest time possible.
HEALTH PROTECTION	The coordination and implementation of legislation, programs and monitoring procedures to minimise public health risk from infectious disease, contaminated food, contaminated drinking water supplies, radiation and human environmental health hazards. This includes the development and implementation of strategies to promote and protect public health.
HEALTH EMERGENCY RESPONSE	The planning, provisioning, response and coordination of pre hospital and health emergency care, including triage, treatment and distribution of patients, in a timely and structured manner, using all available resources to maximise positive health outcomes.
RELIEF ASSISTANCE	The provision of well-coordinated, integrated and timely assistance to meet the immediate health, wellbeing and essential needs of affected communities, during and immediately after an emergency event, with the aim to support social cohesion and build resilience.
ENVIRONMENTAL RESPONSE	To assess and manage the consequences to the community, environmental values, domestic animals and livestock of a hazardous materials release, naturally occurring pests or biological hazard.

AFTER

CAPABILITY	CAPABILITY DESCRIPTION
ECONOMIC RECOVERY	Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in a sustainable and economically viable community.
NATURAL AND CULTURAL HERITAGE REHABILITATION	Protect natural and cultural heritage resources through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-emergencies community priorities and best practices and in compliance with applicable environmental and historic preservation laws.
BUILT RECOVERY	To restore essential infrastructure and establish safe areas during and following an emergency, ensuring the provision of facilities and services to support and benefit communities.
SOCIAL RECOVERY	The longer term provision of assistance and access to services that allows individuals, families and communities to achieve an effective level of functioning after an emergency event. This includes safety, security, shelter, health and psychosocial wellbeing and re-establishment of those elements of society necessary for well-being.
LEARNING AND ANALYSIS	Support continuous improvement to improve emergency management practice and community safety by extracting understanding from experience and research, reviewing community consequences, investigating causes and outcomes, providing assurance and translating lessons into behaviour change.

Conclusions

The Victorian Preparedness Goal defines the core capabilities required to achieve state-wide preparedness to manage major emergencies before, during and after.

Working as one with community, government, agencies, business and industry is critical if we are to effectively implement the Preparedness Goal and achieve our vision of safer and more resilient communities.

The Victorian Preparedness Goal builds on the work that is being undertaken across the emergency management sector to strengthen partnerships, increase community resilience and develop a next generation relief and recovery system. It draws upon lessons learned from managing large scale emergencies and represents input from all stakeholders.

The Victorian Preparedness Goal is a living document that will be constantly reviewed as it evolves and adapts, in line with changing risks, government policies and emergency sector strategic plans.

Progress will be monitored to:

- Measure advances in preparedness levels across all communities and for all identified risks
- Assess effectiveness of implementation
- Analyse results
- Review progress and identify the next steps

To ensure we continue to progress, it is critical that responsibility for state-wide preparedness is shared by all. Contribution from the whole community will be critical to realising the next steps and delivering an effective emergency management system that can meet the future needs of all Victorians.

This publication was produced and distributed
by Emergency Management Victoria (EMV).
Level 23, 121 Exhibition Street, Melbourne 3000

Working in conjunction with Communities,
Government, Agencies and Business

www.emv.vic.gov.au